



FROM THE DUALITY OF SERVICE-POLITICS:

A REVIEW OF DİYARBAKIR

DIYARBAKIR METROPOLITAN MUNICIPALITY
EXPERIENCE (2015-2018)

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DİYARBAKIR SİYASAL VE SOSYAL
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The opinions in the study may not coincide with the views of DİSA and the Friedrich-Ebert-Stiftung Turkey Office.

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- *Civil Society Organizations in the 2013-2015 Solution Process* [2013-2015 Çözüm Süreci'nde Sivil Toplum Kuruluşları] (İstanbul: Barış Vakfı, 2017)
- *The Kurds of Turkey: National, Religious and Economic Identities* [Türkiye Kürtleri: Ulusal, Dinsel ve İktisadi Kimlikler] (London: I.B. Tauris, 2017),
- *Nation, Religion, Class: Building the Kurdish Consensus in Turkey* [Ulus, Din, Sınıf: Türkiye'de Kürt Mutabakatının İnşası] (İstanbul: İletişim, 2015),
- *Why a Language is Banned: Language Policies and the Status of Kurdish in Turkey* [Zımanek Çima Tê Qêdexekirin: Polîtîkayên Zimanî û Rewşa Kurdî li Tirkiyeyê] [Bir Dil Neden Yasaklanır: Dil Politikaları ve Türkiye'de Kürtçenin Durumu] (İstanbul: Peywend Publication, 2013),
- *Globalization and Local Democracy: Globalization and Local Democracy, The Limits of Liberal Participation Discourse: The Case of Diyarbakır* [Küreselleşme ve Yerel Demokrasi: Liberal Katılımın Söyleminin Sınırlar & Diyarbakır Örneği] (İstanbul: Vate Publication, 2011),
- *Civil Society Organizations in Democratization Processes: The Southeast as an Example of Field Research* [Demokratikleşme Süreçlerinde Sivil Toplum Örgütleri: Bir Alan Araştırması Örneği Olarak Güneydoğu] (İstanbul: Foundation for Society and Legal Studies Publication, 2004).

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PREFACE

Undoubtedly, Diyarbakır is the first city that springs to mind when it comes to the Kurdish issue. It is the first stop for many who want to understand the matter.

We can consider the story of Gültan Kışanak as a summary of the Kurdish issue and its heart, Diyarbakır. Gültan Kışanak, who was previously detained in Diyarbakır Prison - which turned into a place of horror after the September 12, 1980 Turkish coup d'état - was elected the metropolitan mayor of this city on March 31, 2014. Kışanak, who was elected mayor 34 years after September 12, was arrested again on October 31, 2016, along with co-mayor Fırat Anlı, after a little more than two years of mayoral experience. While Anlı has been released, Kışanak is still held in prison although more than three years have passed.

Selçuk Mızraklı, who took over the legacy of Kışanak and Anlı against Cumali Atilla, who was appointed as trustee and elected the president of Diyarbakır Metropolitan Municipality after entering the local elections on March 31, 2019, was also dismissed by the order of the Ministry of Interior. In place of Mızraklı, the governor of Diyarbakır was appointed as trustee. Mızraklı, who was dismissed no longer than five months after the elections, was later arrested similar to previous mayors.

This research study was prepared within the scope of the “Civil Inspection of Local Services in Diyarbakır” project, which was designed in early 2019 on the eve of the March 31 elections.

As DİSA, the Diyarbakır Institute for Political and Social Research, we had assumed that the election would bring “normalization” when designing this project, and we wanted to contribute to this normalization by reviewing the past period.

With the 2020-2024 Strategic Plan to be prepared by the newly elected municipality administration in the first six months, we were aiming to open up space for Diyarbakır’s next five years to be planned in partnership with the local government and civil society. Moreover, we hoped to contribute to building a critical relationship between civil society and local governments and to deepening local democracy.

The quest for normalization received an important blow when the trustees were reappointed, yet it will continue nevertheless. Maintaining the flow of life, embracing politics, making political choices as well as following them up, calling to account local and/or central institutions to whom we have given

the management authority and transferred our funds through taxes, are all part of this quest for normalization.

Local governments have a critical place in the solution of the Kurdish issue and ending violence in Turkey. Thus, they can function not only as appropriate areas but also as effective tools in the recognition of Kurdish identity, participation of the Kurds in government and fair distribution of resources.

Undoubtedly, the local government issue in Turkey cannot be simply reduced to the Kurdish issue. The development of truly participatory democratic politics, the domination of pluralism in the social sphere, the participation of different social groups in the administration, the increase in efficiency and productivity in public administration, the construction of accountable and transparent governments in Turkey are directly related to local governments. Beyond that, local governments are also an important part of the balance and inspection mechanisms.

This research study of Diyarbakır Metropolitan Municipality, which focuses on the period of 2015-2018 and compares the urban envisagement and actions of the elected administration and the appointed trustee administration, provides important data in order to understand both local governments and local services, as well as the Kurdish issue stuck in the duality of service and politics, in the case of Diyarbakır.

Beyond the Kurdish issue, the study also has the potential to contribute to deepening local democracy on the Turkish scale. This is because it provides the opportunity to look critically at differentiating urban envisagement as well as strategic priorities, goals, objectives and projects that have differentiations and commonalities at the local level from infrastructure to superstructure, and from environment to social policy through the example of Diyarbakır.

Yet, Diyarbakır is not the only city that needs the control of local services by civilian actors as well as the construction of well-functioning democratic structures and mechanisms in local governments in which civil society actors and citizens can participate. Ankara, İstanbul, Antalya, Gaziantep and Bursa are also in a similar need.

I hope that this study will contribute to deepening democracy on a local scale across Turkey, beyond the Kurdish geography, and to showing that other localities are possible, in addition to building unique experiences in this field.

Finally, I would like to express my gratitude to DİSA and the Friedrich-Ebert-Stiftung Turkey Office for their institutional contributions.

Cuma Çiçek

November 12, 2019, Diyarbakır

INTRODUCTION

In Turkey, the planning, implementation and inspection processes in local public services are not sufficiently inclusive. In most cases, short and long-term plans are made only with the participation of the bureaucracy behind the closed doors of public institutions without the participation of local people and civil society. Implementation and inspection processes are far from including transparent and accountable structures and mechanisms.

This situation experienced throughout Turkey is, to a great extent, also valid for Diyarbakır. In the early 2000s, along with the European Union (EU) process, structures such as the city council developed, and a relative progress was made in establishing dialogue and cooperation between municipalities and non-governmental organizations. However, in this experience, civil society maintained its critical position and could not be effective in the planning, implementation and inspection of local services. The cooperation of municipal and non-governmental organizations (NGOs) largely operated as a structure led by the municipality.¹ Although the City Council had a rich component in the field of inspection and participation, it had been largely marginalized long before the trustees. With the Metropolitan Municipality and trustees appointed to the district municipalities in 2016, the participation of the public and civil society in municipal services has become much more limited.

Building participatory structures and mechanisms in public administration as well as the participation of citizens and civil society actors in decision-making processes will not only contribute to the development of local democracy, but they will also improve the efficiency and effectiveness of public services at the local level and enable the mobilization of more local resources for local development.

This research study aims to strengthen the inspection of the works carried out by the Metropolitan Municipality of Diyarbakır (MMD) by the local people and civil society as well as to contribute to the development of a participatory administrative structure. Within the scope of this purpose, the research has four goals:

Firstly, it is aimed to ensure the inspection of local public services by civil society actors and to support transparency and accountability of planning, implementation and inspection processes in the local governments.

¹ For a detailed analysis of citizens' participation in municipal services and urban governance processes in Diyarbakır, see Cuma Çiçek, *Küreselleşme ve Yerel Demokrasi, Liberal Katılım Söyleminin Sınırları: Diyarbakır Örneği* [Globalization and Local Democracy, The Limits of Liberal Participation Discourse: The Case of Diyarbakır], Vate Publication, İstanbul, 2011.

Secondly, the research is expected to contribute to the development of awareness among civil society actors in Diyarbakır on public rights such as local public services, citizens' rights and urban citizen rights.

Thirdly, it is predicted that the research will strengthen the dialogue between the public and civil society in Diyarbakır and increase the participation of civil society actors in public administration. Five-year strategic plans and annual action plans (performance programs) are considered as critical tools to strengthen the participation of civil society actors.

Finally, it is aimed within the scope of the research to contribute to the strategic planning processes of 2020-2024 by reviewing the past four years. The new municipal administration elected on 31 March 2019 will prepare a five-year strategic plan of both the Metropolitan Municipality of Diyarbakır (MMD) and Diyarbakır Water and Sewerage Administration (DİSKİ) within six months. The analyses and information that emerged with the aforementioned research will serve as an important input for the new planning period.

Within the scope of the research, the plans and implementations prepared by the MMD between 2015-2018 are examined in detail. In this context, mainly strategic plans, annual performance programs and activity reports are analysed. Along with these documents, supporting documents such as strategic plan monitoring reports are also taken into consideration.

Since the strategic plan has been put into practice as of 2015, the research does not include the previous period. Similarly, 2019 is excluded from the study because the local elections were held on March 31, 2019. In short, the research covers the period of 2015-2018 in terms of the time period.

The research method is based on the examination and comparison of institutional documents. In this context, comparisons are made at three levels: (1) five-year strategic plans, (2) performance programs, which are five-year strategic and annual plans, and (3) annual performance programs and annual activity reports evaluating implementation results.

The study, which is planned under six chapters, mainly consists of three parts. In the first part, which consists of chapter one, the municipality run by the elected mayors and the trustee administration are compared with regard to their urban envisagement, vision and strategic priorities for Diyarbakır based on the comparison of MMD's 2015-2019 and 2017-2021 strategic plans.

In the second part, which consists of four chapters, the implementations of the Metropolitan Municipality are examined in detail. In this context, five-year strategic plans and annual performance programs are compared for each year. With this comparison, it is analysed to what extent five-year strategic plans determine annual activities. In other words, the relevance and effec-

tiveness of the strategic plan in MMD is examined. Then, the performance results are evaluated by comparing the performance programs and activity reports for each year.

In the third part, which consists of the last chapter, the infrastructure works carried out within the structure of DİSKİ, which is affiliated to the Diyarbakır Metropolitan Municipality council and mayor but also has a separate institutional organization, are discussed. In this section, following the year-based analyses, a comparative analysis of the selected administration and trustee administration periods is given.

CHAPTER ONE

URBAN ENVISAGEMENT OF DIYARBAKIR:

The Comparison of 2015-2019 Strategic Plan and 2017-2021 Strategic Plan

Introduction

Strategic plans are road maps of collective actors. They show the perceptions of the actors about the current situation, their goals and objectives for the future, the means and methods to reach these goals and objectives, and what kind of relationship they will engage with in this process. In this sense, they reflect the future envisagement of the relevant actors regarding their field.

With the regulation made in Turkey in 2005, the strategic planning period started in public institutions. The first regulation on this issue was made in the Public Financial Management and Control Law No. 5018 dated December 10, 2003, and along with the new regulation that entered into force on January 01, 2005, the public administrations were required to prepare strategic plans. In the said law, the strategic plan is defined as “the plan that includes the medium and long-term goals, basic principles and policies, goals and priorities, performance criteria of public administrations, methods to be followed to achieve them, and resource allocation.”

The definition made in the law and the different strategic plans prepared since 2005 show that the documents in question contain institutional values, basic principles and political priorities, perceptions about the current situation, goals and objectives for the future as well as preferred ways and methods. In this sense, the strategic plan provides a significant opportunity to understand who the relevant institution or actor is, who it works for and with whom, and what kind of future it wants to build.

Metropolitan Municipality of Diyarbakır (MMD) prepared its first strategic plan for the 2006-2010 period, right after the 2005 elections, along with the aforementioned legal regulation. The 2006-2010 Strategic Plan was followed by the 2010-2014, 2015-2019 and 2017-2021 plans, respectively.

In this section, the urban envisagement of Diyarbakır is compared on the basis of 2015-2019 and 2017-2021 strategic plans. The Metropolitan Municipality run by elected mayors and the new administration formed under the leadership of the trustee appointed in November 2016 after the arrest of co-mayors Gültan Kışanak and Firat Anlı are comparatively analysed with regard to their social envisagement, urban vision and strategic priorities for Diyarbakır.

2015-2019 Strategic Plan and 2017-2021 Strategic Plan comparison was made over five main headings, which are:

1. Planning processes
2. Perception and preferences regarding the scope of municipal services
3. Strategic priorities
4. Distribution of financial resources on the basis of strategic goals and objectives
5. Monitoring-evaluation structures and mechanisms foreseen by strategic plans.

1. Planning Processes

As well as the content of strategic plans, the preparation process also makes it possible to understand the social envisagement of the relevant actor. Given this situation, the 2015-2019 Strategic Plan was first compared with the 2017-2021 Strategic Plan on the basis of planning processes.

In the 2015-2019 Strategic Plan, we can see that the planning process is described in detail. Within the plan consisting of 149 pages in total, the planning process is elaborately described in 11 pages with the title of “Method: Participation, Dialogue and Negotiation.” In the said plan, it was stated that the planning process was handled as a collective learning process of other public institutions and organizations in the city, non-governmental actors and citizens, beyond the Metropolitan Municipality. This approach, which focuses more on the process than the result, namely, on the strategic planning process rather than on the strategic plan itself as the concrete product, has been evaluated in the plan as follows:

[...] By enabling stakeholders to participate, to identify problems correctly, to see and consider material, institutional and human capacity, to make it possible for actors to own the process and take responsibility, the process-oriented planning approach not only increases the quality of the service or product produced, but also it focuses on a second development that is just as important: institutional learning and institutional capacity development.¹

In addition to the institutional knowledge of the municipality, six main sources of information/experience were used in the planning process: (1) organized groups in the city, (2) mukhtars, (3) citizens, (4) district municipalities, (5) Diyarbakır Castle and Hevsel Gardens Cultural Landscape Area Management Plan and (6) election statement. In order to include these sources of infor-

¹ “2015-2019 Stratejik Planı,” Diyarbakır Büyükşehir Belediyesi, Diyarbakır, 2014, p. 7.

mation in the strategic planning process, seven main works detailed below have been conducted.

1. In-house surveys, unit meetings and mass conference calls attended by managers to include the institutional knowledge and experience of Metropolitan Municipality of Diyarbakır in the planning process,
2. 15 thematic forums in which an average of 100 people participated in each to include the knowledge and experience of organized groups such as non-governmental organizations, professional organizations, public institutions and organizations and universities in Diyarbakır to the planning process, and organized groups survey of a total of 500 people conducted with participants in these forums,
3. In order to include the criticism, opinions, suggestions and expectations of the mukhtars (lowest level local administrators) in the planning process, mukhtar meetings which were held separately in 17 districts and attended by 778 mukhtars in total,
4. Household survey of 7,800 people conducted in 17 districts across Diyarbakır in order to directly include the criticism, opinions, suggestions and expectations of citizens in the planning process,
5. Sharing information with district municipalities,
6. Diyarbakır Castle and Hevsel Gardens Cultural Landscape Area Management Plan, which is a kind of strategic plan covering the relevant area and prepared within the scope of the Diyarbakır Walls and Hevsel Gardens to be included in the UNESCO World Cultural Heritage List,
7. Election statement declared to the people of Diyarbakır.

During the planning process of 2015–2019 Strategic Plan, 188 meetings were held (details are shown in Table 1.1) and approximately 11,000 people participated in the process. The 2015–2019 Strategic Planning process, whose preliminary work began in December 2013, practically started at the beginning of April 2014 and was completed after an eight-month study.

Table 1.1: The meetings held during the 2015-2019 Strategic Plan preparation process and the number of participants²

No	Name of the Study	Number of Participants	Number of Meetings	Number of Reports (x+1)	Report Pages
1	Analysis of current situation		15	16	102
2	Sectoral Data Analysis for Diyarbakır Province and Districts		15	18	78
3	Analysis Report of Law No. 6360		15	10	23
4	Mardin Conference Call Report	42	11	1	64
5	Site Management Plan Report		2	1	357
6	2010-2014 Strategic Plan Evaluation Report	17	17	18	17
7	Unit Problem Analysis Reports	245	25	21	56
8	Amed Forums Reports	1,547	15	16	133
9	Amed Forums Survey Report	481	15	1	1,535
10	District Municipalities Neighborhood Meetings Report		11	1	14
11	Mukhtar Meetings Reports	845	17	18	381
12	Citizen Survey Report	7,800	15	18	2,360
13	Unit SWOT Analysis Report	12	15	1	12
14	Budget Projection			1	30
TOTAL		10,989	188	141	5,162

Compared to the 2015-2019 Strategic Plan process, which attaches importance to the participation of citizens and different organized groups in the city and constructs different mechanisms in this regard, the 2017-2021 Strategic Plan was prepared largely on the basis of in-house information. Though limited, opinions and suggestions of external actors were received. In this context, the opinions and suggestions of citizens and other public institutions and organizations were included in the planning process with two survey forms.

In order to ensure the involvement of institutional knowledge and experiences in the planning process, the in-house planning process was designed and the current situation analysis was made with preliminary preparations. In this context, legislation scanning, 2015-2019 Strategic Plan evaluation, current situation analyses of the units were made. In order to ensure the involve-

² “2015-2019 Stratejik Planı,” p. 7.

ment of institutional knowledge and experiences in the planning process, the opinions and suggestions of the institution personnel were also received through a survey form. 342 personnel selected randomly among 3,677 municipal employees participated in the survey, which consisted of three main sections. The first section had 16 questions regarding institutional satisfaction; the second section had four questions about institutional structure and functioning while the last section included a single open-ended question to receive opinions and suggestions.

Two main studies have been conducted to ensure the involvement of the opinions and suggestions of external actors in the strategic planning process. Firstly, a survey was conducted on the municipality's official website and social media accounts. 1,329 people participated in the survey conducted between February 24 and March 10, 2017. The survey form consisted of three parts with 66 questions in total. The first part included demographic and socioeconomic information of the participants, the second part had questions about the service areas and services of the municipality, and the third part had open-ended questions that citizens can write their expectations, requests and suggestions for the project. The survey was reported and evaluated as an input in the planning process.

Secondly, an External Stakeholder Survey was conducted for the involvement of external actors in the planning process. Although 80 public institutions and organizations had access to the survey conducted between March 1 and March 10, 2017 on the official website of the municipality, 53 institutions participated in the survey study. In the survey form, in addition to general information about the participating institution, general opinions about the municipality, management and leadership questions as well as expectations, opinions, suggestions and project proposals for seven service axes determined within the scope of the 2017-2021 Strategic Plan were requested. Similar to the Citizen Survey, the External Stakeholder Survey was also reported and evaluated as an input in the strategic planning process.

The 2017-2021 Strategic Plan preparation works, which started on November 15, 2016 and completed on March 8, 2017 after about four months, were submitted to the Municipal Assembly and approved on April 13, 2017. In Table 1.2., the main mechanisms evaluated in the planning process of the Strategic Plans for 2015-2019 and 2017-2021 are presented comparatively:

Table 1.2: Comparison of 2015-2019 Strategic Plan and 2017-2021 Strategic Plan in terms of planning process

Information Resources and Mechanisms	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Internal	Evaluation of national and regional plans	Evaluation of national and regional plans
	Evaluation of the 2010-2014 Strategic Plan	Evaluation of the 2015-2019 Strategic Plan
	Current situation analysis of units	Current situation analysis of units
	Demographic, socio-cultural, socio-economic and socio-political analysis of Diyarbakır	Historical development of Diyarbakır Metropolitan Municipality
	Institutional structure analysis of Diyarbakır	Institutional structure analysis of Diyarbakır
	City-wide data analysis on sectoral basis	City-wide data analysis
	Evaluation of Law No. 6360	Legal obligations and legislation analysis
	Stakeholder analysis	Stakeholder analyses
	Two-day conference call attended by senior management	
	Problem analysis meetings with unit employees	Personnel survey of 342 people
	Unit SWOT analysis	Unit SWOT analyses
	2015-2019 budget projections	2012-2016 Budget Evaluation Report
	UNESCO process and Diyarbakır Castle and Hevsel Gardens Cultural Landscape Area Management Plan	
	External	15 thematic forums
Forum survey of 500 people		Survey of 53 public institutions online
17 mukhtar meetings (778 mukhtar participation)		
Mukhtar survey		
Household survey of 7,800 people (face to face interview)		Citizen survey of 1,329 people online
Sharing information with district municipalities		
Election statement		

2. PERCEPTIONS AND PREFERENCES REGARDING THE SCOPE OF MUNICIPAL SERVICES

So far, we have looked at the comparison of the method used in the planning process in order to compare the urban envisagement of the two administrations for Diyarbakır. Secondly, the substantive comparisons were made within the scope of the study. In this context, first of all, perceptions and preferences regarding the scope of municipal services were compared.

In the 2015-2019 Strategic Plan, 13 strategic areas were determined and all institutional goals, objectives and activities/projects were planned around these strategic areas. On the other hand, seven strategic areas were identified in the 2017-2021 Strategic Plan. In Table 1.3, the strategic areas in both plans are comparatively listed according to their order in the plans.

Table 1.3: Comparison of Strategic Areas

2015-2019 Strategic Plan		2017-2021 Strategic Plan	
1	Democratic Self-Government	1	Transportation Services
2	Zoning and Urbanism	2	Environmental Services
3	Social Services/Social Policies	3	Zoning and Urbanism
4	Diyarbakır's Multiple Identity: Languages, Cultures and Beliefs	4	Health and Social Services
5	Women's Policies and Gender Equality	5	Culture and Tourism
6	Environment, Ecological and Green Areas	6	Disaster Management and Urban Control
7	Reinforcing the Local Economy	7	Strengthening the Institutional Structure
8	Urban Development		
9	Transportation		
10	Public Health		
11	Our Historical and Cultural Assets and Tourism		
12	Disaster Management, Security and Control		
13	Developing the Institutional Capacity		

When the strategic plans of 2015-2019 and 2017-202 are compared in terms of the strategic areas reflecting the perceptions of the scope of municipal services and the preferences made, the most important issue is the following: It is seen that the plan prepared by the trustee has a traditional municipality perception that remains within the boundaries of the legislation on mu-

nicipal services. In short, this traditional municipality perception considers municipalities as the local administrative extension of the central civilian administration, and limits the municipal services to infrastructure works such as water, sewerage and superstructure works such as transportation, parks, gardens, green areas and social services.

However, it draws attention that 2015-2019 Strategic Plan has a perception and preference beyond traditional municipal services. In summary, this preference focuses on the local government phenomenon that has developed in Europe rather than the local government experience and knowledge in Turkey, and in this sense, it considers local governments as a policy area “beyond traditional service areas.” It also establishes a direct relationship between the Kurdish issue, local governments and local services. In this context, it expands the context of municipal services to include issues such as urban rights, subsidiarity, decentralization, identity politics, gender roles, socioeconomic inequalities, and equal opportunities.

The area of transportation was chosen as the first strategic area in the 2017-2021 Strategic Plan prepared by the trustee administration. Transportation Services are followed by Environmental Services and Zoning and Urbanism. Following these three, other services determined as strategic areas are Health and Social Services, Culture and Tourism, Disaster Management and Urban Control and Reinforcing Institutional Structure.

Although named differently, all seven strategic areas preferred in the plan prepared by the trustee are also included in the 2015-2019 Strategic Plan. However, compared to the 2017-2021 Strategic Plan, the 2015-2019 Strategic Plan offers a framework that transcends traditional perceptions of municipal services, pushes the doors beyond legislation, and reflects local political preferences. In this regard, three strategic areas should be emphasized: Democratic Self-Government, Diyarbakır’s Multiple Identity: Languages, Cultures and Beliefs, Women’s Policies and Gender Equality. These preferences show that there is an urban envisagement in Turkey that is different from the traditional tendency for municipal services.

Undoubtedly, the most fundamental dynamic that creates this differentiation is the Kurdish issue. It is seen that the prominent “administrative” and “identity” problems on the Kurdish issue are reflected in the aforementioned strategic plan and progress is desired in both areas through local governments. In addition to the administrative and identity aspects of the Kurdish issue, gender equality, which is a founding element in mainstream Kurdish politics represented by the Peoples’ Democratic Party (HDP) today, is also reflected in the strategic plan. In the strategic plan, which was renewed with the trustee management, these three areas were excluded from the field of municipal services.

There are two more strategic areas that are included in the 2015-2019 Strategic Plan but not in the 2017-2021 Strategic Plan, which are Reinforcing the Local Economy and the Rural Development. In the 2017-2021 Strategic Plan, these two areas were removed from strategic areas, and the activities foreseen in these areas were distributed to seven strategic areas.

These two areas are relatively related to the Kurdish issue. However, it also contains dimensions beyond the Kurdish issue. Reinforcing the local economy can be considered as the “economy” dimension of the Kurdish issue in one aspect. This is because the developmental difference between regions in Turkey and the Kurdish geography constituting the poorest and most deprived region of the country is a chronic problem that has been going on for many years. In this sense, the search for local development through local governments can be considered as the reflection of the economic dimensions of the Kurdish issue on local governments.

Again, with the Law No. 6360 enacted in 2014, the extension of the jurisdiction of metropolitan municipalities from the city centre to the provincial borders, the provision of new authorities to municipalities such as the construction of rural roads, supporting agriculture and animal husbandry, can be considered as a step towards localization. In this sense, the preference of Rural Development as one of the strategic areas in the 2015-2019 Strategic Plan can be seen as an interpretation/evaluation of Law No. 6360 to strengthen localization and can be associated with the Kurdish issue in this sense.

Despite all this, the fact that Reinforcing the Local Economy and Rural Development is within strategic areas reflects the perception and strategic choice of the relevant administration regarding municipal services beyond the Kurdish issue. The most important issue supporting this thesis is the determination of strategic axes under three headings besides the strategic area in the 2015-2019 Strategic Plan. In the aforementioned plan, five areas within 13 strategic areas were determined as “strategic plan axes in terms of intervention,” in other words, highlighted as strategic priorities. Accordingly, (1) rights, social justice and social policy, (2) reproduction of mother tongue and cultures, (3) gender equality and women’s freedom, (4) environment and ecology (5) reinforcing the local economy have been preferred as “priority intervention areas” in service production and provision.

The issues that are preferred as “strategic plan axes in terms of process” and “strategic plan axes in terms of spatial development” show that 2015-2019 Strategic Plan on the one hand established a relationship between the Kurdish issue and the municipal services, and on the other hand, strategic preferences - although being related to Kurdish issue - had meanings beyond that. In terms of the process, participation, subsidiarity, multilingualism, mobilization of local resources, measurability and monitoring-evaluation

and continuous institutional development were preferred as main axes. In terms of spatial development, a multi-scale decentralization and balance was aimed. Accordingly, when planning spatial developments, a multicentre spatial development between rural-urban, city centre-peripheral districts, and four districts in the city centre, which strikes a balance in the spatial distribution of institutional structures, was taken as a basis. Table 1.4 shows the strategic plan axes determined in terms of “intervention areas,” “processes” and “spatial development.”

Table 1.4: Strategic plan axes

In terms of the area of intervention	In terms of processes	In terms of spatial development
Rights, Social Justice and Social Policy	Democratic Self-Government and Participation	Rural-Urban Balance
Reproduction of Mother Tongues and Cultures	Local Service Production	Multicentre Diyarbakır City/City Centre and Districts Balance
Gender Equality and Women’s Freedom	Service Delivery in Mother Tongues	Multicentre City of Diyarbakır
Environment and Ecology	Institutional Leadership for Mobilization of Local Resources at City Scale	Multicentre Institutional Structure
Reinforcing the Local Economy	Measurability and Monitoring-Evaluation	Planning and Implementation Approach from Perimeter to Centre
	Continuous Institutional Development	

Considering the situations outlined above, it is seen that in the 2017-2021 Strategic Plan, which was prepared again with the trustee administration, traditional areas related to municipal services were preserved, whereas strategic areas, which are the reflections of the Kurdish issue and the political preferences of mainstream Kurdish politics, were removed from the plan.

3. STRATEGIC PRIORITIES

Thirdly, within the scope of strategic plan comparisons, priorities of 2015-2019 and 2017-2021 plans were compared on the basis of strategic areas. As summarized above, 13 strategic areas were determined in the 2015-2019 Strategic Plan and seven strategic areas in the 2017-2021 Strategic Plan. Although they were named differently, strategic areas in the second plan were also included in the first. While determining the strategic areas in the second plan, strategic areas that are outside the traditional functions regarding municipal services and reflect the priorities of the Kurdish issue and mainstream Kurdish politics to a certain extent were eliminated. Below, the strategic areas in both plans are discussed together and compared.

The comparisons were mainly based on the common strategic areas. However, differing strategic areas were also included in the comparisons whenever possible.

The main topics that differed were; participation, democratic governance, identity politics, gender equality and reinforcing the local economy.

The 2015-2019 Strategic Plan, which includes 13 strategic areas, and the 2017-2019 Strategic Plan, which includes seven strategic areas, were handled under 11 titles comparatively, taking into account the common different aspects.

3.1. Transportation services

Comparing the strategic goals determined in the area of transportation services and the strategic objectives determined under each goal, it is seen that there is no significant difference between 2015-2019 and 2017-2021 strategic plans. As can be seen in Table 1.5, the strategic goals “to develop an accessible, ecological, economical, safe and comfortable public transportation system” and “to present a human-oriented transport infrastructure to the city” in the first plan are combined under a single strategic goal in the second plan: “To develop an accessible, environmentally friendly, economical, safe and comfortable public transportation system.” The only thing that draws attention here is that instead of the concept of “ecological”, the concept of “environmental friendliness” is preferred.

Table 1.5: Transportation services in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Strategic Goal	To develop an accessible, ecological, economical, safe and comfortable public transportation system	To develop an accessible, environmentally friendly, economical, safe and comfortable public transportation system
Strategic Objective	To implement alternative modes of public transportation	To implement environmentally friendly, economical, alternative transportation system and public transportation modes
	To develop an environmentally friendly, economical and renewable public transportation system	
	To make the public transportation system safe, comfortable and accessible by improving and regulating it in accordance with international transportation criteria.	To make the public transportation system safe, comfortable and accessible by improving and regulating it in accordance with international transportation criteria.
	To improve the accessibility of the technological infrastructure in the public transportation system	To improve the accessibility of the technological infrastructure in the public transportation system
	To extend the use of the smart electronic toll collection system and to increase the demand for public transportation	
	To establish the legal infrastructure of commercial public transport, to determine, regulate and manage license plate restrictions	To revise and manage the legal infrastructure of commercial public transport and increase the satisfaction of the beneficiaries by raising their awareness in transportation with different training materials
	To increase the transportation satisfaction of citizens by raising the awareness of passengers, drivers, students and city residents about transportation	
Strategic Goal	To present a human-oriented transportation infrastructure to the city	
Strategic Objective	To promote pedestrianization and bicycle use	
Strategic Goal	To improve urban traffic flow	To plan and implement an ergonomic transportation infrastructure
Strategic Objective	To manage and direct traffic with smart technological systems	
	To relieve urban traffic through regulation and administrative improvements	To relieve urban traffic through regulation, pedestrianization and administrative improvements
	To develop the knowledge and skills of primary and secondary school students in the city about traffic	
Strategic Goal	To improve and develop the physical infrastructure of the transport system	To improve and develop the physical infrastructure of the transport system

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Strategic Objective	Manufacture of urban and rural roads and ring roads, and maintenance and repair of existing roads with a better quality and efficient service understanding	To create smart technological systems, manage and direct traffic
		Manufacture of urban, rural neighbourhoods and ring roads, maintenance and repair of existing roads, improvement of transportation services

It is seen that there are combinations in strategic objectives as in strategic goals. For instance, “To extend the use of bicycles,” which was included in the strategic objectives in the first plan, took place in the second plan only as a project/activity with the title of “construction of bicycle paths, allocation of bicycles belonging to our municipality and implementation of bicycle station projects” under the strategic objective “to implement environmentally friendly, economical, alternative transport systems and public transport modes.”

In addition to the strategic goals and strategic objectives, when the strategic plans are examined in terms of investment projects in the area of transportation, the investment projects that stand out in the 2015-2019 Strategic Plan are as follows:

1. Finding a suitable source for the 15km urban rail system and implementing the project
2. Finding a suitable source for the Ergani-Bismil Suburban Line and implementing the project
3. Implementing the bus route project that will cut the urban rail system line vertically
4. Increasing the number of municipal buses for the whole city
5. Implementing the smart stop application at public transportation stops
6. Pedestrianization of Ekinciler Avenue and its surrounding streets, gradual pedestrianization of arteries in the city walls, preparation of implementation projects, planning of pedestrian walkways in Hevsel Gardens
7. Preparing and implementing the projects of 40km bicycle path and bicycle parks in the city centre
8. Implementing the Eco-Pisqilet Project (Municipal Bicycles)
9. Establishing a Traffic Control Centre to manage intersections, traffic signalling and roads with smart transportation systems.
10. Constructing Meya Farqin Street (Bağivar-Silvan road connection)

11. Constructing Ahmet Arif Boulevard (between Elazığ Boulevard and Dr. Sıtkı Gör al Street)

Except for the “Ergani-Suburban Line,” “Meyva Farqin Street” and “pedestrianization projects” and “construction of Ahmet Arif Boulevard” - which are included in the 2015-2019 Strategic Plan and whose construction has not started - it is seen that all investment projects were also included in the 2017-2021 Strategic Plan along with small changes in their names. In addition to these, different from the 2015-2019 Strategic Plan, “Cable Car Project” and “building bus terminals in districts” activities were included in the 2017-2021 Strategic Plan.

3.2. Environmental services

When the strategic plans are compared in the area of Environmental Services, the most striking point is the differentiation in the scope of Environmental Services. The activities planned under the title of Environmental, Ecological and Green Areas in the 2015-2019 Strategic Plan mainly cover two areas: (1) environmental protection and control, and (2) park, garden and green areas. In the 2017-2021 Strategic Plan, besides these two areas, supporting agriculture and animal husbandry and rural development issues were also discussed under this heading. On the other hand, in the 2015-2019 Strategic Plan, the rural development issue was evaluated in more detail and together with the urban economy under the title of Rural Development and Reinforcing the Local Economy.

Table 1.6: Environmental services in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Strategic Goal	To develop a liveable city with parks, gardens and green areas where nature and natural resources are protected, and air, water, soil and noise pollution are eliminated	To protect nature and natural resources, to prevent environmental pollution, to collect, transport and dispose of waste in the city with appropriate methods
Strategic Objective	To protect ecological life, to create forest and recreation areas	
	To meet at least 20% of the energy used by the municipality from renewable energy sources	To ensure the energy consumption of the institution from renewable sources, to spread the use of renewable energy resources, to ensure that energy is used efficiently by making plans regarding climate change
	To implement the Integrated Solid Waste Management System in 2017	To dispose of the wastes in the city by separating them at the source, to conduct awareness studies to reduce the amount of waste generated.
	To increase the amount of green areas per person (to increase the amount of green areas per person from 3.4 square metres to at least 3.8 square metres)	
	To maintain the preservation of existing green spaces and to transform them into more modern living spaces	
	Active and efficient control of image, noise and pollution caused by excavation throughout the city	To carry out active and efficient controls in combating against environmental pollution throughout the province, to perform preventive activities and controls
	To ensure the modernization of the cleaning infrastructure in order to increase the standards of cleaning works in main arteries	To provide infrastructure modernization of cleaning services in main arteries, to provide cleaning trainings and carry out services
	To increase social awareness on environment and ecology, especially among students	

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Strategic Goal		To develop a liveable city with modern parks, gardens and green areas
Strategic Objective		To increase the green area per person
		To maintain the preservation of existing green spaces and transform them into more modern living spaces
		To revive and promote plant production
Strategic Goal		To bring added value to agricultural and animal production for rural development
Strategic Objective		To encourage, revitalize and diversify production in the agricultural sector, to perform agricultural research, development, mechanization, infrastructure works, to spread organic and good agricultural practices, to ensure sustainability
		To revive the livestock sector, to support the production of organic products

When the two common areas of both plans are compared, there is no significant differentiation in terms of strategic goals and objectives. As detailed in Table 1.6, the environmental protection works and park, garden and green area works planned around a strategic goal in the 2015-2019 Strategic Plan are differentiated in the 2017-2021 Strategic Plan and classified under two strategic goals. However, when the two plans are compared at the level of strategic objectives, it is seen that there is no significant differentiation beyond classification. The first strategic objective “To protect ecological life, to create forest and recreation areas” in the first plan was not included in the second plan. The activities/projects determined under the aforementioned strategic objective are grouped under the strategic objective “To increase the green area per person” included in both plans.

When the two strategic plans are compared in terms of investment projects planned for parks, gardens and green areas, the main works that are included in the 2015-2019 Strategic Plan and qualify as investment projects are:

1. Equipping a part of the Peace Forest (337,600 square metres) and transforming it into a recreation area
2. Completing the Urban Forest Project
3. Creating Eđil Watershed Forest
4. Constructing the Oak Forest Project
5. The Train Rail Rehabilitation Project
6. Rehabilitation of city entrances
7. Creating Ergani Makam Mountain Forestry
8. Constructing Fiskaya Park
9. 13 Park in 13 Districts Project
10. Constructing Quca Neighborhood Park
11. Constructing Nine Vertical Garden Projects
12. Landscaping the area of the Tigris Valley between Silvan Bridge and Mervani Bridge
13. Improving the sand quarries, which have been put into operation and left idle on the Tigris River bed, with suitable materials
14. Establishing Glistan Park
15. Geographical Park Project
16. Geopark Project
17. Establishing a New Nursery and Greenhouse Production Area

Among the 17 projects above, the projects numbered 10, 12, 13, 14 and 16 which are investments in parks, gardens and green areas were not included in the second plan. On the other hand, the remaining projects were kept in the second plan. In the second plan, instead of these five projects, the construction of eight parks, gardens and green areas named Theme Park, Ahmet Arif Park, Safari Park, Barrier-Free Life Park, Elderly Life Park, City Square and Hobby Gardens were included. Here, the most important point that draws attention in the second plan is that the thematic park approach for different social groups came to the fore.

When the two plans are compared in terms of environmental protection and control works, it is seen that investment projects were mainly planned in the

area of waste management. The 2015-2019 Strategic Plan offers a more detailed and concrete action plan in this regard. The main investments included in the plan are as follows:

1. Rehabilitating Metropolitan Municipality's existing solid waste transfer station, constructing Ergani, Bismil, Hani and Dicle district transfer stations
2. Rehabilitating the landfills of Metropolitan, Ergani, Dicle and Bismil.
3. Transporting the wastes of Çınar, Hani and Eğil landfills to Bismil and Dicle landfills for rehabilitation.
4. Establishing Waste Separation Facility
5. Establishing the infrastructure of electrical energy production in landfills
6. Constructing and commissioning a Regular Landfill Area that will serve 11 districts
7. Constructing Medical Waste Sterilization Facility

It is seen that the construction of solid waste transfer stations, rehabilitation of wild landfills, sanitary landfills, management of medical waste and recycling are also included in the 2017-2021 Strategic Plan. However, compared to the first plan, it is seen that the classification in the second plan is different and the project titles are not detailed enough.

The most important difference in the second plan is that supporting agriculture and animal husbandry and rural development are evaluated within the scope of environmental services. Under this title, two strategic objectives have been determined:

1. To encourage, revive and diversify production in the agricultural sector, to perform agricultural research, development, mechanization, infrastructure works, to spread organic and good agricultural practices, to ensure sustainability
2. To revive the livestock sector and support the production of organic products

Both of these strategic objectives are addressed under the strategic areas of Rural Development and Reinforcing the Local Economy in the 2015-2019 Strategic Plan. Below, the comparisons on this subject are discussed under the relevant heading.

3.3. Zoning and urbanism

Strategic plans for 2015-2019 and 2017-2021, which are largely similar in the areas of transportation and environmental services, differ significantly in the area of Zoning and Urbanism. As detailed in Table 1.7, it is seen that the expressions of “decentralized” and “contemporary” in the number one strategic goal titled “To ensure that the planned development of the city is balanced, decentralized, holistic, sustainable, contemporary and innovative” in the 2015-2019 Strategic Plan was removed from the 2017-2017 Strategic Plan.

In parallel with this change, the strategic objective named “To make upper-scale plans covering the provincial boundaries with a decentralized city perspective, taking into account the balance between the rural-city, city centre and districts, four districts in the city centre, and to ensure the integrity and consistency with other plans” under this strategic goal was changed into “To ensure the integrity and consistency of urban infrastructure plans, projects and applications with other plans in the preparation of upper-scale plans, and to facilitate access to public services by performing numbering procedures” in the 2017-2021 Strategic Plan. The most striking point here is that the objective “to make plan with a decentralized city perspective by taking into account the balance between the rural-city, city centre and districts, four districts in the city centre” was removed. These objectives, which present a new urban envisagement regarding Diyarbakır, were not included in the new strategic plan.

The expropriation activities, which are under the said strategic objective in the 2015-2019 Strategic Plan, are classified under a separate strategic objective on expropriation in the 2017-2021 Strategic Plan.

The second strategic objective, titled the development of urban aesthetics, under the first strategic goal of the 2015-2019 Strategic Plan in the area of Zoning and Urbanism, was completely removed from the plan together with the projects/activities it includes.

The second strategic goal of the 2015-2019 Strategic Plan in the area of Zoning and Urbanism titled “To protect historical, cultural and natural assets and to ensure their sustainability” was also included in the second plan. However, the three strategic objectives determined under this strategic goal were not included in the new plan. These strategic objectives are:

1. To implement the Historical Diyarbakır Castle and Hevsel Gardens Cultural Landscape Area Management Plan
2. To ensure the implementation of the Conservation Development Plan
3. To create green areas suitable for historical and cultural texture, and to rehabilitate existing areas

Table 1.7: Zoning and urbanism works in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Strategic Goal	To ensure that the planned development of the city is balanced, decentralized, holistic, sustainable, contemporary and innovative	To ensure that the planned development of the city is balanced, holistic, sustainable and innovative
Strategic Objective	To make upper-scale plans covering the provincial boundaries with a decentralized city perspective, taking into account the balance between the rural-city, city centre and districts, four districts in the city centre, and to ensure the integrity and consistency with other plans	To ensure the integrity and consistency of urban infrastructure plans, projects and applications with other plans in the preparation of upper-scale plans, and to facilitate access to public services by performing numbering procedures
	To improve urban aesthetics	To perform expropriation activities in areas where institutional project constructions are required
Strategic Goal	To protect historical, cultural and natural assets and to ensure their sustainability	To protect, promote and to ensure the sustainability of historical and cultural assets in order to preserve cultural heritage
Strategic Objective	To implement the Historical Diyarbakır Castle and Hevsel Gardens Cultural Landscape Area Management Plan	To protect cultural heritage items and to bring them into daily life
	To ensure the implementation of the Conservative Development Plan	
	To create green areas suitable for historical and cultural texture and rehabilitate existing areas	
	To revitalize and unearth cultural heritage in the districts	
Strategic Goal	To prevent slums, to rehabilitate areas with disaster risk and to improve unhealthy living conditions throughout the province, and to work in accordance with the aesthetic, historical and natural values of the city centre	To rehabilitate areas with disaster risk and require urban transformation and to improve unhealthy living conditions, to contribute to the creation of well-arranged living spaces
Strategic Objective	To construct social housing for the lower and middle classes of the city	
	To arrange areas that need spatial and social transformation	To arrange areas that need spatial transformation

The fact that strategic objectives regarding compliance with the binding plans regarding the Suriçi area were not included in the new plan draws the attention. Undoubtedly, this arrangement should be evaluated together with the ongoing legal regulations, spatial demolitions and reconstructions in Suriçi and its surroundings. With this regulation, binding or restrictive provisions in the strategic plan were abolished.

The strategic objective “To revitalize and unearth cultural heritage in the districts,” which is under the second strategic goal in the area of Zoning and Urbanism, was included in the new plan at the level of activities.

Finally, there has been no significant change in the third strategic goal. However, the changes made at the level of strategic objectives are noteworthy. First of all, the strategic objective “To construct social housing for the lower and middle classes of the city” was not included in the new plan. On the other hand, in the strategic objective “To arrange areas that need spatial and social transformation,” only “spatial transformation” was included instead of “spatial and social transformation.” This situation is in line with the dominant approach to urban transformation projects in Turkey. In most urban transformation projects, the fact that spaces are located within a certain social and economic environment is ignored, and the problem is reduced to a spatial transformation problem without considering the economic and social transformation needs of the people living in the area.

Considering the above comparisons, it can be said that there are different urban envisagement regarding zoning and urbanism. It can be said that the spatial development of the city, regulating the relations and disconnections between different urban and rural areas in the city, and the relationship between the city and its people with historical and cultural structures are two main areas that differ in zoning and urbanism.

When the zoning and urbanism activities are evaluated in terms of investment plans, it is seen that the studies mostly involve planning. However, in the 2015-2019 Strategic Plan, it is seen that investment projects are largely related to Suriçi and its surrounding region. The outstanding investment plans in the plan are as follows:

1. Creation of city squares in districts
2. Restoration of eight registered buildings expropriated in Suriçi
3. Restoration of Mehmed Uzun’s house
4. Construction of Mardinkapı Değirmen Park

5. Rehabilitation of Saraykapı Park (between Keçi Burcu and Saraykapı)
6. Rehabilitation of Saraykapı Surdışı
7. Arrangement between Keçi Burcu and Burç 63
8. Construction of 1,500 social housing
9. Sento Street and Kuruçeşme Rehabilitation Project
10. Train Station Area and Its Vicinity Rehabilitation Project

In the 2017-2021 Strategic Plan, there is no specific arrangement other than the “implementation of the Çiftehan Revitalization Project” regarding the Suriçi and its surroundings. Considering the conflicts that took place in the six neighbourhoods of Sur district in 2015-2016 and the large-scale demolitions and reconstructions made in the area, it can be said that the management of the area in question was handled by the central government rather than the administration and control of the Metropolitan Municipality. This is because, in the 2017-2021 Strategic Plan, no investment project worth noting was included in the Sur region, which is one of the most important areas of the city with its historical and cultural value and has experienced large-scale destructions in the city conflicts.

3.4. Public health and social services

When two strategic plans are compared in the area of Health and Social Services, the most important point that draws attention is the differentiation in the classification of municipal services and the strategic importance given to the relevant area. In the 2015-2019 Strategic Plan, the strategic areas titled Social Services/Social Policies, Public Health, Women’s Policies and Gender and Reinforcing the Local Economy were discussed under a single title under the name of Health and Social Services in the 2017-2021 Strategic Plan.

When these areas are compared, it is seen that there is a significant differentiation in the classification of the strategic goals and objectives in the area of Social Services/Social Policies in 2015-2019 Strategic Plan. However, it is seen that related activities are largely protected in the 2017-2021 Strategic Plan.

As seen in Table 1.8, the first three strategic goals and the eight strategic objectives below them in the area of Social Services/Social Policies in 2015-2019 Strategic Plan were simplified and grouped under one strategic goal and four strategic objectives in 2017-2021 Strategic Plan. The first point that draws attention here is: While the activities for children and people with

disabilities are given importance at the strategic goal level in the first plan, they are handled at the level of strategic objectives in the second plan. Secondly, while “rights,” “inequality” and “equality of opportunity” regarding both children and people with disabilities were emphasized in the first plan, an approach limited to “service” was preferred in the second plan. Although the strategic importance and approach attributed to the issues of children and people with disabilities differed, the activities remained largely unchanged.

Strategic goals and objectives in sports and combating substance abuse are included in both plans.

Table 1.8: Social services/social works in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
	Social Services/Social Policies	Health and Social Services
Strategic Goal	To eliminate social inequalities and to improve social welfare and social solidarity by contributing to the economic, social and cultural development of disadvantaged people and groups,	To contribute to the improvement of the quality of life, social welfare of the concerned people on the basis of equal rights and opportunity by carrying out protective and preventive activities for disadvantaged groups
Strategic Objective	To provide social and economic support for families in need of urgent assistance through in-kind and cash assistance	To provide support for the economically needy people with in-kind and cash aid, to increase their quality of life with health, social and cultural services
	To increase the life quality of low-income, poor and elderly people in need who cannot meet their basic needs or have difficulties with health, social and cultural services	To provide social, vocational and technical trainings, awareness raising activities and to support education infrastructure
	To support disadvantaged young people who work or want to work in the field of fine arts	To provide protective and preventive services for children, young people and their families, to contribute to their personal development with social and cultural activities
		To provide necessary services for people with disabilities to participate in social and cultural life
Strategic Goal	To eliminate all kinds of social, psychological, economic and cultural damage that all children between the ages of 0-18 have suffered or may suffer, and to ensure equality of opportunity, with protective, preventive, developing and awareness-raising activities based on children's rights.	
Strategic Objective	To provide protective and preventive child services, with priority for children at risk and their families	
	To contribute to the development of disadvantaged children through pre-school education, nurseries, lesson support services and workshops	
	To contribute to the personal development of children and young people by organizing social and cultural activities, strengthening social communication and solidarity	

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Strategic Goal	To facilitate the participation of persons with disabilities in all areas of life with an approach based on equal opportunities and rights.	
Strategic Objective	To support the participation of people with disabilities in socio-economic life by contributing to their personal development through vocational rehabilitation, psychological counselling, education and employment	
	To increase the participation of people with disabilities in social and cultural life	
Strategic Goal	To offer sports opportunities for the development of physical and mental health of all citizens living in the city, with the principles of "sports for all" and "sports for life", to spread individual and social awareness and practice in the field of sports	To offer sports opportunities for the development of the physical health of all citizens living in the city with the principles of "sports for all" and "sports for life"
Strategic Objective	To make sports activities accessible, which is the first step in the path of healthy life	To make sports activities accessible
	To ensure the development and spread of sports throughout the province, especially for disadvantaged groups, by organizing regular sports courses, training-implementation programs and local, regional, national and international sports organizations	
Strategic Goal	To prevent substance abuse in line with universal principles and strengthen the participation of substance abusers in social life	To reduce the rate of substance abuse by preventing substance abuse and to ensure the participation of substance abusers in social life
Strategic Objective	To identify the risk and use of substance abuse, to create public opinion in the fight against substance abuse, to increase awareness and visibility	
	To reduce the risk of substance abuse through protective and preventive activities, education, vocational training and psycho-social support services	To create public opinion in the fight against substance abuse, to provide the necessary training and psycho-social support for substance abusers
	To support treatment of substance abusers, primarily children, adolescents and young people, by providing psycho-social counselling, guidance and health services	
	To raise awareness among citizens by carrying out training and information activities with relevant NGOs and trade associations in order to increase animal welfare and protect their rights	

When the strategic plans are compared in terms of investment projects, the main projects in the 2015-2019 plan, apart from routine works in the area of social services/works, that qualify as investments and will allow institutional capacity increase are as follows:

1. Establishing a clothes bank
2. Opening of municipal guesthouses in districts
3. Increasing the number of children's playrooms and nurseries
4. Establishing children's complex and sports centre
5. Constructing multi-purpose sports complex and social facilities

As in the first plan, the investment projects were included in the second plan. The investment projects included in the 2017-2021 Strategic Plan in the area of social services/works are as follows:

1. Constructing district sports fields and swimming pools
2. Building nursery and children's playhouses
3. Providing guesthouse service

Although the initial plan includes more detailed investment projects, there is no significant difference between the two plans in terms of their scope.

When comparing the health-related works classified under Public Health in the 2015-2019 Strategic Plan, and under Health and Social Works in the 2017-2021 Strategic Plan, it is seen that these works were in the fields of food control, preventive health services, disinfection services, cemetery and burial services, animal rights and animal care. As detailed in Table 1.9, while the plans show parallelism at the level of strategic goals, strategic objectives were grouped differently. However, there is no significant difference at the level of activities.

Investment projects included in the 2015-2019 Strategic Plan in the area of Public Health are as follows:

1. Building animal markets and slaughterhouses in districts without animal markets and slaughterhouses in accordance with the standards
2. Establishing and rehabilitating district bazaars with district municipalities
3. Establishing health centres together with district municipalities

It is seen that investment projects other than the establishment of health centres were also included in the second plan.

Table 1.9: Public health in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
	Public Health	Health and Social Works
Strategic Goal	To ensure food safety from production to table	To ensure food safety from production to table for the health and life comfort of the people
Strategic Objective	To determine daily, weekly and monthly slaughter data in existing and new animal markets and slaughterhouses, including the Feast of Sacrifice, and eliminate illegal slaughters and visual pollution in the city centre and all districts	To bring workplace conditions in line with international standards to ensure public access to safe and quality food, to rehabilitate neighbourhood markets, to control animal slaughter and sales
	To rehabilitate neighbourhood markets and to establish new markets	To carry out training and awareness activities in order to develop consumption awareness and spread the “White Flag” application throughout the province
	To bring workplace working conditions in line with international standards in order to ensure public access to safe and quality food	
	To carry out training and awareness activities in order to increase consumption awareness and spread the “White Flag” application throughout the province	
Strategic Goal	To develop the knowledge and skills of citizens in the field of preventive health in order to prevent diseases	To provide protective, preventive and supportive services in the field of health
Strategic Objective	To ensure effective and efficient provision of preventive health services with health centres to be established in districts together with relevant municipalities and mobile health vehicles to be provided	To ensure effective provision of preventive health services with health centre and mobile health vehicles
		To apply pesticide activities with environmentally friendly, reliable, correct pesticide choices, to carry out trainings and give information

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
	Public Health	Health and Social Works
Strategic Goal	To improve the health and life comfort of the people	
Strategic Objective	To eliminate the problems caused by vectors (pests) by applying pesticide activities in coordination with environmentally friendly, reliable and correct pesticide choices.	
	To follow the developments in the fight against vectors closely and to share the current data in this field with the relevant institutions and citizens	
Strategic Goal	To provide burial and cemetery services effectively	To provide cemetery services from death to burial and after burial in a way that meets the expectations of citizens
Strategic Objective	To provide burial services in accordance with religious and cultural values and to ensure the environmental planning and safety of cemeteries	To provide burial services in accordance with religious and cultural values, to carry out construction, maintenance and repair of cemeteries, condolence houses and places of worship
Strategic Goal	To ensure animal welfare in the city, to protect animal health and rights, to combat diseases transmitted from animals to humans and to protect public health	To observe the rights and welfare of animals, to carry out the care, health check and treatment of the animals in the rehabilitation centre
Strategic Objective	To minimize the number of stray animals that have not been vaccinated or tagged in the city, to take care of them and to register the adopted animals	To minimize the number of stray animals that have not been vaccinated and tagged in the city, to take care of them and help them re-homed, to register adopted animals and to conduct awareness studies
	To raise awareness among citizens by carrying out training and information activities with relevant NGOs and trade associations in order to increase animal welfare and protect their rights	

3.5. Women's policies and gender equality

The main differentiation in both strategic plans is in the areas of Women's Policies, Gender Equality and Reinforcing the Local Economy. As detailed in Table 1.10, the works classified under health and social works in the 2017-2021 Strategic Plan were evaluated under a separate heading as one of the five priority strategic areas in 2015-2019 Strategic Plan. When these two plans are compared, it is seen that there is a completely different social envisagement and perception of municipal services regarding women's policies and gender equality.

In the 2015-2019 Strategic Plan, Women's Policies and Gender Equality was evaluated as one of the five priority areas among 13 strategic areas. Improving gender equality within the Metropolitan Municipality and throughout the city, taking gender equality as a basis in municipal services from transportation to spatial policies, combating discriminatory and violent approaches against women and developing protective practices for women, empowering women in the social field in areas such as economy, culture and health are the prominent issues in the 2015-2019 Strategic Plan.

However, in the 2017-2021 Strategic Plan, studies for women were evaluated within the scope of health and social works. The works in this area were planned under the strategic goal "To increase women's participation in social and economic life." Raising awareness about women's participation in economic and social life, taking into account the needs and uses of women in spatial planning, women's employment and combating violence against women are the main strategic objectives included in the plan.

On the other hand, when the two plans are compared in terms of investment projects, it is seen that the projects of establishing Women Life Centre and District Women Counselling Centres included in 2015-2019 Strategic Plan were also included in the second plan.

Table 1.10: Women’s policies and gender in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
	Women’s Policies and Gender Equality	
Strategic Goal	To ensure the development of a gender equality perspective	
Strategic Objective	To establish and strengthen the institutional structure for ensuring gender equality in Diyarbakır Metropolitan Municipality	
	To create social awareness on gender equality	
	To ensure compliance of all services offered and/or to be offered by the Metropolitan Municipality to the budgeting principle sensitive to gender equality	
	To ensure the adoption of gender-sensitive approaches/policies in urban planning and building architecture	
	To facilitate women’s participation in social life with discounts for women in urban traffic and public transportation system	
	To improve women’s participation in social life by implementing exemplary practices with regulations for their benefit in urban planning	
Strategic Goal	To eliminate discriminatory and violent approaches to women and to apply protective practices	
Strategic Objective	To eliminate discriminatory and violent approaches against women	
	To protect women who have been subjected to violence and at risk, and to develop free living spaces that facilitate their preparation for a new life.	

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Strategic Goal	To empower women in economic, social, cultural and health aspects	To increase the participation of women in social and economic life
Strategic Objective	To create venues that support women's participation in social life	To create awareness for increasing women's participation in social and economic life
	To carry out continuous and planned trainings to increase women's employment capacity and prepare them for business life	To show sensitivity towards women in city planning and building architecture to increase women's participation in social life
	To strengthen women's individual capacities through education	To protect women at risk, to facilitate their re-participation in life and to prevent discriminatory and violent approaches
	To increase the visibility of women in the city's culture and art world	To carry out planned studies in order to increase the employment capacity of women and prepare them for business life.
	To identify, analyse and propose solutions for women's economic and social situations (R&D)	
	To extend informative and preventive health services for women	

3.6. Reinforcing the Local Economy

As one of the 13 strategic areas included in 2015-2019 Strategic Plan, reinforcing the local economy was included in the 2017-2021 Strategic Plan under the strategic goal "To contribute to the development of the city economy with directions and supports" within the scope of health and social works. Under the aforementioned goal, the strategic objective "To determine policies and strategies for revitalizing the economy, taking into account national and international developments" was included.

Reinforcing rural economy as a part of the local economy was included in Environmental Services in the 2017-2021 Strategic Plan. As discussed under the title "3.2. Environmental Services" above, one strategic goal and four strategic objectives were included in rural development. Accordingly, it was aimed to add value to agricultural and animal production for rural development. The main elements under this heading are encouraging and diversifying agricultural production, strengthening the infrastructure, spreading good agricultural practices, and supporting organic production.

Unlike the 2017-2021 Strategic Plan, Reinforcing the Local Economy was among the strategic priorities in 2015-2019 Strategic Plan. Reinforcing the Local Economy was considered as one of the five priority areas among 13 determined strategic areas.

Under the heading of Reinforcing the Local Economy in 2015-2019 Strategic Plan, five strategic objectives were determined under the strategic goals “To reinforce the economy at the local level” and “To contribute to the development of Diyarbakır’s economy”:

1. To revitalize and promote production
2. To increase own revenues, to improve production and employment by establishing municipal companies
3. To conduct research on the socio-economic structure of Diyarbakır, to support and develop public institutions and organizations, communes and cooperatives working in the field with the information obtained
4. To contribute to increasing employment by improving the professional capacity of qualified and unqualified workforce
5. To support agriculture and animal husbandry, to develop rural economy

The strategic goals and objectives in both plans in the area of local economy are presented in Table 1.11 below.

Table 1.11: Reinforcing the local economy in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
	Reinforcing the Local Economy	Health and Social Works
Strategic Goal	To reinforce the economy at the local level	To contribute to the development of the urban economy with guidance and support
Strategic Objective	To revitalize and promote production	To determine policies and strategies for revitalizing the economy, taking into account national and international developments
Strategic Goal	To increase own revenues, to improve production and employment through the establishment of municipal companies	
		Environmental Services
Strategic Goal	To contribute to the development of Diyarbakır's economy	To bring added value to agricultural and animal production for rural development
Strategic Objective	To conduct research on the socio-economic structure of Diyarbakır, to support and develop public institutions and organizations, communes and cooperatives working in the field with the information obtained	To encourage and diversify production in the agricultural sector, agricultural research, development, mechanization, infrastructure works, to extend organic and good agricultural practices, to ensure sustainability
Strategic Objective	To contribute to increasing employment by improving the professional capacity of qualified and unqualified workforce	To revitalize the livestock sector, to support the production of organic product
Strategic Objective	To support agriculture and animal husbandry, to develop rural economy	

The basic elements in 2015-2019 Strategic Plan for the development of the local economy in terms of investment projects are as follows:

1. Establishing fruit and vegetable gardens
2. Medicinal Plants Production Project
3. Establishing DİYULAŞ Municipality company
4. Activating SİLVAN Gıda A.Ş.
5. Constructing and opening a thermal facility in Çermik
6. Establishing the Public Bread Factory and making sales through bread kiosks in the neighbourhoods
7. Opening the new vegetable market

8. Establishing Integrated Meat Facility
9. Establishing the Vocational Education Academy
10. Establishing and supporting tuber, bulbous and seasonal flower production cooperatives
11. Supporting Silk Production Cooperative
12. Supporting the Stone Processing Cooperative
13. Establishing at least one fixed village products market in each district

On the other hand, investment projects regarding Reinforcing the Local Economy in the 2017-2021 Strategic Plan are as follows:

1. Implementing the Ecological Village Project
2. Establishing fruit and vegetable gardens and providing seedlings/saplings/seeds to those in need
3. Supporting the production of tuber, bulbous and seasonal flowers in rural areas
4. Supporting the farming of cultivated mushroom
5. Taking chestnut and pistachio trees under protection and extending their cultivation
6. Developing and supporting agriculture and livestock cooperatives
7. Establishing a seed centre and holding seed exchange festivities
8. Supporting and developing organic and backyard egg poultry
9. Supporting beekeeping, ensuring and developing organic honey production
10. Supporting and developing aquaculture
11. Supporting and developing dairy farming
12. Supporting and developing silkworm farming

Both plans include supporting initiatives in the field of agriculture and animal husbandry. However, the 2015-2019 Strategic Plan differs considerably in two aspects. Firstly, it is foreseen that the municipal companies that will operate in different sectors will be established. Secondly, supporting collective initiatives such as cooperatives comes forward in the development of local economy.

3.7. Rural development

Unlike the 2017-2021 Strategic Plan, rural development was evaluated as one of the 13 strategic areas in the 2015-2019 Strategic Plan. With the Law No.

6360, the jurisdiction of metropolitan municipalities expanded from the city centre to the provincial borders, and new authorities such as constructing rural roads, supporting agriculture and animal husbandry were passed on to the municipalities. This regulation does not only require metropolitan municipalities to produce services in a wider area, but also expands their area of responsibility to include rural services. Both the expansion of the service area and the need to serve urban and rural areas together required large-scale institutional expansion and capacity increase in metropolitan municipalities.

In 2015-2019 Strategic Plan, rural development has been evaluated as one of the main strategic areas, considering the dynamics such as the municipality being new to the services related to rural areas, the weakness of the institutional infrastructure of the main units in terms of rural services, the geographical width of the rural area and the size of its population. In the area of rural services, which cut all municipal services horizontally, five strategic objectives were determined under one strategic goal as seen in Table 1.12. The economic, social and cultural development of the rural area stands out in these objectives.

Table 1.12: Rural Development in the 2015-2019 Strategic Plan

2015-2019 Strategic Plan	
Strategic Goal	To contribute to the economic, social and cultural development of the rural area
Strategic Objective	To support the return of forcibly displaced citizens to their villages
	To conduct research to determine the socio-economic structure of the rural area, infrastructure related to agriculture and animal husbandry, and to support rural economy
	To identify and eliminate the problems of rural areas regarding drinking water, sewerage and road
	To develop and support agriculture and animal husbandry throughout the province
	To support rural neighbourhoods socially and culturally
	To provide preventive health services in rural areas in a widespread and continuous manner

There is no special section titled Rural Development in 2017-2021 Strategic Plan. However, services for rural areas were included in seven strategic areas/axes determined regarding municipal services. These services were especially covered under the headings of Transportation Services, Environmental Services and Health and Social Works.

3.8. Culture, language, belief and tourism works

Culture, language, belief and tourism works were included in both strategic plans. The works included in the 2015-2019 Strategic Plan with the titles Our Historical and Cultural Assets and Tourism as well as Diyarbakır's Multiple Identity: Languages, Cultures and Beliefs were classified under the title of Culture and Tourism in the 2017-2021 Strategic Plan.

The strategic goals and objectives included in the 2015-2019 Strategic Plan in the area of culture, language, belief and tourism works were also included in the 2017-2021 Strategic Plan. However, significant changes were made in naming and classification, which reflects strategic preferences and priorities. In Table 1.13, both plans are compared on the related area.

The most important point that draws attention at the level of strategic goals is the removal of the parts "reproduction of social memory" and "the construction of a multicultural/multi-identity city," which were included in the first strategic goal of the 2015-2019 Strategic Plan. The emphasis on "historical and cultural heritage" in the first strategic objective under the aforementioned goal was arranged as "cultural heritage" in the 2017-2021 Strategic Plan. Another important change made in the objectives within the scope of the first strategic goal is the expression "Mesopotamian peoples." It is seen that these changes have also affected the projects/activities to a great extent.

Table 1.13: Culture, language, belief and tourism works in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
	Diyarbakır’s Multiple Identity: Languages, Cultures and Beliefs	Culture and Tourism
Strategic Goal	To protect and revive different languages, cultures and beliefs in the city and pass them on to new generations, to reproduce the social memory, to provide the construction of a multicultural/multi-identity city with effective, common and accessible cultural-artistic services.	To protect and revive different languages, cultures and beliefs in the city, to pass them on to new generations, to provide effective, widespread, accessible cultural and artistic services
Strategic Objective	To keep the collective memory of Diyarbakır’s historical and cultural heritage alive and pass it on to new generations	To keep the collective memory of the city’s cultural heritage alive and pass it on to new generations
	To provide a contemporary library service that reflects the linguistic, cultural and literary assets of Mesopotamian rights and covers all kinds of publications, and to build capacity.	To provide educational and research services on the basis of modern library services that reflect the city’s language, cultural and literary assets, to develop and expand library capacities
	To reveal, preserve and pass cultural values on to new generations by providing multilingual service	To reveal, preserve and pass cultural values on to new generations
	To develop and extend theatre arts and theatre culture throughout the city	To develop and extend theatre art and theatre culture
	To create an artistically and culturally vibrant city through trainings, events, organizations	To culturally revive the city through artistic events and organizations
		To reveal, preserve and pass cultural values on to new generations by providing multilingual service
	Culture and Tourism	
Strategic Goal	To make Diyarbakır a tourism centre in the region	To make Diyarbakır a tourism centre in the region
Strategic Objective	To promote Diyarbakır with its historical, natural and cultural values on a local, national and international scale	To promote Diyarbakır with its historical, natural and cultural values on a local, national and international scale and to provide guidance services
	To provide guidance services to at least 35,000 local/foreign and urban residents every year and create promotional materials needed in this field	

Linguistic preferences reflect the values, vision and mission of the relevant actor regarding the city. In this sense, preferred language and concepts can be used as an important research and analysis tool. However, when looking at the essence of strategic goals and objectives, the two strategic plans are largely similar. On the other hand, when the activities/projects planned under the strategic goals and objectives are examined, it is seen that these preferences have led to significant changes at the level of activities/projects.

The most important changes at the level of activities/projects have been in the field of language studies with the reproduction of historical/social memory. In 2015-2019 Strategic Plan, the strategic objective titled “To keep the collective memory of Diyarbakır’s historical and cultural heritage alive and pass it on to new generations” was included in the new plan by removing the emphasis on “historical.” However, the following projects/activities under this strategic objective were not included in the new plan.

1. Publishing of Kurmanci and Dimilkî children’s play book and its gamification in the museum workshop (Cemil Paşa Mansion Diyarbakır City Museum)
2. Converting Amed Prison into a museum
3. Wall of Losses Project
4. Establishing Amed Women’s Museum
5. Establishing Mehmet Uzun Museum
6. Establishing the Painting and Sculpture Museum
7. Creating “Armenian Culture” and “Syriac Culture” sections under the City Museum.

Under the relevant strategic objective, the following three works were included in the second plan in addition to the activity/project “Organizing periodic and temporary exhibitions in the Cemil Paşa Mansion City Museum”, which is common in both plans.

1. I Make My Own Toy Project
2. Traditional Diyarbakır Cuisine Museum
3. Keeping the cultural heritage alive, carrying out museum services, city promotion and procurement of services related to tourism areas

When the planned works in the field of language are compared, it is seen that the strategic objective “To reveal, preserve and pass cultural values on to new generations by providing multilingual service” was divided into two strategic objectives in the second plan:

1. To reveal, preserve and pass cultural values on to new generations
2. To reveal, preserve and pass cultural values on to new generations by providing multilingual service

When the activities under strategic objectives are compared, it is seen that there is a radical differentiation in the field of language policies and practices. In the 2015-2019 Strategic Plan, on the one hand, multilingual municipal transition projects were envisaged, and on the other hand, activities related to the spread of Kurmanji and Dimilkî dialects of Kurdish throughout the city were planned. Ehmedê Xanî Language Academy, Award-Winning Kurmancî and Dimilkî Novel Competition, Writers House, Multilingual Fairy Tale House, the multilingualization of the municipal line ALO 153, translation of foreign language books into Kurdish, preparation of a “language use and development strategy document” for municipal services, preparing multilingual public service advertisements and opening neighbourhood schools were the main activities/projects under the mentioned strategic objective. These activities/projects were not included in the 2017-2021 Strategic Plan.

In the field of multilingual municipal services, there were only two activities in the 2017-2021 Strategic Plan: (1) conducting a language workshop (2) conducting a survey on the perceptions and attitudes of the municipal personnel on language and printing language materials.

It is seen that the “negative sensitivity” encountered in the field of language was also reflected in the activities/projects in the field of theatre, library and music. While the activities/projects in these areas were largely preserved with linguistic changes, activities/projects that put a direct emphasis on Kurdish were not included in the new plan.

While strategic plans differ significantly in the field of language, culture and social memory, they contain largely similar approaches in the field of tourism. There is no significant difference between the plans at the level of strategic goals and objectives. However, it is seen that 2015-2019 Strategic Plan is more detailed in the field of activities/projects.

3.9. Disaster management, city control and security services

Fire services and municipal police services were evaluated within the scope of disaster management, city control and security in both plans. When a comparison is made at the level of activities, there is no significant difference between the two strategic plans. Compared to other areas, the most similarity is seen in this area.

As seen in Table 1.14, the activities/projects planned in the field of fire services were classified differently in the 2017-2019 Strategic Plan. The works planned

under one strategic goal and two strategic objectives in the first plan were classified under one strategic goal and four strategic objectives in the second plan.

Table 1.14: Disaster management, city control and security services in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Strategic Goal	To take preventive measures against human-induced or natural disasters and to minimize the loss of life and property by intervening in international standards in disaster situations	To take preventive measures against disasters and to minimize the loss of life and property by intervening in international standards in disaster situations
Strategic Objective	To minimize the damages that may occur by developing measures before natural disasters	To minimize the damages that may occur by developing measures before and after natural disasters
	To minimize the loss of life and property by developing preventive measures regarding fire	To modernize the fire department
		To carry out training and inspection activities in order to take preventive measures regarding fire
		To fulfil fire-fighting services at international standards
Strategic Goal	To create a peaceful environment that ensures the well-being, peace, health and order of the people	To create a peaceful, comfortable environment that ensures the well-being, peace, health and order of the people in the public space.
Strategic Objective	To enable inspection and control activities throughout the city	To execute inspection and control services timely and effectively throughout the city

3.10. Developing the institutional capacity and strengthening the institutional structure

Developing the Institutional Capacity and Strengthening the Institutional Structure took place as the last strategic area in both strategic plans. There are two striking differences between strategic plans in this area. Firstly, while strategic objectives are largely the same, a differentiation arises in their classification. Objectives gathered under a single strategic goal in the 2015-2019 Strategic Plan were classified under two strategic goals in the 2017-2021 Strategic Plan. Strategic objectives regarding information and communication technologies were gathered under a separate strategic goal in the second plan.

Secondly, 2017-2021 Strategic Plan includes the goal “To inform citizens about municipal services, to involve them in decision and control processes, to raise the public relations standards of the institution” under the title of

Strengthening Institutional Structure. Under this strategic goal, objectives were determined mainly for the public announcement of the municipal activities and for informing the public about the municipality works in written and visual form. However, in the 2015-2019 Strategic Plan, the relationship of the municipality with the public and external stakeholders was determined and detailed as the first strategic area.

Table 1.15: Developing the institutional capacity and strengthening the institutional structure in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
Strategic Goal	To improve administrative processes, to reinforce the planning approach; to improve institutional capacity by using information and communication technologies effectively through financial, humanitarian, spatial and hardware improvements	To improve administrative processes, to reinforce the planning approach, to improve institutional capacity through improvements made in terms of administrative, financial, spatial areas and hardware
Strategic Objective	To renew and improve administrative processes continuously	To determine, monitor, evaluate the medium and long term strategies of the institution and share them with the public within the framework of national development strategies and policies, annual program and government programs
	To make, monitor, evaluate and report plans in order to develop the institutional structure based on planning in public services	To ensure fiscal discipline, to reinforce a transparent and accountable institutional structure with effective and efficient budget planning, monitoring, auditing and accounting processes
	To preserve and develop corporate resources and to increase own revenues by creating new resources	To accrue municipal revenues and receivables within the scope of own-income increasing activities, to carry out follow-up and collection procedures
	To ensure fiscal discipline with an effective and efficient budget planning	To raise the support services standards of the institution, to manage the procurement process effectively
	To establish an effective and efficient personnel management system	To establish an effective and efficient personnel management system, to provide the necessary human resources within the framework of business analysis, to increase motivation
	To build an institution that learns through continuous education programs	To build an innovative institution
	To employ sufficient quality and quantity of personnel in line with the needs of the units	To take protective and preventive measures for the employee and the working environment

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
	To meet the spatial needs of new service units emerging in parallel with institutional restructuring	To increase own revenues, to improve production and employment by increasing the municipal subsidiary service facilities
	To meet the vehicle and equipment needs of new service units emerging in parallel with corporate restructuring	
	To transition to the e-municipality system by ensuring the effective use of information and communication technologies	
Strategic Goal		To ensure the effective use of information and communication technologies, to meet the institution's infrastructure needs in the field of informatics, to improve the corporate management system technologically, to provide quick access to correct information regarding service areas
Strategic Objective		To renew the automation system for the effective use of information and communication technologies
		To provide communication and technology supplies of the institution
Strategic Goal		To ensure the coordination of the institutional structure, to inform citizens about municipal services, to participate in decision and control processes, to raise the public relations standards of the institution, to meet the vehicle and machine needs in order to ensure continuity in service production.
Strategic Objective		To make announcements about the activities of the assembly and the council by establishing an effective and efficient information system, to perform postal and archive operations
		To coordinate the activities of the municipality, to announce them to the public with promotion, hosting and events, to ensure that the needs are resolved
		To communicate municipality activities to citizens in written and visual form
		To meet the space, vehicle and equipment needs arising from institutional restructuring

3.11. Public participation in municipal services and governance processes

Unlike the 2017–2021 Strategic Plan, a strategic importance has been attached to the participation of the public in municipal services and the construction of governance mechanisms and processes in the 2015–2019 Strategic Plan. Under the title of Democratic Self-Government, which is the first of the 13 strategic areas determined in the plan, a strategic goal and four strategic objectives were included. Accordingly, “To develop an institutional structure where citizens have a say and decision in the planning, implementation and control processes of public services” has been determined as the main strategic goal. In line with this goal, four strategic objectives were determined which are to build participatory administrative processes and mechanisms, to reinforce in-house democratic participation mechanisms, to carry out awareness-raising activities on participation and governance both within the institutional structure and among citizens, to build a transparent and accountable institutional structure with an effective and efficient information system.

As participatory governance processes and mechanisms, it was planned to establish democratic public councils at neighbourhood, district and provincial scales, thematic advisory councils consisting of representatives of NGOs and public institutions and organizations for each of the Municipal Council’s specialized commissions, and to organize annual participatory budget forums and public meetings.

Within the scope of in-house democratic participation mechanisms, activities such as establishing councils in main service units (departments), holding regular meetings between the senior management and employees and actuating the Ethics Board were included.

Conducting training activities for employees, managers, council members of metropolitan and district municipalities as well as mukhtars and organizing public awareness-raising programs were the main activities for the purposes of building a participatory administrative structure, democratic self-governance, and raising awareness of citizens’ rights and responsibilities both within the institution and throughout the province.

Finally, various tools were included in the plan in order to establish an effective and efficient information system and to develop a transparent and accountable institutional structure. Revision and implementation of the Internal Control Action Plan; sharing documents such as annual activity report, budget, revenue and expense realization reports with the public, citizen satisfaction surveys; monthly press releases; monthly television programs of the co-mayors of the municipality; making *online* Municipal Council meetings open to the public; announcing the decisions of the council to the public were the basic tools and mechanisms foreseen for sharing municipal services with citizens.

Table 1.16: Public participation in municipal services and governance processes in strategic plans

	2015-2019 Strategic Plan	2017-2021 Strategic Plan
	Democratic Self-Government	Strengthening the Institutional Structure
Strategic Goal	To develop an institutional structure where citizens have a say and decision in the planning, implementation and control processes of public services	To ensure the coordination of the institutional structure, to inform citizens about municipal services, to participate in decision and control processes, to raise the public relations standards of the institution, to meet the tool machine needs in order to ensure continuity in service production.
Strategic Objective	To build management processes and mechanisms where citizens have a say and decision in the planning, implementation and supervision processes of public services	To make announcements about the activities of the assembly and the council by establishing an effective and efficient information system, performing postal and archive operations
	To reinforce in-house democratic participation mechanisms	To coordinate the activities of the municipality, to announce them to the public with promotion, hosting and events, to ensure that the needs are resolved
	To develop a culture of democratic self-government both within the institution and throughout the province	To communicate the activities of the municipality to citizens in written and visual form
	To develop a transparent and accountable corporate structure by establishing an effective and efficient information system	To meet the needs of space, tool and equipment arising from institutional restructuring

The 2015-2019 Strategic Plan includes two other important differences in terms of citizens' participation in municipal services and governance structures. Firstly, the rights of citizens living in Diyarbakır were listed under the name of "Amed Urban Rights Declaration" in the strategic plan. Referring to international agreements, conventions and conditions, democratic and populist local government experiences in Turkey and the experiences of mainstream Kurdish politics in the field of local government, urban rights to be taken as a basis by the municipality in service production and provision processes were specified. The first article of the declaration emphasizing 16 main rights in total was comprised of self-government and the right to participate. Accordingly, citizens have "the right to directly participate in the planning, implementation and control processes of local governments in all service areas." Peace, a healthy environment, potable clean water,

clean, renewable energy, housing, nutrition, work, health, education, sociocultural identity, transportation, sports, sustainable urban architecture, natural wealth and resources and equality are the main topics covered by the declaration.

Secondly, the 2015-2019 Strategic Plan includes the “Democratic Self-Government Attitude Document” in which the principles regarding the management of local services are determined. In this document, a local government model that envisages the direct participation of citizens in decision-making processes is described.

4. Strategic Goals and Objectives in Terms of Budget Allocation

Urban envisagement and perceptions of municipal services can also be compared over the budget in addition to the strategic areas, strategic goals and objectives. Considering that the main constraints on the works done and the works to be done are determined by the budget, it can be argued that the analysis of the budget allocation in line with the strategic goals and objectives provides a more realistic picture to grasp the common and differing issues regarding the urban envisagement and municipal services.

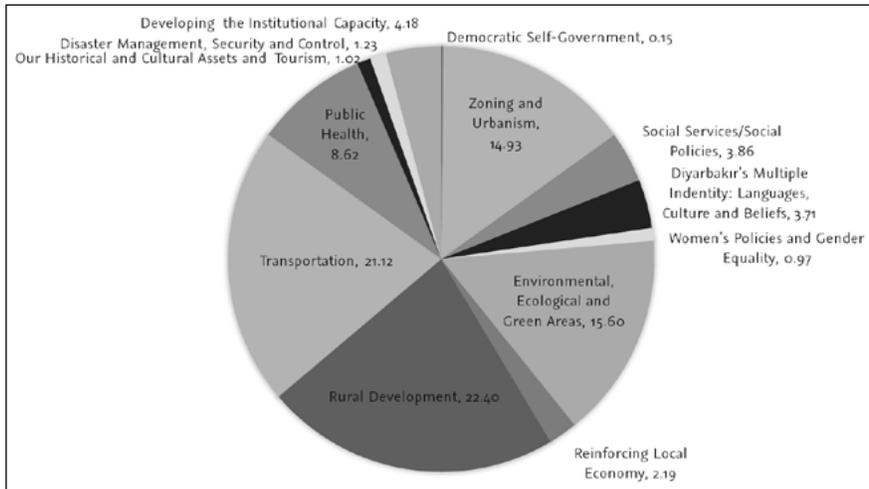
When the 2015-2019 Strategic Plan is analysed in terms of budget, a total amount of 1,874,808,000 TL (842,421,029 dollars³) was projected for the activities aimed at 30 strategic goals determined for a five-year period as of the end of 2014. The distribution of the said budget according to 13 strategic areas is shown in Table 1.17 and Chart 1.1.

³ ⁴ On November 26, 2014, when the Strategic Plan was approved in the Municipal Assembly, the dollar exchange rate purchase value was 2.2214 and the sales value was 2.2255, according to the Central Bank rates.

Table 1.17: Budget allocation according to strategic areas in 2015-2019 Strategic Plan

Strategic Areas	Budget (TL)	Share (%)
Democratic Self-Government	2,842,000	0.15
Zoning and Urbanism	280,000,000	14.93
Social Services/Social Policies	72,451,000	3.86
Diyarbakır's Multiple Identity: Languages, Cultures and Beliefs	69,600,000	3.71
Women's Policies and Gender Equality	18,265,000	0.97
Environmental, Ecological and Green Areas	292,500,000	15.60
Reinforcing the Local Economy	41,045,000	2.19
Rural Development	420,041,000	22.40
Transportation	396,020,000	21.12
Public Health	161,602,000	8.62
Our Historical Cultural Heritage and Tourism	19,045,000	1.02
Disaster Management, Security and Control	23,048,000	1.23
Developing the Institutional Capacity	78,349,000	4.18
TOTAL	1,874,808,000	100.00

Chart 1.1: Budget allocation according to strategic areas in the 2015-2019 Strategic Plan (%)



It is seen that the highest share in the total budget was allocated to the Rural Development with a rate of 22.40%. This strategic area is followed by Transportation (21.12%), Environmental, Ecological and Green Areas (15.60%), Zoning and Urbanism (14.93%) and Public Health (8.62%).

When the 2017-2021 Strategic Plan is analysed in terms of budget, a total amount of 5,480,777,000 TL (1,496,221,771 dollars⁴) was projected for the activities planned around 25 strategic goals for a five-year period.

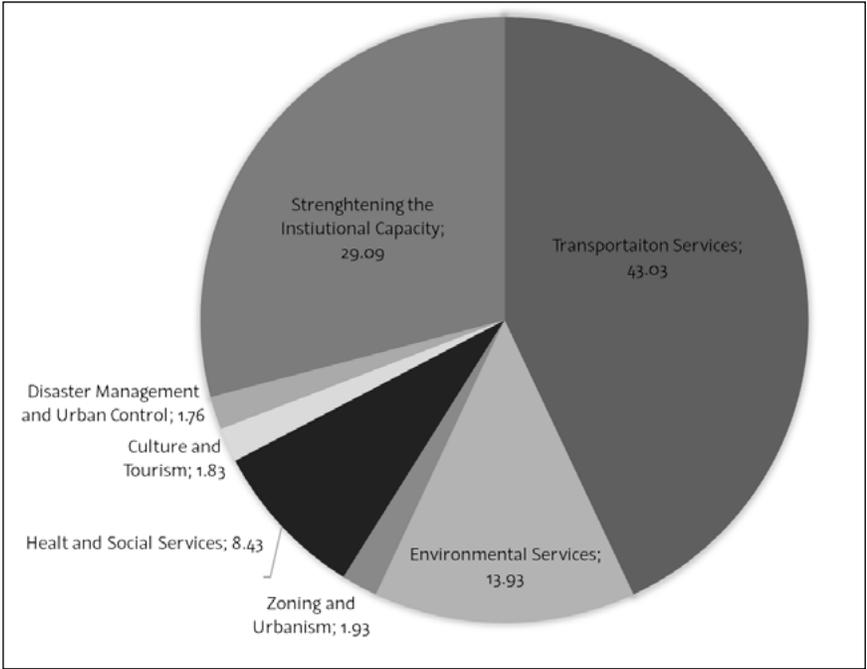
Considering the budget allocation projected in 2017-2021 Strategic Plan on the basis of strategic areas, it is seen that there is a transportation-oriented strategic plan. As detailed in Table 1.18 and Chart 1.2, 43.03% of the total budget was allocated for Transportation Services. The area with the highest budget share after Transportation Services is the works in the area of Strengthening the Institutional Structure with a share of 29.09%. These two areas are followed by Environmental Services with 13.93% and Health and Social Services with 8.43%. Finally, a share of 1.93%, 1.83% and 1.76% was allocated for Zoning and Urbanism, Culture and Tourism, and Disaster Management, Security and Control works, respectively.

Table 1.18: Budget allocation according to strategic areas in the 2015-2019 Strategic Plan

Strategic Areas	Budget (TRY)	Share (%)
Transportation Services	2,358,425,000	43.03
Environmental Services	763,234,000	13.93
Zoning and Urbanism	105,830,000	1.93
Health and Social Services	462,250,000	8.43
Culture and Tourism	100,292,000	1.83
Disaster Management and Urban Control	96,629,000	1.76
Strengthening the Institutional Structure	1,594,117,000	29.09
TOTAL	5,480,777,000	100.00

⁴ On April 13, 2017, when the Strategic Plan was accepted in the Municipal Council, the dollar exchange purchase rate was 3.6565, the sales value was 3.6631, according to the Central Bank rates.

Chart 1.2: Budget allocation according to strategic areas in the 2017-2021 Strategic Plan (%)



When the two strategic plans are compared, the first thing that draws attention is the difference between the total budgets. When compared to the budget of the first plan, it is seen that the budget of the second plan has increased by 192.34% in terms of Turkish lira and 77.61% in terms of dollars. The main reason why the difference between the budgets projected in both plans was so high is because the planning approach was reflected on the budget. In the 2015-2019 Strategic Plan, investment/business-based activities were considered in the planning. In other words, only capital expenses other than fixed expenses and business-based purchases of goods and services were taken into account. On the other hand, in the 2017-2021 Strategic Plan, a strategic plan was made taking into account all institutional expenses including fixed expenses such as personnel expenses.

Considering the implementation processes (see Table 1.19), 66.65% (685,247,100 TL) of the total revenue (1,028,116,475 TL) realized in the first two years after the 2015-2019 Strategic Plan was allocated to capital expenses and purchases of investment goods and services. In other words, an investment budget of two thirds of the institutional revenues was foreseen. Considering the available data, it can be argued that the 2015-2019 Strategic Plan is an investment plan equivalent to revenues.

It is not possible to see investment budgets separately in the 2017-2021 Strategic Plan. This is because this budget planning also includes fixed expenses such as personnel expenses as well as investment projects. When evaluated in terms of budget planning and realization levels, it is seen that the total revenue realized in the first two years after the plan was approximately 1.4 billion TL whereas the planned budget was around 2.08 billion TL. In other words, an activity equivalent to a budget of 148.24% of real incomes was planned. Considering the actual budget expenses, an excess of approximately 10.6% of the revenues was made within two years. Considering this data, it is seen that budget projections are not done well enough in the 2017-2021 Strategic Plan compared to the 2015-2019 Strategic Plan.

Table 1.19: Budget comparisons of strategic plans (TL)

Years	2015-2019 Strategic Plan			2017-2021 Strategic Plan		
	Projected Investment Expenses	Net Income	Expense	Projected Expenses	Revenue	Expense
2015	305,278,800	486,154,652	502,874,256			
2016	379,968,300	541,961,823	515,844,586			
2017	371,891,300			845,132,000	641,606,021	678,521,133
2018	411,726,150			1,239,038,000	764,343,778	876,350,378
2019	405,943,450			1,210,661,000		
2020				1,114,112,000		
2021				1,071,834,000		
TOTAL	1,874,808,000	1,028,116,475	1,018,718,842	5,480,777,000	1,405,949,799	1,554,871,511

When the budget allocations are examined on the basis of strategic areas, at first glance, it seems that there is a relatively balanced budget allocation in the 2015-2019 Strategic Plan. However, a detailed examination shows a different situation. According to available data, (1) Rural Development, (2)

Transportation, (3) Zoning and Urbanism, (4) Environmental, Ecological and Green Areas, (5) Public Health and (6) Social Services/Social Policies constitute six strategic areas where the budget is mainly allocated among 13 strategic areas. The total share of these six strategic areas, which include the main investment projects, in the budget was 86.55%. Considering the budget allocated to the areas of; Developing the Institutional Capacity (4.18%) and Diyarbakır's Multiple Identity: Languages, Cultures and Beliefs, and Our Historical and Cultural Assets and Tourism (4.73%) among the remaining six strategic areas, this ratio rises to 95.46%.

However, it should be noted that the budget allocated for rural roads in the 2015-2019 Strategic Plan was under the area of "rural development." 400 million TL was allocated to the construction, maintenance and repair of rural roads for the five-year period. This figure corresponds to 21.34% of the total budget and 95.27% of the budget allocated to the Rural Development. In summary, the actual budget ratio allocated in the field of rural roads and transportation in the 2015-2019 Strategic Plan was 42.46%. The weight of Transportation Services in municipal services also continued in the 2017-2021 Strategic Plan. Similar to the 2015-2019 Strategic Plan, the largest budget share in the 2017-2021 Strategic Plan was reserved for transportation with a ratio of 43.03%.

5. MONITORING-EVALUATION STRUCTURES AND MECHANISMS

Within the scope of the study, the strategic plans were compared in terms of monitoring and evaluation mechanisms. 2015-2019 Strategic Plan does not include a special monitoring-evaluation section. However, some structures and mechanisms for the monitoring and evaluation of the strategic plan were foreseen. As underlined in the previous section, the plan includes "Amed Urban Rights Declaration" and "Democratic Self-Government Attitude Document." In these documents, the rights and management processes to be taken as a basis in the local government services were defined. Accordingly, a management approach was adopted in which citizens directly participate in the planning, implementation and control processes.

When looking at what kind of structures and mechanisms were foreseen in concrete terms beyond the aforementioned commitments, the following issues were included under the title of Democratic Self-Government, which ranks first among 13 strategic areas.

1. Establishing democratic people's councils at neighbourhood, district and provincial scales
2. Establishing thematic advisory councils for each municipal council specialization commission consisting of representatives of metropolitan and district municipal units, other public institutions and organizations and non-governmental organizations in the city

3. Establishing mukhtar councils
4. Organizing budget forums
5. Organizing public meetings
6. Transitioning to a horizontal organization-based management by establishing unit assemblies
7. Revising and implementing Internal Control Action Plan
8. Sharing the 8th Annual Activity Reports with the public
9. Preparing Socioeconomic Impact Assessment Reports and sharing them with the public
10. Sharing the Budget Revenue and Expense Realization Report with the public
11. Announcing the activities of the institution to the public through a monthly press release.
12. Producing local television programs monthly, in which citizens participate and ask questions to the co-chairs directly.
13. Streaming Municipal Council meetings on the municipality website via *online* camera system
14. Announcing decisions of the council through bulletins, flyers and other similar mass media.

However, “Monitoring and Evaluation” was included as the eighth main section in the 2017–2021 Strategic Plan. Accordingly, the monitoring and evaluation of the 2017–2021 Strategic Plan will be carried out within the framework of various mechanisms at the level of managers, employees and stakeholders. Mechanisms included in the plan are as follows:

1. *Performance Programs*: Preparation of the program that includes the prioritized strategic goals and objectives, performance targets, activities to be carried out to achieve these goals, and their resource needs and performance indicators, depending on the strategic plan, every year in May-August.
2. *Periodic Activity Reports*: Preparation of monthly and quarterly activity reports as an important tool of accountability inside and outside the institution
3. *Administration Activity Report*: Preparation of the annual activity report in which all production and services for the goals and objectives are evaluated

4. *Sectoral Monitoring Reports*: Preparation of sectoral monitoring reports on the axes of Transportation, Environmental Services, Zoning and Urbanism, Health and Social Services, Culture and Tourism, Disaster Management and Urban Control and Strengthening Institutional Structure in the strategic plan
5. *Management Information System and Web*: Establishing a management information system in which in-house data and information is processed quickly, in high quality and securely, and ensuring citizens' access to relevant information about municipal services
6. *Evaluation Meetings*: Making meetings and informative presentations in order to get the opinions and suggestions of citizens and non-governmental organizations during the preparation of budget and performance programs.

In the 2017-2021 Strategic Plan, besides the issues specified in the monitoring and evaluation section, there are some activities regarding the monitoring and evaluation of municipal services under the title of Strengthening the Institutional Structure. These activities are as follows:

1. Sharing the meeting results of the Municipal Assembly and the council with the public
2. Announcing the activities of the institution through the press bulletin, Web TV, web page and local and national press to the public.

In summary, when the two strategic plans are compared in terms of monitoring and evaluation mechanisms, it is seen that the 2017-2021 Strategic Plan attaches special importance to this issue and addresses it in a separate section. On the other hand, it is seen that there is a limited approach with tools and mechanisms such as performance program, activity report, press release, which are routine municipal activities. Here, the most important point that draws attention within the scope of monitoring and evaluation is the planning of evaluation meetings with citizens and non-governmental organizations in the annual performance program of the municipality and budget preparation processes.

There was no monitoring and evaluation title in 2015-2019 Strategic Plan. On the other hand, participation and joint responsibility had a strategic place in the preparation process as much as the content of the strategic plan. Determining the rights of citizens as well as the basic principles to be taken as basis in management processes, allocating one of the 13 strategic areas for administrative processes, and again, designing detailed and diversified participation tools and mechanisms constitute the strengths of the plan in terms of monitoring and evaluation.

CONCLUSION AND EVALUATION

This chapter compares the 2015-2019 Strategic Plan prepared by the elected administration of Diyarbakır Metropolitan Municipality and the 2017-2021 Strategic Plan prepared by the administration led by the trustee appointed in November 2016. With this comparison, the two urban envisagement regarding Diyarbakır were revealed along with their common and differing aspects. The aforementioned plans were compared in terms of both preparation process and content.

Five critical points can be underlined based on the results of the comparisons.

1. How the work is done is as important as the work done itself and represents the relevant actor. When the two plans are compared, it is seen that the 2015-2019 Strategic Plan was prepared in a participatory process and the planning process was evaluated as a process of participation, dialogue, negotiation and learning between different social actors throughout the city. On the other hand, the 2017-2021 Strategic Plan was created by largely revising the first plan and eliminating some of the strategic goals, objectives and elements of the activities. Although external stakeholders were partially contacted, it was mainly created based on the in-house information of the institution.

2. The most important difference between the two plans are the perception and preferences regarding the scope of municipal services. In the 2015-2019 Strategic Plan, the traditional and common practices prevailing in municipalities in Turkey regarding municipal services were abandoned. Pluralist identity politics, gender equality, rural development, reinforcing the local economy and localization are the main specificities in the said plan. These areas reflect the political vision of the mainstream Kurdish politics represented by the HDP and show that local governments are addressed in relation to the administrative, cultural and economic dimensions of the Kurdish issue. On the other hand, in the 2017-2021 Strategic Plan, municipal services were cleansed from these specificities and limited to functions that include traditional infrastructure and superstructure works such as Transportation, Environmental, Health and Social Services, Zoning and Urbanism.

3. In terms of areas regarding traditional municipal services, it is seen that there were both common and differing aspects between the two plans. The plans in the areas of transportation, parks, gardens and green areas, public health, social services, municipal police and fire services included largely similar strategic goals and objectives, with partial classification differences. On the other hand, there were remarkable differences in the area of Zoning and Urbanism. The spatial organization and relations of 17 districts of Diyarbakır city, rural-city relations, spatial organization of Diyarbakır city centre where four districts are located, urban transformation, preservation of

historical and cultural heritage were the main issues that differed. In short, the 2015-2019 Strategic Plan adopts a zoning and urbanism approach based on multi-scale decentralization between rural-urban, centre and peripheral districts and four districts in the centre, and the protection of historical and cultural heritage. On the other hand, the 2017-2021 Strategic Plan does not include objectives for decentralization or binding plans and practices for the protection of historical and cultural heritage, and leaves a flexible framework for the implementing actor.

4. The most striking point based on the comparison of two plans in terms of budget allocation is the following: In both plans, almost half of the resources were allocated to activities/projects in the area of Transportation Services. In other words, although the two strategic plans contain remarkable differences regarding urban envisagement, they include a transportation-centred municipal approach in terms of budget allocation.

5. There is also an important differentiation in terms of the monitoring and evaluation structures and mechanisms regarding the implementation processes of the strategic plans. This issue was not specifically addressed in the 2015-2019 Strategic Plan. Besides, strategic goals, objectives and activities foreseeing a wide public participation in the implementation process of the strategic plan were planned. On the other hand, the 2017-2021 Strategic Plan attaches special importance to monitoring and evaluation works and handles the issue under a separate main heading in the plan. However, it was foreseen to use traditional tools such as a performance program, budgeting and activity report in the legislation. The most striking point in this regard is the planning of evaluation meetings with citizens and non-governmental organizations in the annual planning processes.

In this chapter, the urban envisagement of Diyarbakır has been compared over strategic plans. Planning is an important tool to be considered in understanding social envisagement. However, it is necessary to focus mainly on implementation processes. In the following chapters, the annual implementation plans prepared in accordance with the five-year plans and the results of the said annual plans are analysed respectively.

CHAPTER TWO

FROM PLAN TO ACTION: KIŞANAK AND ANLI PERIOD

2015 Municipal Services

Introduction

Five-year and annual plans are important tools to be considered in understanding collective actors' social envisagement, vision, political preferences, strategic goals and priorities regarding the city. From this viewpoint, the previous chapter examined the 2015-2019 and 2017-2021 strategic plans of Diyarbakır Metropolitan Municipality.

This chapter, along with the following three chapters, will address the implementations of the municipality. As for the method used, the annual activity reports prepared by the municipalities and shared with the public were compared with the performance programs of the same year. Evaluating the resources produced by external actors in order to monitor and evaluate the practices of the municipalities could have produced more objective results. In the meantime, since the information produced by non-institutional actors, especially non-governmental organizations, on local services was very limited, institutional documents were taken as basis.

According to the Public Financial Management and Control Law No. 5018 adopted in 2013, municipalities have to prepare their basic principles and policies, medium and long-term goals, performance criteria as well as their activities and resource distribution within the framework of the strategic plan to achieve these goals. Municipalities prepare their annual plans depending on the five-year strategic plans. Annual plans prepared within the plan hierarchy are the main documents that determine the implementation processes.

In the second half of each year, plans and budget studies for the next year are prepared. In concrete terms, a "Performance Program," which is a kind of annual activity plan, is prepared depending on the institutional vision, mission and objectives in the strategic plan. Afterwards, the annual budget plan of the institution is prepared based on the aforementioned plan. In other words, a performance-based budgeting study is carried out.

According to the *Performance Program Preparation Guide* prepared by the Ministry of Finance, "performance programs include annual objectives regarding medium and long-term goals and objectives in strategic plans, ac-

tivities determined to achieve these objectives and their resource needs.” The program also includes measurable success indicators for monitoring and evaluation studies.

According to the “Regulation on Activity Reports to be Prepared in Public Administrations” document prepared by the Ministry of Finance, municipalities are obliged to prepare and announce their annual activity reports until March of the following year. Accordingly, due to transparency and accountability, public administrations, including municipalities, prepare their annual activity reports based on “accurate, reliable, unbiased and impartial” information. Again, in order for the public to be informed about the studies, these reports should be prepared using “clear, understandable and plain language.”

Diyarbakır Metropolitan Municipality has a relatively well-functioning internal monitoring and evaluation mechanism. This is because monthly monitoring and reporting studies were conducted systematically and consistently, depending on the strategic plan and performance program. Activities at both units and strategic areas were monitored and the results were reported numerically. Also, accurate and reliable information was produced in these studies due to the fact that strategic goals and objectives with low performance were clearly stated.

This chapter as well as the next three chapters discuss the 2015 and 2016 performance programs and practices prepared in accordance with the 2015-2019 Strategic Plan, and the 2017 and 2018 performance programs and practices prepared in accordance with the 2017-2021 Strategic Plan. In this context, each chapter examines the performance programs in terms of planning process, strategic goals and objectives, budget allocation, monitoring and evaluation structures and mechanisms, respectively. Then, overall performance results are discussed. After the outstanding studies/activities/projects are summarized, detailed performance analyses are made according to strategic areas.

These examinations reveal to what extent strategic plans determine the implementation processes. In other words, the impact of strategic planning processes on planning, implementation, monitoring and evaluation of municipal services is examined. This analysis will contribute to increasing the efficiency of strategic planning and annual performance program preparation processes in municipalities. It will also show whether these plans are an effective means of participation and negotiation regarding municipal services for civil society actors.

¹ Maliye Bakanlığı, *Performans Programı Hazırlama Rehberi*, 2019, p. 1, http://www.sp.gov.tr/upload/xSp-Kutuphane/files/dYROq+4587_performansrehberfinalpdf.pdf, access date: July 14, 2019.

1. 2015 PERFORMANCE PROGRAM

1.1. Planning process

The 2015 Performance Program, which was prepared simultaneously in the last stages of the 2015-2019 Strategic Plan process, was mainly prepared based on the in-house information. Since the comprehensive and inclusive planning process in the strategic planning process ensured the participation of non-institutional actors, especially citizens, non-governmental organizations and mukhtars, separate participation structures and mechanisms were not envisaged for the performance program prepared in the same period.

1.2. Strategic goals and objectives

In 2015-2019 Strategic Plan, a total of 30 strategic goals and 100 strategic objectives in 13 strategic areas were determined. The strategic goals and objectives in 2015 Performance Program correspond exactly to the strategic goals and objectives determined in 13 strategic areas in the strategic plan. Table 2.1 below shows the distribution of strategic goals and objectives in 13 strategic areas in the strategic plan and performance program.

As detailed in the table, all but one of the strategic goals and objectives in 2015-2019 Strategic Plan were included in 2015 Performance Program. Institutional strategic plan was taken as basis in annual planning and a performance program was prepared accordingly.

On the other hand, no prioritization was made at the level of strategic goals and objectives in the said performance program. This is due to the fact that 30 strategic goals included in the five-year plan, 29 strategic goals and 98 strategic objectives were included in the annual plan. While there were 661 activities/projects in 2015-2019 Strategic Plan, this number was 536 in 2015 Performance Program. In other words, there is no temporal prioritization at the level of strategic goals and objectives in the strategic plan. There is an exception here in Transportation Services. In Transportation Services, activities under the strategic goal “to present a human-oriented transport infrastructure to the city” and under the strategic goal To Spread Pedestrianization and Bicycle Use have been planned since 2016.

Table 2.1: Strategic goals and objectives in 2015-2019 Strategic Plan and 2015 Performance Program

	Strategic Areas	Strategic Plan 2015-2019		2015 Performance Program	
		Strategic Goal	Strategic Objective	Strategic Goal	Strategic Objective
1	Democratic Self-Government	1	4	1	4
2	Zoning and Urbanism	3	8	3	7
3	Social Services/Social Policies	5	13	5	13
4	Diyarbakır's Multiple Identity: Languages, Cultures and Beliefs	1	5	1	5
5	Women's Policies and Gender Equality	3	14	3	14
6	Environmental, Ecological and Green Areas	1	8	1	8
7	Reinforcing the Local Economy	2	5	2	5
8	Rural Development	1	6	1	6
9	Transportation	4	12	3	11
10	Public Health	5	10	5	10
11	Our Historical and Cultural Assets and Tourism	1	2	1	2
12	Disaster Management, Security and Control	2	3	2	3
13	Developing the Institutional Capacity	1	10	1	10
TOTAL		30	100	29	98

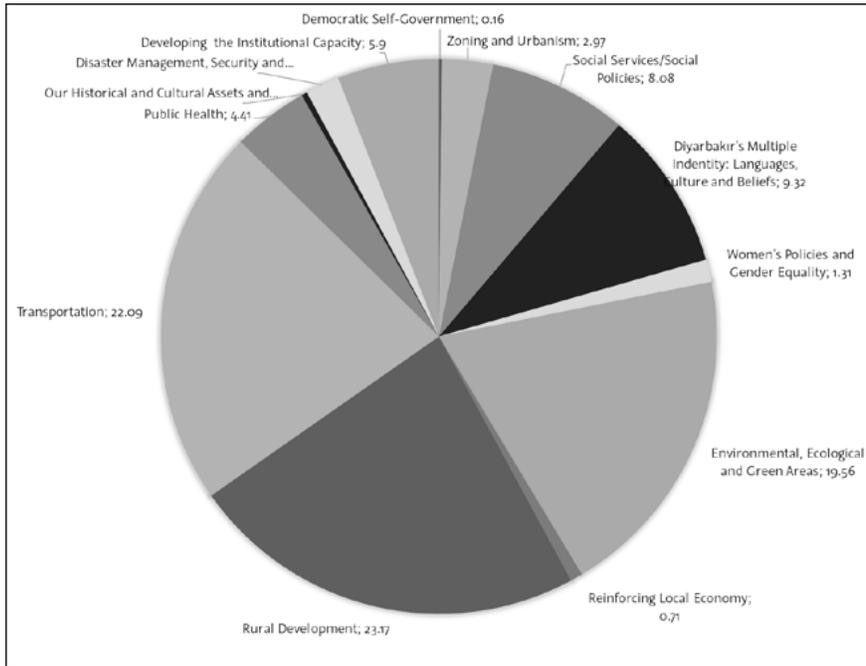
1.3. Budget allocation

When the performance program is analysed in terms of budget, it is seen that there is a table similar to the budget allocation of the 2015-2019 Strategic Plan. As detailed in Table 2.2, Rural Development, Transportation, and Environmental, Ecological and Green Areas receive the highest shares in the budget of the 2015 Performance Program, similar to the five-year plan.

Table 2.2: Budget distribution according to strategic areas in the 2015 Performance Program

Strategic Areas	Budget (TL)	Share (%)
Democratic Self-Government	502,000	0.16
Zoning and Urbanism	9,150,000	2.97
Social Services/Social Policies	24,859,800	8.08
Diyarbakır's Multiple Identity: Languages, Cultures and Beliefs	28,652,000	9.32
Women's Policies and Gender Equality	4,025,000	1.31
Environmental, Ecological and Green Areas	60,175,000	19.56
Reinforcing the Local Economy	2,175,000	0.71
Rural Development	71,275,000	23.17
Transportation	67,940,000	22.09
Public Health	13,571,000	4.41
Our Historical and Cultural Assets and Tourism	1,035,000	0.34
Disaster Management, Security and Control	6,091,000	1.98
Developing the Institutional Capacity	18,136,000	5.90
TOTAL	307,586,800	100.00

Chart 2.1: Budget allocation according to strategic areas in 2015 Performance Program (%)



On the other hand, when compared to the budget allocation of the 2015-2019 Strategic Plan, it seems that the share of the four strategic areas has increased significantly. The first of these areas is Improving Institutional Capacity. While 4.18% was allocated for institutional capacity development within the five-year budget, this rate increased to 5.90% for 2015. As it can be seen, in the first year of the five-year implementation period, Developing the Institutional Capacity was prioritized. Similarly, while the share of Environmental, Ecological and Green Areas was 15.60% for the five-year period, it went up to 19.56% for 2015. This represents about a third increase. While Diyarbakir's Multiple Identity: Languages, Cultures and Beliefs strategic area has a share of 3.71% for the five-year period, its share is 9.32% in 2015 Performance Program. Finally, the share of Social Services/Social Policies was 3.86% for the five-year period, and 8.08% for 2015.

While the budget share has increased in three areas, there is a remarkable decrease especially in the areas of Zoning and Urbanism. While the share of zoning and urbanism was 14.93% for the five-year period, this rate decreased to 2.97% in the 2015 Performance Program. The main reason for this situation is that the first year was devoted to planning activities requiring a smaller budget, and that the applications requiring more resources were left to the following years.

It is seen that the budget share in the field of Public Health has also decreased for 2015, as in the field of Zoning and Urbanism. While the share allocated to Public Health for the five-year period was 8.62%, this rate decreased to 4.41% in the 2015 Performance Program.

Despite the changes outlined above, the 2015-2019 Strategic Plan has also largely determined the 2015 Performance Program in terms of budget. The temporal relative prioritization of the works in the mentioned areas of the strategic plan is the main reason for the differentiation.

1.4. Monitoring and evaluation

No structure and mechanism have been envisaged that will allow the participation of external actors regarding the monitoring and evaluation of the 2015 Performance Program. This program was not presented to the public, but was kept within the institution. The strategy development unit monitored it and the performance of the units was evaluated quantitatively on an annual basis. The evaluations made were presented to the top management of the municipality with the title of the 2015-2019 Strategic Plan Annual Monitoring Report (January 1-December 31, 2015).

2. OVERALL PERFORMANCE RESULTS

According to the Diyarbakır Metropolitan Municipality 2015 Performance Program, the total budget projected for the activities to be performed in 13 strategic areas is approximately 307.6 million TL. The said budget represents the resource required for the total of the work and activities in the plan rather than the total revenue of the institution. To put it more clearly, it includes capital expenses and business-based items of goods and service purchases within the budget. Fixed expenses such as personnel expenses are excluded.

As detailed in Table 2.3, according to the 2015 Activity Report, total revenue of 486.2 million TL was obtained in 2015 and a total of 583.2 million TL was allocated to the units. On the other hand, 502.9 million TL (86.2%) of these resources were spent.

There is no data on the allocation of these expenses in 13 strategic areas. Moreover, information is available regarding the allocation of budget items by type and main service units (expense items). Accordingly, capital expenses including the main investment items constituted 39.18% of the total expenses. Similarly, the rate of purchases of goods and services, which are important in work/activity-based expenses, was 39.06%. The rate of personnel expenses in the aforementioned budget is 14.37%. With the transformation in public administration in recent years, public institutions have turned into not only business organizations but also employer organizations. In particular, personnel working in many areas such as parks, gardens, green areas, en-

vironmental services, transportation services are recruited through service purchases. In this sense, it should not be overlooked that there are considerable personnel expenses in purchases of goods and services.

Table 2.3: General performance indicators of 2015 practices

Total budget projected in the Performance Program (TL)	307,586,800,00
Total budget allocated to units (TL)	583,166,000,00
Net income (TL)	486,154,652,40
Total expense of units (TL)	502,874,256,00
Budget realization rate (%)	86.23
Number of activities planned	536,00
Number of activities completed (with a target of 100% and above)	140,00
Proportion of completed activities (%)	26.12
Number of activities that have started but are not completed	249,00
The proportion of activities that have started but are not completed (%)	46.46
Number of activities not done	147,00
The proportion of activities not done (%)	27.43
Overall success rate (%) based on strategic objectives	47.33

According to the 2015 Strategic Plan Evaluation Report prepared by the municipality, 536 activities under 28 strategic goals and 96 strategic objectives were foreseen for 2015. 134 of these activities reached their objective by 100%. Besides, six activities went beyond their objective. On the other hand, 249 activities could not be completed, although started, while 147 activities were never started. According to the realization level of the performance targets at the level of strategic objectives, the overall success rate of the institution in 2015 was calculated as 47.33% within the scope of this report. During this calculation, the success rate at the level of strategic objectives was determined by calculating the average of the realization rates for each activity, and the general success rate of the institution was determined by taking the general average of the successes achieved in each strategic objective.

The calculation method for the overall success performance of the institution is problematic. The activities included in the Performance Program differ significantly according to various criteria such as duration, budget, social impact, and urgency. In this sense, performing a success analysis without any weighting in strategic areas/activities in each field, and performance indicators determined for each activity does not reveal the real picture.

In the activity reports, the number of activities planned in general and the number of activities realized is compared. There is no weighting on strategic area and activity basis. In addition, no weighting was made among the performance targets determined for each activity, and equal importance was attached to each performance target. The method in question does not accurately reflect the overall success performance in this sense. In some cases, it also gives misleading information. For example, with the Integrated Solid Waste Management System, which means a 30-year investment for the city, equal weight has been given to the routine collection and disposal of medical wastes. Together with the problem experienced in the digitization method, the said data is included in both this chapter and the following three chapters in terms of expressing a general trend regarding unit performance.

Given the performance results on the basis of main service units, the most successful units were the fire department and financial services with 94.3% and 92.1%, respectively. Leaving aside the subordinate and internal service units, the highest success was achieved in the unit responsible for road construction, maintenance and repair services with 84.1%. A remarkable success has been achieved in culture and art studies with a rate of 77.3%. Similarly, the success rate in environmental protection and control services was 64.7%. On the other hand, the performance was 28.3% in parks, gardens and green areas, 30.0% in women's policies and 33% in the local economy unit.

When we look at the performance results on the basis of strategic areas, the most successful areas are Disaster Management, Security and Control (65.36%) and Public Health (63.05%), respectively. These two areas were followed by, our Historical and Cultural Heritage and Tourism (59.75%), Environmental, Ecological and Green Areas (57.85) and Rural Development (56.61%).

The most striking thing here is that Democratic Self-Government and Women's Policies and Gender Equality are the strategic areas with the lowest performance at 26.31% and 26.37%, respectively, which are determined in the 2015-2019 Strategic Plan, apart from traditional municipal services, and where important claims take place. The low performance in strategic areas, where mainstream Kurdish politics wants to make a difference and has assertive rhetoric, does not paradoxically arise from the obstacles encountered, but mainly from its inability to implement the political paradigm at the local level. Democratic priorities in local governments actually remained a public relations rhetoric rather than feasible activities.

Zoning and Urbanism constituted the third most unsuccessful area with 36.91%, and Reinforcing the Local Economy was the fourth most unsuccessful area with 44.55%. In Transportation Services, where almost half of the budget was allocated, the overall success rate remained at 46.55%. Performance results on the basis of strategic areas are presented in Table 2.4 considering the budget shares.

Table 2.4: Performance results by strategic areas, 2015

Strategic Areas	Budget Allocated to the Area (%)	Success Rate (%)
Democratic Self-Government	0.16	26.31
Zoning and Urbanism	2.97	36.91
Social Services/Social Policies	8.08	53.14
Diyarbakır's Multiple Identity: Languages, Cultures and Beliefs	9.32	49.64
Women's Policies and Gender Equality	1.31	26.37
Environmental, Ecological and Green Areas	19.56	57.85
Reinforcing the Local Economy	0.71	44.55
Rural Development	23.17	56.61
Transportation	22.09	46.55
Public Health	4.41	63.05
Our Historical and Cultural Assets and Tourism	0.34	59.75
Disaster Management, Security and Control	1.98	65.36
Developing the Institutional Capacity	5.90	54.88
Overall Success Rate Based on Strategic Objectives		47.33

3. MAJOR WORKS/ACTIVITIES/PROJECTS

A binary data set was created in 2015 Activity Report. In the first part, the activities performed are given on the basis of main service units, while in the performance results section studies conducted according to 13 strategic areas have been evaluated. The major works/activities/projects in 2015 on the basis of main service units are presented in Table 2.4.

In 2015, while the overall success rate on the basis of the number of activities was quite low, it is seen that important work was done in the context of investment projects. As can be seen in the following chapters, the activities that were completed or started in 2015 mostly determined the work carried out in the following years.

Launching Diyarbakır Şehir TV has been an important progress within the scope of building a transparent and accountable institutional structure.

The establishment of Sümerpark Solar Energy System within the scope of Environmental, Ecological and Green Areas, and investments for recycling activities are worth noting. Renovation of Anıt Park and Art Street, Sur Lighting Project, Mardinkapı Park, Tahir Elçi City Forest, Peace Forest, Vertical Park practices are the prominent innovations in this field in 2015.

Registration of Diyarbakır Castle and Hevsel Gardens within the scope of UNESCO World Heritage in the field of preserving the multiple identities of Diyarbakır with the works carried out in the field of “Culture, Art and Cultural Heritage,” Cultural Inventory and Documentation Centre, Cemilpaşa City Museum, Music Memory Centre, Culture and Art Schools created in the districts, Kurdish Animation Workshop, Book Fair, City Conservatory, multilingual nurseries and multilingual traffic signs have created important assets for the future of the city.

In the field of “Social Services/Social Policies”, projects such as the Religious Culture Centre, a sports hall with a capacity of 1,000 people, the Children and Youth Centre, the Soup Fountain, the Clothing Bank, and the Hevra Support Centre opened within the scope of combating substance addiction are important activities carried out outside of routine work.

In the area of “transportation” and road construction, the public transportation capacity have been expanded by purchasing 69 environmentally-friendly buses, a natural gas filling facility has been constructed, the legislative work to regulate the commercial public transportation area has been substantially completed, and 876 kilometres of asphalt road and 410 kilometres of stabilized road have been constructed.

In the area of Women’s Policies and Gender Equality, establishing institutional structures on the subject, establishing a call centre and First Step Station to protect and support women exposed to violence, providing services within the scope of Women’s Shelter, Hani Women’s Counselling Centre, Purple Flag application to encourage women’s employment are the main activities to be emphasized.

Finally, in 2016, municipal companies were also established to improve corporate resources and increase own revenues, and the facilities leased were transferred to the municipality for public benefit.

Table 2.5: Major works/activities/projects in 2015

<i>Press and Public Relations</i>
Diyarbakır Şehir TV went live and municipal events such as council meetings were broadcast live.
<i>Environmental Protection and Control</i>
The 2020 recycling bin was placed in public institutions and organizations and educational institutions (12 shopping malls, 317 sites, 224 institutions and organizations).
Sümerpark Solar Power Plant became operational.
<i>Civil works</i>
Culture and Congress Centre construction work continued.
Religious Cultural Centre construction was completed and started to serve.
Road expansion and arrangement works were carried out on Mahabad Boulevard and Elazığ Street.
A sports hall with a capacity of 1,000 people was built.
Koşuyolu Park Children and Youth Centre was built.
Two kindergartens were built in 450 Evler and Bağcılar neighbourhoods and started to serve.
27 of the 29 vehicles (work machines) planned to be used in service areas were purchased.
<i>Zoning and Urbanism</i>
Hevsel Garden and Diyarbakır Walls were registered as World Heritage Sites.
1/25000 Master Development Plan and Implementation Development Plans were revised by 30%.
Administrative maps with the old and new names of the city-wide settlements were prepared. Geological and geotechnical maps were prepared.
Digital satellite photographs of all districts were obtained.
<i>Women's Policies</i>
Women's Policies Coordination Board and Metropolitan Municipality Women's Council were established.
Support was provided to 72 women at the Women's Shelter.
Emergency Call Centre and First Step Station were established within the scope of combating violence against women.
A Women Counselling Centre was opened in Hani district.
The "Purple Flag" application was initiated for workplaces that provide and support women's employment.
A city garden was created on 12 decares of land.
<i>Resource Development</i>
Med A.Ş. was capitalized in order to increase revenues and improve production and employment.
Hevsel Social Facilities were renovated and started to be operated by the municipal company.
Fiskaya Social Facility and Camel Passage Picnic and Recreation Area businesses were taken over.

Culture and Art
Cultural Inventory and Documentation Centre was established, 280 oral history/compilation studies were carried out. <i>Folklor</i> journal was launched.
A Culture and Art School was opened in Dicle, Ergani, Kulp and Hani districts.
A Book Fair, attended by 72 publishing houses, was held in Sümerpark area
At the City Conservatory, 53 trainings were held in five branches of art. 1,385 people benefited from the trainings.
606 songs/works were recorded in the Music Memory Centre.
Kurdish Animation Workshop was opened.
Service was provided to rural neighbourhoods with the Mobile Stage vehicle.
Diyarbakır “Four Seasons Photography” work was completed.
Nearly 6,000 multilingual signs and traffic signs were produced and installed.
Cultural Heritage and Tourism
Cemil Pasha Mansion was opened as a City Museum.
Park Garden and Green Areas
Anıt Park was renewed.
Art Street was reorganized.
Sur Lighting Project was 40% completed.
Mardinkapı Park was put into service
The First Stage of Tahir Elçi Urban Forest (100,000 square metres) was completed.
The 300,000 square metre area of the Peace Forest was turned into a recreation area.
Vertical Garden Application was made for the first time.
Orchards were created in the city centre on an area of 40,000 square metres.
Health Works
Three Mobile Qurban Slaughtering Units started to serve.
8,521 animals were treated in the Animal Shelter
Social Services
Hot soup was offered to 1,000 students daily through soup fountains.
The Clothing Bank was opened.
81 trainings in 39 branches were held in the Vocational Training Centre. 1,554 people attended the courses.
920 children benefited from nurseries, day care centres and play rooms.
Three charging stations were established for disabled vehicles
Hevra Support Centre was established within the scope of combating substance addiction.

<i>Transportation</i>
The public transport service capacity was expanded by purchasing 69 buses; 59 of which are gas powered.
Natural Gas Filling Facility was built.
Inexpensive and comfortable public transportation services were provided to external districts by 37 buses.
Ferry service started in Eğıl district.
Two-storey car parks were put into service.
<i>Reinforcing the Local Economy</i>
Lice Organic Agriculture Improvement Project was initiated.
Work to create an organic and local seed inventory started.
<i>Road Construction and Infrastructure Coordination</i>
170 kilometres of road in the city centre was asphalted.
2,000 kilometres of road works were carried out in rural neighbourhoods throughout the city. One layer of asphalt was laid on a 526-kilometer road and two layers of asphalt on a 180-kilometer road. In addition, parquet was laid on a 12-kilometre road was paved, 410 kilometres of stabilized road was built and asphalt patch was applied on 872 kilometres of road.
115,000 tons of 270,000 tons of asphalt used in road construction were produced in the asphalt worksite of the municipality.
The infrastructure and superstructure works have been completed on the new zoning roads, 20 kilometres in Kayapınar, 7 kilometres in Yenişehir, 12 kilometres in Sur and 3 kilometres in Ergani.
26 machines and equipment were purchased to expand the service capacity.
<i>Fire Department</i>
13 new fire trucks purchased.
Disaster Emergency Action Plan was prepared.

4. PERFORMANCE RESULTS BY STRATEGIC AREAS

In accordance with the 2015-2019 Strategic Plan, 13 strategic areas have been determined in the 2015 Performance Program. Depending on the performance program, performance indicators in the activity report are followed based on these 13 strategic areas. Detailed analyses for each strategic area have been made below.

4.1. Democratic self-government

In the field of Democratic Self-Government, three strategic objectives have been determined under the strategic goal “to develop an institutional structure where citizens have a say and decision in the planning, implementation and supervision processes of public services.” However, although the citizens

are partially informed to develop a transparent and accountable institutional structure, it is observed that the activities determined in general are not performed and the objectives are not achieved.

Most of the activities determined within the scope of building participatory management processes and mechanisms to achieve this strategic goal have not been carried out. One-third of the public assemblies in the city were visited, a budget form was organized and two of the six, targeted public meetings were held. On the other hand, activities such as establishing 14 thematic assemblies and five mukhtar councils were not carried out. While it was aimed to hold ten mukhtar meetings in 17 districts where 1,047 mukhtars are located, only one meeting could be held.

Under the strategic objective to reinforce in-house democratic decision-making mechanisms, only the decision-making processes of the units were examined and the Ethics Committee came together only once. There were no activities such as forming a committee in the units, and co-chairs meeting and exchanging views with the personnel.

No activity has been carried out within the institution and throughout the province within the scope of the goal to develop a culture of democratic self-government and participation in local services. Despite being planned, training programs for municipal employees and managers, municipal councilors and mukhtars on democratic self-government, citizens' rights and responsibilities were not carried out.

Finally, by establishing an effective and efficient information system, the activities determined within the scope of the objective to establish a transparent and accountable institutional structure were partially realized. The implementation of the Internal Control Action Plan, the preparation of Socioeconomic Impact Assessment Reports and their sharing with the institutions in the city were not carried out, only two of the 12 press releases targeted were prepared. On the other hand, the Activity Report 1.116 and the Budget Revenue and Expense Realization Report were sent to five institutions. The Budget Report was also made available on the website, a citizen satisfaction survey was conducted for 6,000 people, the co-chairmen participated in 26 television programs and eight parliamentary meetings were published online on the website.

4.2. Zoning and urbanism

Studies have been carried out in line with three strategic goals in the field of Zoning and Urbanism. The activities determined under these goals have been carried out at a very limited level. Studies determined on upper scale planning have been conducted partially. However, the planned studies in the areas of management of historical and cultural structures within the

framework of the conservation and use principle, social housing and urban transformation have not been carried out and the objectives have not been achieved.

The goal of ensuring that the planned development of the city is balanced, decentralized, holistic, sustainable, contemporary and innovative has been partially realized. This is because, under the objective of integrity and consistency in the development plans, 1/25.000 Master Plan was renewed at the determined rate, digital satellite images of 17 districts were obtained, and four of the six targeted geological and geotechnical maps were prepared. On the other hand, scanning activities could not be performed within the provincial borders in order to update the district maps, to create disaster maps and to identify sand, mines and quarries. Within the scope of rehabilitation and improvement works in the city, the targeted expropriations were partially realized on the axis of Ahmet Arif Avenue, Rizvan Ağa Street and Turgut Özal Boulevard. Within the scope of this strategic goal, the City Aesthetics Council was established.

Under the strategic goal of protecting historical, cultural and natural assets and ensuring their sustainability, the objective of “To implement the Historical Diyarbakır Fortress and Hevsel Gardens Cultural Landscape Area Management Plan” has been partially realized. The revision of the Master Development Plan and Implementation Development Plans and the Tigris Valley Project, and the periodic gathering of coordination, supervision and advisory boards were performed to a great extent. On the other hand, activities to improve Cemilpaşa Street and realize the principle standards were not carried out. No activity determined in the context of the objectives of “to expropriate and restore historical buildings in Suriçi” and “to create green areas suitable for the historical and cultural texture and rehabilitation of existing areas” could not be performed.

Finally, the objectives of preventing slums, rehabilitating areas with disaster risk and improving unhealthy living conditions throughout the province, with the construction of social housing for the lower and middle classes of the city, and the arrangement of areas in need of spatial and social transformation have not been achieved. In this context, six field studies determined in the field of social housing and three of the six field studies determined in the urban transformation area were carried out. However, during the implementation phase, while there was no work on social housing, 196 households were informed only about on-site transformation in the area of urban transformation.

4.3. Social services/social policies

In the field of “Social Services,” objectives have been achieved in works aimed at economically disadvantaged citizens and elderly people. However, no significant progress has been made in works for disadvantaged children, particularly those at risk. While a partial success has been achieved in the

participation of people with disabilities in socio-cultural life, very limited work has been done in the participation of the group in socio-economic life. In the field of sports, the planned work has generally been done. On the other hand, although some progress has been made in awareness works on substance addiction, limited progress has been made in the implementation phase. The most important step taken in this regard is the establishment of the Hevra Support Centre.

In the field of “Social Services/Social Policies,” the activities determined under the goal of “to eliminate social inequalities and improve social welfare and social solidarity by contributing to the economic, social and cultural development of disadvantaged people and groups” were performed to a great extent. Social and economic support of needy people through activities such as food aid, cash aid, soup fountain, spatial improvements, clothing bank, and student dormitories has been largely completed.

Activities for the elderly, such as organizing social events, personal care and home cleaning support, providing access to hospitals, gathering with young people, and spatial improvement, have been substantially completed. In this context, activities were also carried out to support disadvantaged young people who work or want to work in the field of fine arts.

When the social services/social policies for children are examined, it is seen that the activities determined under the objective of protective and preventive child services, especially children and families at risk, are not carried out to a large extent. The only work performed in this area is the limited number of interviews with children and families at risk. On the other hand, a remarkable level of success has been achieved in activities for the development of disadvantaged children with pre-school education, nurseries, lesson support services and workshops. Establishing course support modules and workshops, mother tongue education, increasing the number of nurseries and playrooms are the main activities conducted in this field. It is seen that a partial success has been achieved in cultural studies for children. While the objectives set in the field of children’s summer camp and organizing cultural activities for children were achieved, the planned children’s complex and sports centre were not built.

When the social works for the people with disabilities are examined, it is seen that the activities planned to support the participation of the relevant group in socioeconomic life are carried out at a very limited level. On the other hand, a partial success has been achieved in the participation of people with disabilities in social and cultural life. Maintenance and repair of wheelchairs, “sensory integration” workshops for children with autism, a sports festival for people with disabilities, and vehicle services for the people with disabilities are the main activities in this field. On the other hand, activities such as

establishing a disability database, setting up disability desks in districts, organizing summer camps for the people with disabilities were not carried out.

Activities planned to make sports activities accessible, which is the first step in the path of a healthy life, have been achieved to a great extent. The construction of the sports and social facility complex, neighbourhood-based sports activities, supporting amateur sports clubs and schools and sports activities in public areas are the main activities in this field. Moreover, it is seen that regular sports courses, training-application programs and sports organizations are held in this area.

Finally, while a remarkable success has been achieved in awareness-raising works in the fight against substance addiction, very limited progress has been made in the implementation phase. The activities carried out within the scope of awareness works are field studies, seminar/workshop/meeting organization, and informative activities for the relevant units of district municipalities and families, developing cooperation with institutions, local media works, and extending volunteering activities. As a result of the works carried out, an action plan on substance addiction was also prepared. However, very limited progress has been made regarding the implementation of the action plan. While 153 people were provided with psychological support in this field, 87 people were directed to the relevant institutions.

4.4. Diyarbakır's multiple identities: Languages, cultures and beliefs

Considering the strategic goal to protect, revitalize and pass on different languages, cultures and beliefs to new generations, to reproduce social memory, to build a multicultural and multi-identity city with effective, widespread and accessible cultural and artistic services and productions, it seems that the activities are implemented at a limited level. While very limited activities have been carried out in areas such as creating social and cultural memory, transition to multilingualism in municipal services, relative success has been achieved in the field of theatre, cinema, and cultural activities.

Considering the activities planned in Diyarbakır within the scope of keeping the collective memory of the city's historical and cultural heritage alive and passing it on to the new generations, a remarkable progress has been achieved in studies focusing on Kurdish identity, while it is seen that the planned studies on Armenian and Assyrian identities have not been carried out. The objectives determined in the works such as organizing exhibitions in the city museum, printing Kurmançî and Dimilki books, establishing the Cultural Inventory and Documentation Centre and oral history/compilation studies, publishing the *Folklor* journal, establishing the Mehmet Uzun Museum have largely been achieved. On the other hand, activities for the creation of "Armenian Culture" and "Syriac Culture" sections affiliated to the City Museum were not carried out. Again, very limited progress has been

made in converting the Amed Prison into a museum and establishing the Amed Women's Museum.

Although activities are planned to develop librarianship services in a way that reflects Diyarbakır's multi-identity and multi-religious structure, limited progress has been made in this area. Libraries have been established in four districts and small-scale libraries have been created. On the other hand, although it was aimed to have books in different languages other than Turkish, related activities were not achieved. For example, while the number of Turkish books on Mesopotamia and Kurdish culture was 71, the number of books in Kurdish was nine, and the number of books in languages other than Turkish and Kurdish was limited to two. In addition, 3,275 people have registered to benefit from the library services. 4,600 books were provided to new libraries.

Most of the activities planned within the scope of the strategic objective to reveal cultural values by providing multilingual services, to keep them alive and pass them on to new generations, were not carried out. Nine language trainings were targeted for personnel working in areas where the municipality has direct and intensive contact with the public, such as media, public relations, social services, women's policies and cultural services, but two were achieved. Again, it was planned to provide language training to 450 personnel from a total of ten units throughout the municipality, only 17 personnel from five units were trained. During this period, nine Kurdish books were published. Although it was aimed to prepare an action plan for the protection and development of the Zaza dialect of Kurdish, to prepare a "Strategy Document on Language Use and Development" in 23 main service units, and to establish neighbourhood-based "Centres for Increasing Language Prestige," these activities were not carried out. The fact that the ALO 153 municipal service line is offered in two languages in addition to Turkish and English, and the survey study aimed at measuring the Zazaki and Kurmanji language skills of the institution staff constitute the activities worth noting in this field.

The activities planned within the scope of the goal to develop and spread theatre arts and theatre culture throughout the city were carried out to a large extent. In 2015, five plays, three for adults and two for children, were staged 74 times in total. These theatre plays were performed in the city centre as well as in the districts. Although it was aimed to provide a mobile stage vehicle in this regard, it was not achieved. In addition to the exhibition of the plays, the goals in the field of activities such as participation in theatre festivals, supporting theatre groups coming outside the city, organizing children's street theatres, theatre training, inter-high school theatre competition, Kurdish (Kurmanji and Dimilki) children and adult play text competition, have been achieved to a great extent.

Finally, the goal to create an artistically and culturally vibrant city through trainings, events and organizations has been partially achieved. Providing trainings within the conservatory, conducting folklore studies, revealing artistic products, establishing the Amed City Orchestra, recording hundreds of songs/works in the Music Memory Centre, opening culture and art schools (*Dibistanên Hunerî*) in the districts, opening exhibitions in the country, providing technical support to the artists in the field of cinema, organizing a Kurdish animation workshop are the achievements worth noting in this field. During this period, the construction of the Culture and Congress Centre continued and the Religious Culture Centre was completed. However, activities such as opening exhibitions abroad, organizing the International Amed Film Festival, Amed Music Festival, Middle East Cinema Workshop and Mesopotamia Food and Local Products Competition, and open air cinema screenings were not carried out.

4.5. Women's policies and gender equality

Very limited progress has been made in the field of Women's Policies and Gender Equality. Objectives such as to transform the institutional structure of the municipality, to raise awareness in the social structure, to implement a gender equality approach in municipal service areas, especially in terms of parks, gardens, green areas, transportation services, zoning and urbanism, and to empower women in economic, social, cultural and health aspects were not achieved. Nevertheless, considerable work has been done to combat violence against women. Again, structures that support gender equality have been created in the municipality, albeit partially.

Under the strategic goal to develop a gender equality perspective, it is aimed to create an institutional structure to ensure gender equality in Diyarbakır Metropolitan Municipality. In this context, a limited progress has been made in gender equality training for employees, managers and councilors. Approximately one quarter of the set objectives have been achieved. In addition, institutional structures regarding gender equality have been established. The Metropolitan Municipality Council Women and Men Equality Commission was established and the "condition of gender equality in local life" of the Council of European Municipalities and Regions (CEMR) were approved in the council. Again, the Women's Policies Coordination Board was established and its regulation was prepared. However, it was not possible to establish a Gender Equality Impact Assessment Board and to write reports in the same field. Even though the preparation of the Local Equality Action Plan was envisaged, it could not be done.

Studies planned for the public have been mostly completed. The objectives set in the studies to create social awareness on gender equality, violence against women, protection of children from neglect and abuse was achieved.

However, the number of citizens participating in these activities is very limited compared to the population of the province. While the number of women participating in gender equality education is 897, this figure is 120 in protecting children from neglect and abuse education.

Although gender responsive budgeting is targeted, limited progress has been made in this regard. Eight NGO representatives working in the field of women and gender participated in the budget and financial preparation meetings. Although various activities were planned under the objectives to determine gender-sensitive approaches/policies in urban planning and building architecture, to facilitate women's participation in social life with discounts for women in urban traffic and public transportation system, and to improve women's participation in social life by implementing exemplary practices with regulations for the benefit of women in urban planning services, no significant work has been done in all three areas.

The activities determined within the scope of the strategic goal to eliminate discriminatory and violent approaches towards women and to implement protective practices were carried out to a great extent. The activities held on March 8, International Women's Day and November 25 International Day for the Elimination of Violence Against Women, the protection of women exposed to violence through the Emergency Call Centre, First Step Station and Women's Shelter, support activities for women served in these areas are the main works to be noted. However, the Women's Life Centre was not built, although planned. Again, although social awareness-raising activities on combating violence against women are included in the annual plan, no significant progress has been made in this regard.

Finally, six objectives have been determined under the strategic goal to empower women in economic, social, cultural and health aspects. The activities determined within the scope of creating spaces to support women among these objectives were realized at a very limited level. Activities planned to support women's participation in economic life have been carried out at a very limited level. Five training programs in the field of cooperatives attended by a total of 100 people, works for establishing Women's Employment Development Centre, field research and reporting on women's employment are the main activities in this regard.

On the other hand, none of the activities determined in the fields of supporting women who continue primary and secondary level literacy courses, open primary and high school applications or prepare for university towards enhancing women's individual capacities through education have been carried out. A limited level of activities is envisaged to increase the visibility of women in cultural life. Moreover, these activities have also been carried out at a very limited level. A culture and art course and workshop were held

in a single neighbourhood and nine people attended the event. The Amed Women's Forum, which aims to identify, analyze and develop solutions for women's economic and social situations, has not been realized. In addition, 12 field studies were conducted and 10 of them were reported. Although five implementation objectives have been determined to support women's organizations, no study has been conducted on this issue. Again, although the provision of informative and preventive health services for women is aimed, a very limited study has been conducted on this subject. The only significant work in this area is the education service provided to 1,387 women in 27 neighbourhoods.

4.6. Environmental, ecological and green areas

In terms of Environmental, Ecological and Green Areas, it is aimed to develop a livable city with parks, gardens and green areas where nature and natural resources are protected; air, water, soil and noise pollution are eliminated; and activities are planned under eight strategic objectives. It seems that there is a generally unsuccessful picture regarding Environmental, Ecological and Green Areas. The objectives set in this area have been realized to a very limited extent. Even though new green areas were created, it fell far behind the objectives. Similarly, no significant progress has been achieved in the Integrated Waste Management System, which is strategically important for the medium and long-term future of the city. On the other hand, the establishment of a Solar Power Plant in the Sümerpark area, where the social services of the Metropolitan Municipality are concentrated, has set a remarkable example of renewable energy resources.

With the aim of protecting ecological life and creating forest and recreation areas, a part of the Peace Forest was transformed into a recreation area and a 100 decaire Urban Forest was completed. On the other hand, wildlife protection and maintenance and repair activities of historical sites were not carried out in three districts.

Within the scope of the goal to meet the energy used by the municipality from renewable energy sources, Sümerpark was transformed into a solar park. On the other hand, drilling and water storage activities for the purpose of benefiting from solar energy for irrigation of green areas were not carried out.

Limited progress has been made within the scope of the goal of implementing the Integrated Solid Waste Management System. Although the rehabilitation of the existing transfer station of the Metropolitan Municipality and the construction of a transfer station in five districts and the construction of a waste separation facility and a medical waste sterilization facility are included in the plan, such activities have not been carried out. Again, it was aimed to have the Integrated Solid Waste Management Project completed by 40%, but only a 26% improvement has been achieved in implementation. On the other

hand, the targets have been achieved in the activities of preparing a Waste Transportation and Disposal Project for a district, completing the construction of the sanitary landfill by 40%, and leaving recycling boxes to public institutions and organizations.

Within the scope of the objective to increase the green area per person from 3.4 square metres to 3.8 square metres, a very limited progress has been made. Fisyaka Park, which consists of 4,000 square metres in total, was completed by 40%, while the Quça District Park and Gulistan Park, each of which consists of 25,000 square metres, and the new nursery area of 80,000 square metres could not be built. On the other hand, the 200 square metre Vertical Garden Project and the Rehabilitation of Anıt Park have been completed.

The objective to preserve and modernize the existing green areas has been largely achieved. In this context, the renewal of equipment such as children and fitness equipment in the parks, the placement of new playgroups, the illumination of the bottoms of the city wall, the illumination of the Sümerpark, the maintenance and repair works of the medians and forest areas in the main arteries have been largely carried out.

Within the scope of the objective to control the visual, noise and excavation pollution throughout the city, the objectives were achieved in the control activities aimed at preventing visual pollution. However, Visual Pollution Action Plan has not been prepared. Considering the complaints about noise pollution, controls were realized to a large extent. Despite the relative success of control activities to prevent visual and noise pollution, no significant progress has been made in the field of excavation management. Excavation Waste Action Plan included in the annual plan has not been prepared, and the new excavation site has been completed by only 20%.

Within the scope of the goal to modernize the cleaning infrastructure, it was aimed to supply one road-sweeping vehicle while three vehicles were purchased. In addition, routine cleaning works were carried out on main arteries with 295 personnel.

Finally, within the scope of increasing social awareness in the field of "Environment and Ecology," the objectives have been achieved in activities other than medical waste. Nearly 10,000 people have been trained on solar energy. More than 200,000 people were reached by creating 14 different materials within the scope of ten different campaigns. Nearly 36,000 students were given environmental education in 108 schools, and on-site waste parsing works were initiated in 317 sites, 12 shopping malls and 224 public institutions and organizations. On the other hand, only one of the 250 training programs envisaged on medical waste was delivered, and while 250 healthcare workers were targeted, only 60 people were reached.

4.7. Reinforcing the Local Economy

Reinforcing the Local Economy is one of the ambitious topics that stand out in the 2015-2019 Strategic Plan of the Diyarbakır Metropolitan Municipality. However, implementation plans remained very limited. Beyond, when the 2015 activities are examined, a significant part of the limited activities planned were not carried out.

Activities in the field of local economy are planned under two strategic goals. Under the goal to reinforce local economy in Diyarbakır, it is aimed to revive and encourage production and to increase the revenues of the municipality. There have been no activities regarding the establishment of cooperatives determined within the framework of revitalizing and encouraging production. While 90 decares of fruit and vegetable gardens were planned, 40 decares were built. The establishment of two companies was planned and both were carried out in order to increase the municipal revenues and to reinforce production and employment; 81 people were employed in these companies.

Three goals have been determined under the aim of contributing to the economy of Diyarbakır. The goal of conducting research on the socio-economic structure of the city, supporting and developing the public institutions and organizations and cooperatives working in the field has been partially achieved. Within this scope, activities were carried out for tradesmen and producers to follow up and make applications for grants and funds, to analyze the underground resources of the city, and to support natural agriculture markets. However, activities to organize the economy workshop, to support the barter market and the social market were not carried out.

In line with the objectives to increase employment, a remarkable success has been achieved in the Vocational Training Centre studies. A total of 1,554 people, mostly unqualified workforce, were trained in 39 branches. On the other hand, activities aimed at recruiting trainees and developing cooperation with relevant institutions on employment were unsuccessful. Although studies are planned for qualified workforce, no activity has been carried out in this regard. Similarly, very limited progress has been achieved in activities related to the development of crafts in the city. One of the two workshops for occupational and traditional handicrafts, which are about to be forgotten and suitable for the cultural texture of the city, was opened. Although 50 trainees were targeted, 15 people participated in the workshop.

Finally, the village products market was established within the activities determined regarding the objective to support agriculture and animal husbandry and develop rural economy. On the other hand, activities such as researching the agricultural potential of Diyarbakır, flower production, silk production and establishment of stone processing cooperatives, supporting

existing cooperatives, fermenting fertilizers in the animal exchange and selling them to private farms, agricultural areas, etc. were not carried out.

4.8. Rural development

Six strategic objectives have been determined to contribute to the economic, social and cultural development of the rural area in Diyarbakır. In general, it is seen that the objectives in the field of road construction are achieved, while the planned studies in the economic, social, cultural and health fields are carried out to a limited extent. Based on the budget allocation, it is seen that the resources transferred to the rural areas are mostly used in road construction, maintenance and repair works.

A partial progress has been achieved in the activities determined within the scope of the objective to support the return of forcibly displaced citizens to their villages. Studies such as the formation of working groups, compulsory migration inventory, reporting, and workshops have been carried out at a very limited level. Returns to one of the four pilot villages selected have been planned and, in practice, the return project to two villages has been completed.

The activities planned to determine the socio-economic structure of the rural area, the infrastructure of agriculture and animal husbandry, and the support of the rural economy were partially achieved. The objectives set in activities such as the preparation of socio-economic indicator databases of the rural area, the Hevsel Agricultural House Project, the preparation of a report on the *Koçer* culture, the follow-up of the grant calls and the application were achieved. On the other hand, the preparation of the socio-economic analysis report on the rural area, the Shepherd's House Project, the mapping of *Koçer* culture, supporting the production of organic products, preparing and reporting the seed inventory were not carried out.

The activities determined within the scope of the objective to identify and eliminate the road problems of the rural area have been mostly completed. Databases on rural roads were prepared as a whole, and 560 kilometres of roads were completed in 200 targeted neighbourhoods. Moreover, a surface coating of 560 kilometres is planned and 94% of this has been completed.

Limited progress has been made in developing and supporting agriculture and animal husbandry in rural areas. Cooperating with cooperatives, providing consultancy to projects, training on cooperatives, providing technical support to cooperatives, determining and improving pasture and plateau areas have not been carried out in this area. On the other hand, maintenance and repair of five irrigation and animal ponds, six embankments and agricultural irrigation canals were carried out.

Partial success has been achieved in the activities determined within the scope of supporting rural neighbourhoods socially and culturally. All 17 districts were accessed with a mobile stage vehicle and 17 of the 34 performances targeted were made. Although two districts were targeted, a Women's Counselling Centre has been established in one district. Again, a mobile team has been formed for women's studies. 61 of the targeted 200 neighbourhoods were visited and reports were prepared about 25 of them.

Finally, it is aimed to provide widespread and continuous preventive health services in rural areas. Partial success has been achieved in activities within this scope, as well. A mobile health vehicle was purchased and 18 health screenings were conducted. It was aimed that 10,000 people would benefit from the study, but 1,225 people were reached. On the other hand, while it is planned to reach 3,000 people with 13 trainings in 288 neighbourhoods, 6,555 people have been reached with 18 trainings in 143 neighbourhoods.

4.9. Transportation

Limited progress has been made in the field of transportation according to numerical indicators. This is because overall success performance is calculated as 46.55%. On the other hand, a detailed analysis of the studies conducted shows that a significant work has been performed in this area. The expansion of the public transport vehicle fleet, the roads in the city centre and surrounding districts, road maintenance and repair works, regulations regarding urban traffic and signalization were the areas where the most success was achieved. The use of multilingual signs in the transportation system has made an important contribution to both multilingual municipalism and the protection and development of Diyarbakır's multiple identities.

In the field of transportation, three strategic goals have been determined. Within the scope of the goal to develop an accessible, ecological, economical, safe and comfortable public transportation system, it was aimed to develop alternative transportation types in public transportation and within this scope, it is planned to complete the urban 15 kilometer rail system by 20%. However, the activity was not carried out.

Critical activities determined within the scope of the target to improve the standards of the public transportation system have been achieved to a large extent. Activities such as inspections of provincial and district terminals, route improvements, creation of new routes have been mostly completed. While 48 were planned, 69 public transport buses have been purchased. Ensuring that 59 of the purchased vehicles are alternative fueled has also contributed to the objective to develop an environmentally friendly, economical and renewable public transportation system.

Within the scope of the objective to reinforce the technological infrastructure in the public transportation system, the “Where is my Bus” web and mobile application has been largely completed and more than 50,000 people have been provided access to these vehicles. Besides, passengers were informed through visual and audio broadcasts in 22 of the newly purchased vehicles. Despite these successes, the objective to install Wi-Fi on 266 public transport buses was not achieved. Again, the objective to popularize Diyarkart was partially achieved. 14 new Diyarbakır sales points were created and the number of Diyarkart users was increased from 334,250 to 366,530.

Within the scope of the objective to establish the legal infrastructure of commercial public transport and to determine, regulate and manage the number of license plates, the preparation of the relevant legislation on service vehicles, district transport training vehicles, commercial public transport vehicles, commercial public transport services between the district centre and the city centre has been completed. Route arrangements in commercial public transport are another successful activity. On the other hand, legislative studies on water transport in districts with reservoirs have not been carried out. Similarly, the activities of recording bussed training vehicles and commercial transportation vehicles between district centres and the city centre were not carried out.

Within the scope of the objective to increase the transportation satisfaction of the citizens by raising the awareness of passengers, drivers, students and city residents about transportation, the activities of preparing the planned Passenger Rights Declaration and delivering it to 500,000 citizens were not carried out. On the other hand, 1,230 drivers were trained on passenger rights.

Within the scope of the goal to improve the traffic flow in the city, it is aimed to manage and direct the traffic with smart technological systems. In this context, although a traffic control centre could not be established, live monitoring and recording systems were installed in 256 of the 266 public transport buses.

The objective to improve urban traffic has been partially achieved. Transportation planning activities such as revising the transportation master plan and preparing the implementation projects of the districts were not performed. Again, the construction of a parking lot with a 720-vehicle capacity and the licensing of urban transportation vehicles and gathering them under a single cooperative were not successful. On the other hand, in activities that facilitate traffic flow, such as revising the planned traffic signaling system, establishing the signaling system at new intersections, production and placement of traffic signs, and road line studies, the objectives were 100% achieved. Another important point in this regard is the production and placement of 3,604 multilingual traffic signs in 17 districts during this period. It is aimed

to rearrange 50 public transport stops and this number has reached 93 in practice. On the other hand, while 200 new stops were targeted, only ten stops could be built.

Although it was planned to build the Traffic Education Centre with the aim of developing the knowledge and skills of primary and secondary education students in the city and to have 5,000 students from 50 schools participate in the training to be held in the centre, the activities in question were not carried out.

Lastly, in the field of "Transportation," it was aimed to build urban and rural neighbourhood roads and ring roads in order to improve and develop the physical infrastructure of the transportation system and to maintain and repair existing roads with quality and effective service understanding. In this context, 10 kilometres of road construction was targeted in central districts and 20 kilometres of roads were built. In the district of Kayapınar, all of the new roads were built and their infrastructure works were completed. The foundation laying of the 67-kilometer-long road in the central districts was planned, and 86 kilometres were built in practice. 4,000 square metres were targeted in pavement repairs and all of them were completed. Again, the arrangement of all intersections in the city centre has been made. Finally, Ahmet Arif Boulevard has been completed, even though it only needed to be 60% completed according to the aims set out.

However, some activities planned for new road construction and pavement arrangements could not be carried out. For example, 30% of Meya Farqin Street, a total of 40 kilometres, was planned to be completed, but could not be built. Özdemir Viaduct has not been designed, although it was targeted. The pavement arrangement works on 12 streets with a total length of 20 kilometres were made only at a rate of 5%.

4.10. Public health

In the field of Public Health, studies on food safety, preventive health studies, cemetery and burial operations, spraying and animal shelters, which are routinely carried out, have continued. However, the targets set were achieved at a medium level. The most success in the field of Public Health has been achieved in preventive health studies.

Five strategic goals have been determined in the field of Public Health. First, the construction, maintenance and repairs of animal markets and slaughterhouses, which were planned to ensure food safety from production to table, were completed by an average of two thirds. In the field of neighbourhood markets, the success rate was 50%. While the rehabilitation of four district markets and the construction of two new markets were aimed, in practice, two markets have been rehabilitated and a new market has been established.

Again, the objectives of workplace inspection studies have been achieved to a great extent in order to ensure public access to safe and quality food. Although it was planned to complete the accredited food analysis laboratory in this area, studies have started but could not be completed. Finally, within the scope of food safety, awareness studies regarding consumption awareness and the application of the White Flag have been planned and carried out to a large extent.

Secondly, it was aimed to improve the preventive health knowledge and skills of citizens in order to prevent diseases. In this context, targets determined in areas such as maternal and child health and family planning screenings, laboratory, radiology, dressing, injection vaccine, health services, external examination, meeting the drug prescriptions of the needy, in-city and out-of-town ambulance services, preventive public health trainings, together with the relevant district municipalities, have been significantly achieved. However, determined activities regarding substance use were not carried out.

Thirdly, it was aimed to provide burial services in accordance with religious and cultural values and to ensure the environmental arrangement and safety of cemeteries. In this context, four funeral vehicles were purchased although only two was planned. However, activities such as ensuring the safety of cemetery areas and landscaping have not been carried out. For example, while the landscaping of 100 cemeteries in 13 districts was aimed, this could be done in only one area.

Fourth, within the scope of pest control and the elimination of pest-related problems, service provision was targeted in 1,039 neighbourhoods with 296 vehicles, while services were provided in 236 neighbourhoods with 128 vehicles. Again, spraying activities were planned against creatures such as scorpions in 20 neighbourhoods and against plant pests in 60 neighbourhoods, and in practice, service was provided to 63 and 112 neighbourhoods, respectively. On the other hand, although cooperation and partnership activities with external stakeholders were planned, they could not be carried out. Another important activity that should be emphasized in this regard is the mobile cutting unit. It was aimed to establish three units and slaughter 10,000 animals. In practice, three cutting units were installed and 8,000 cuts were made. Efforts towards the education of both metropolitan and district municipality personnel and citizens on combating vectors and spraying activities have been achieved to a large extent. In-service trainings, printing and distribution of relevant materials and face-to-face information are the main activities performed in this field.

Finally, it was aimed to ensure animal welfare in the city, to protect animal health and rights, to combat diseases transmitted from animals to humans, and to protect public health. In this context, while routine studies such as

vaccination, internal and external parasites and sterilization were carried out in the Animal Shelter, the modernization of the nursing home could not be made. Even though an activity regarding the adoption of animals was envisaged in 100 sites, no progress was made in this regard. In animal rights awareness studies, training activities were carried out for people who sell pets and ornamental animals, 43 of the planned 50 schools visited Animal Nursing Home, and students were trained on animal rights and love towards animals during these visits.

4.11. Our historical and cultural assets and tourism

In the field of Historical and Cultural Heritage and Tourism, the objectives foreseen were limited such as promoting Diyarbakır and producing suitable materials for this purpose. Although the objectives were limited, the work determined in both areas has been achieved to a great extent.

In order to make Diyarbakır a tourism centre in the region, it was aimed to promote the city with its historical, natural and cultural values at local, national and international scale. In this context, participation in two domestic and one international fair was planned. In practice, participation in five domestic fairs was achieved while no participation in international fairs was achieved. Also, the planned Tourism and Fair Organization Workshop and 15-22 April Tourism Week activities were performed. On the other hand, the organization of Diyarbakır Promotion Days in at least one city was planned but not realized.

Within the scope of the objective to provide guidance services and to create promotional materials, activities such as Volunteer Tourism Ambassadors Project, organizing touristic trips for the promotion of natural and cultural heritage, preparing application guides for thematic tourism areas (eco, agro, gastro, etc.), organizing nature tours, organizing tourism potential in Diyarbakır, the production and distribution of multilingual materials promoting the tourism potential in Diyarbakır, Diyarbakır 4 Seasons Photo Archive were largely carried out. On the other hand, tourism awareness activities for Surici craftsmen, touristic products inventory and field studies for the Amed City Atlas were not carried out.

4.12. Disaster management, security and control

Routine studies have been carried out in the field of Disaster Management, Security and Control, which includes fire department and municipal police services. Firefighting services have been one of the areas where activities take place the most in the annual plan. Apart from the routine work in the field of municipal police services, the most important work worth noting has been ending the pavement occupations in eight of the 15 planned streets.

Two strategic goals have been determined in the field of Disaster Management, Security and Control. The activities determined within the scope of the goal to take preventive measures against human-induced or natural disasters and to minimize the loss of life and property by intervening in disaster situations at international standards were carried out at a level close to 100% success rate. Activities such as preparing a disaster emergency action plan on the basis of provinces and regions, developing cooperation with relevant institutions and organizations, organizing search and rescue training for firefighters, completing technological and logistic search and rescue materials, forming a volunteer search and rescue team, organizing underwater search and rescue training, identifying physicians and assistant health personnel within the City Council and increasing their rates have been largely completed. During this period, a food truck was also purchased and food service was provided to 5,000 people.

Within the scope of the measures to be taken in the field of natural disasters, international standards (eight minutes) have been reached in fire response time, fire department needs have been met, and a total of 5,580 students have been trained in 19 schools in 17 districts. Again, it was aimed to train a total of 170 personnel in 50 institutions in 17 districts, and 591 personnel in 29 institutions were given training. Fire precautions were taken in ten targeted historical buildings and one site area, and also inspections were made in terms of fire department in 453 workplace license applications.

It is aimed to put inspection and control activities into practice throughout the city in order to ensure the well-being, peace, health and order of the people. In this context, planned inspections in workplaces, public transportation vehicles, market areas, fuel and LPG autogas stations, sand quarries, mines and concrete plants were carried out to a great extent. On the other hand, two vehicles could not be purchased for the planned environmental inspection and the inspection of the wholesale areas outside the market could not be achieved. On the other hand, it was planned to end the pavement occupations in 15 streets, but this was achieved in only eight streets. Within the scope of pavement occupations, 571 workplaces and 1,022 peddlers and vendors were intervened.

4.13. Developing the institutional capacity

Finally, no significant progress has been made in the area of Developing the Institutional Capacity. The most noteworthy progress in this area has been achieved in five-year and annual planning and monitoring-evaluation capacity. On the other hand, limited studies have been conducted in areas such as personnel management, institutional learning capacity, technological infrastructure, and e-municipality services.

Activities under nine objectives have been planned within the scope of Developing the Institutional Capacity. First of all, project cycle training was

organized for institution personnel within the scope of continuous renewal and improvement of administrative processes, and participation of 50 people was achieved. On the other hand, the work process analysis of the units and establishment of the management information system has not been carried out.

Secondly, a high success has been achieved in the preparation, monitoring, evaluation and reporting of municipal plans. Four satisfaction surveys regarding municipal services were conducted and reported, 23 units were examined within the framework of compliance with the strategic plan, 49 thematic meetings were organized within this scope, and two reports were prepared during the year on the compliance of the units with the strategic plan. However, the Internal Control Standards Action Plan has not been implemented.

Thirdly, a significant progress has been made in protecting and developing the institutional resources and increasing own revenues by creating new resources. The activities planned in areas such as registering advertisement taxpayers and making collections, performing audits for debt screening of income items, registration and inspections of municipal immovables, transferring new facilities to the municipality, and informing citizens about municipal revenues have been completed. On the other hand, no progress has been accomplished in the works such as transferring the operation of the terminals to the municipality, the implementation of Diyarbakır Metropolitan Municipality Social Facility and the creation of employment opportunities, as well as the construction of the animal market guesthouse.

Fourth, within the scope of ensuring fiscal discipline in the institution, the objectives to make financial analyses on budget revenues and expenses and to achieve a budget realization rate of at least 85% have been realized. On the other hand, the objective of 5% cost reduction compared to the previous year was not achieved in the purchase of service procurement vehicles as well as all kinds of goods and materials for consumption. On the contrary, these costs increased by 23%. However, it can be said that the 5% reduction objective was not realistic. This is due to the fact that the jurisdiction of the Metropolitan Municipality expanded from the city centre to the provincial borders with the Law No. 6360 enacted in 2014, which caused an unforeseen expansion in institutional expenses.

Fifth, the objectives set within the scope of establishing an effective and efficient personnel management system have been partially achieved. The objectives in activities such as performing personnel needs analysis of all units, transferring personal information of the personnel to electronic media, organizing social and cultural activities for personnel, creating a database of the performance of intern students, monitoring the financial and social rights

of the personnel running municipal services through service procurement, conducting satisfaction surveys for these personnel were achieved to a great extent. However, critical activities such as the establishment of performance measurement systems in the units and the development of the personnel reward-punishment system were not carried out.

Sixth, it is aimed to build an institution that learns through continuous education programs. In this context, it was planned to establish a training academy, but it was not realized. In addition, training needs were determined through interviews with 26 units. Out of 95 titles determined, trainings were organized for 34 of them and 1,749 personnel participated in these trainings. While 15 trainings were targeted for institution managers, four of them were realized. In addition, while the participation of 100 managers in the trainings was planned, in practice, 130 managers were included in the programs. The objectives have also been achieved in the trainings for the fire department and municipal police personnel. While the objectives determined in the trainings in the field of occupational health and safety was achieved, health control of 1,200 personnel has not been carried out.

Seventh, it was aimed to employ sufficient quality and quantity of personnel in line with the needs of the units. In this context, the employment of nearly 300 personnel was planned, however, 81 personnel were employed in practice.

Eighth, with the Law No. 6360, the jurisdiction of the Metropolitan Municipality has expanded from the city centre to the provincial borders. In this context, it was aimed to meet the spatial needs of new service units that emerged in parallel with the institutional restructuring. However, a service coordination building for Metropolitan Municipality was built in only three surrounding districts. Similarly, activities such as the spatial reorganization of public relations and consultancy, construction of the Plant Business Building were not performed. On the other hand, 27 of the 29 vehicle purchases planned for new service areas were carried out.

Finally, the activities determined within the scope of transition to the e-municipality system by ensuring the effective use of information and communication technologies were partially realized. Activities such as the development of mobile applications, the development of electronic complaint/opinion/suggestion system, data backup, and the installation of vehicle tracking systems were carried out to a great extent. On the other hand, no significant progress has been made in the activities of establishing an electronic document management system and e-signature system, developing an in-house digital switchboard system, and establishing Wi-Fi systems in areas such as parks and squares.

CONCLUSION AND EVALUATION

In this section, the institutional documents of the municipality are examined and the services of the municipality in 2015 are analysed. In this context, the 2015 Performance Program and 2015 Activity Reports prepared in accordance with the 2015-2019 Strategic Plan were examined and the performance results of the municipal services were revealed. Within this scope, the 2015 Strategic Plan Monitoring and Evaluation Report prepared by the institution was also taken into consideration. As a result of the analysis, at least ten main issues should be emphasized:

1. The 2015-2019 Strategic Plan prepared in Diyarbakır Metropolitan Municipality determined the annual activity plans to a great extent. In this sense, strategic plans function as effective tools in the planning, implementation and supervision of local public services. Strategic planning processes and strategic plans themselves can function as a suitable field and tool in the construction of a participatory administrative structure at local scale.
2. Almost all strategic goals and objectives in the five-year strategic plans have been continuous for a five-year period, and no temporal prioritization has been made in this regard. The strategic goals and objectives determined in 13 strategic areas in total could differ over the years, and a prioritization could be made in this regard. However, it seems that such a work has not been done or could not be done in these plans. Performance programs with annual action plans can be considered as appropriate tools for temporal prioritization. However, no temporal prioritization was made in the 2015 Performance Program. The strategic goals and objectives in the 2015-2019 Strategic Plan were included in the 2015 Performance Program as a whole. The Performance Program was originally prepared by performing a partial elimination and scaling down in the activities included in the 2015-2019 Strategic Plan. This situation is generally reflected in the budget allocation.
3. The Performance Program was prepared with in-house information only; other actors of the city did not participate. Detailed mechanisms such as budget forums and mukhtar meetings for annual planning processes have been described in the 2015-2019 Strategic Plan. As it is understood, since the strategic plan and the 2015 Performance Program were prepared simultaneously in 2014, a new participation mechanism was not needed. This is because, in the strategic plan preparation process, an inclusive planning process was designed and the participation of citizens, non-governmental organizations and mukhtars was ensured. However, although the strategic plan was prepared with a participatory process and participatory structures and mechanisms were defined in both the strategic plan and the performance program, external structures and mechanisms for monitoring and evaluating the performance program were not

established. Corporate performance was monitored and evaluated with an in-house structure and mechanism.

4. The total budget projected for works to be done, except fixed expenses for the 2015 Performance Program, is approximately 307.6 million TL. On the other hand, according to the 2015 Activity Report, 486.2 million TL in revenue was obtained in 2015. While the budget allocated to units was 583.2 million TL, 502.9 million TL of it was spent. These figures reveal the need for improvement in terms of fiscal discipline, planning and budgeting, and budget management. In the budget allocation of the Performance Program, the highest budget shares are respectively Rural Development (23.17%), Transportation (22.09%), Environmental, Ecological and Green Areas (19.56%) and Diyarbakır's Multiple Identities: Languages, Cultures and Beliefs (9.32%). The total budget rate divided into these four areas is 74.14%. Social Services/Social Policies (8.08%), Developing the Institutional Capacity (5.90%) and Public Health (4.41%) followed these four areas. The above figures show that there is a balanced budget distribution; however, almost the entire share allocated for Rural Development is reserved for rural road construction, maintenance and repair works. In this sense, the rate of resources allocated to transportation is over 40%.

5. When the application results are evaluated in general, it is seen that the level of success is quite low. According to the data of the Strategy Development Branch Directorate responsible for the preparation, monitoring and evaluation of the strategic plan and annual performance programs in Diyarbakır Metropolitan Municipality, the performance of the institution for the year 2015 on the basis of the number of activities was calculated as 56.30%. Although the activities differ in terms of duration, budget and social impact and in this sense the number of activities alone does not show an accurate result, the current monitoring method helps to understand a general trend. Detailed investigations confirm that the performance results are not good.

6. As a reflection of the 2015-2019 Strategic Plan, in the 2015 Performance Program, assertive and unique goals and objectives were determined in different areas in addition to traditional municipal services. Democratic self-government and citizens' participation in local governments, women's freedom and gender equality, pluralist cultural, linguistic and religious identity politics and reinforcing the local economy have been the four prominent areas in this regard. However, it is observed that activities to coincide with these assertions were generally not planned. In other words, the success achieved in setting goals and objectives could not be reflected in operational planning. Beyond that, even the limited activities planned during the implementation phase were realized at a very low level. Limited progress has been made in combating violence against women and in pluralist identity politics, which open

up space for Kurdish, albeit limited. Studies that make Kurdish visible in the spatial area such as making traffic signs multilingual and providing Kurdish nursery services are the works that should be noted in this area. However, contrary to the assertions, very limited work has been conducted in the area of citizens' participation in local services and local economy.

7. The area where the municipality is most successful is road construction. The activities planned in the field of road construction, maintenance and repair both in rural areas and in the city centre have been realized at a rate of almost 100%. In the studies planned in the field of Rural Development, the main success has been achieved in road construction. The budget allocated for this area is mostly reserved for road construction, maintenance and repair works. While there has been a remarkable lack of success in other areas, the highly successful completion of the planned activities in this area shows that a road-weighted institutional structure and approach prevails in the municipal services in Diyarbakır, too, as is the case across Turkey. In municipal services, institutional resources are allocated to road services.

8. Leaving the road construction aside and examining the prominent works in 2015, culture and art, it is seen that important investments and studies have been made in the fields of parks, gardens and green areas, social services and transportation. The initiation of the construction of the Culture and Congress Centre, the inclusion of Diyarbakır Castle and Hevsel Gardens in the UNESCO World Heritage List and the 2015 Site Management Plan prepared in this context are the most important works. Similarly, 69 buses purchased for use in public transportation were an important investment.

9. In addition to the areas of citizens' participation in local governments, Women's Policies and Gender Equality and Reinforcing the Local Economy, the works fell far behind the objectives, especially in the areas of environmental protection and control, zoning and urbanism and resource development. Services produced in these areas remained limited.

10. The municipality's capacity for innovation and creativity is very limited. Practices that set an example for different cities have been developed with multilingual studies in the field of culture and art. However, innovative and creative practices in the field of local administration could not be developed, especially in traditional municipal services such as transportation, environment, parks, gardens and green areas, social services and tourism.

CHAPTER THREE

FROM PLAN TO ACTION: KIŞANAK AND ANLI PERIOD

2016 Municipal Services

Introduction

As in the previous year, the 2016 Performance Program has also been prepared largely depending on the strategic goals and objectives determined in 2015-2019 Strategic Plan; the annual plan was prepared by making some elimination and downscaling at the level of activities without making any prioritization at the level of goals and objectives.

The activities carried out in 2016 were followed up with the activity report prepared by the Strategy Development Branch Directorate as in the previous year; again, a year-based monitoring report of the 2015-2019 Strategic Plan was created by the same unit.

In this section, the works that have been done are evaluated based on the 2016 Performance Program, 2016 Activity Report and 2016 Strategic Plan Monitoring Report of Diyarbakır Metropolitan Municipality. Within this scope, firstly, the 2016 Performance Program planning process was examined in terms of strategic goals and objectives, budget allocation, as well as monitoring and evaluation processes. Then, after evaluating the general performance results of the implementation process, the major studies/activities/projects in 2016 were summarized on the basis of their main service areas. Then, detailed analyses were made regarding the activities carried out in 13 strategic areas in the 2016 Performance Program. The chapter was concluded with evaluations on the 2016 performance results.

1. 2016 PERFORMANCE PROGRAM

1.1. Planning process

2016 Performance Program has been prepared on the basis of institutional information. No structure and mechanism has been established for the participation of individual and collective actors living in the city such as citizens, mukhtars, NGOs, other public institutions and organizations. Similar to the annual planning made in the previous year, the 2016 Performance Program was prepared based on the five-year strategic plan.

1.2. Strategic goals and objectives

As in 2015, the strategic goals and objectives planned around the 13 strategic areas of the 2015-2019 Strategic Plan were taken into consideration in the process of preparing the performance program in 2016. Table 2.3 shows the distribution of strategic goals and objectives in the 2015-2019 Strategic Plan and 2016 Performance Program in 13 areas. When this data is analysed, it is seen that the performance program was prepared based on the strategic goals and objectives determined in the strategic plan in 2016, as in 2015.

Strategic goals and objectives have been preserved, with the exception of minor changes in the areas of Zoning and Urbanism, Women's Policies and Gender Equality. This situation shows that there is continuity at the level of strategic goals and objectives in 2016, as in 2015, and that a temporal prioritization has not been done. All of the strategic objectives in the strategic plan were included in the 2016 Performance Program. Again, 96 of the 100 strategic objectives continued in the second year of the five-year period. While there were 661 activities in total in the 2015-2019 Strategic Plan, the 2016 Performance Program included 485 activities in total.

Table 3.1: Strategic goals and objectives in 2015-2019 Strategic Plan and 2016 Performance Program

	Strategic Areas	2015-2019 Strategic Plan		2016 Performance Program	
		Strategic Goal	Strategic Objective	Strategic Goal	Strategic Objective
1	Democratic Self-Government	1	4	1	4
2	Zoning and Urbanism	3	8	3	6
3	Social Services/Social Policies	5	13	5	13
4	Diyarbakır's Multiple Identity: Languages, Cultures and Beliefs	1	5	1	5
5	Women's Policies and Gender Equality	3	14	3	12
6	Environmental, Ecological and Green Areas	1	8	1	8
7	Reinforcing the Local Economy	2	5	2	5
8	Rural Development	1	6	1	6
9	Transportation	4	12	3	11
10	Public Health	5	10	5	10
11	Our Historical and Cultural Assets and Tourism	1	2	1	2
12	Disaster Management, Security and Control	2	3	2	3
13	Developing the Institutional Capacity	1	10	1	10
TOTAL		30	100	30	96

1.3. Budget allocation

When the performance program is analysed in terms of budget, the most important issue that draws attention is the increase in the budget of the institution. The total budget for 2016 is projected as 646.32 million TL. Within this, the total budget allocated directly to activities is planned as approximately 265 million TL.

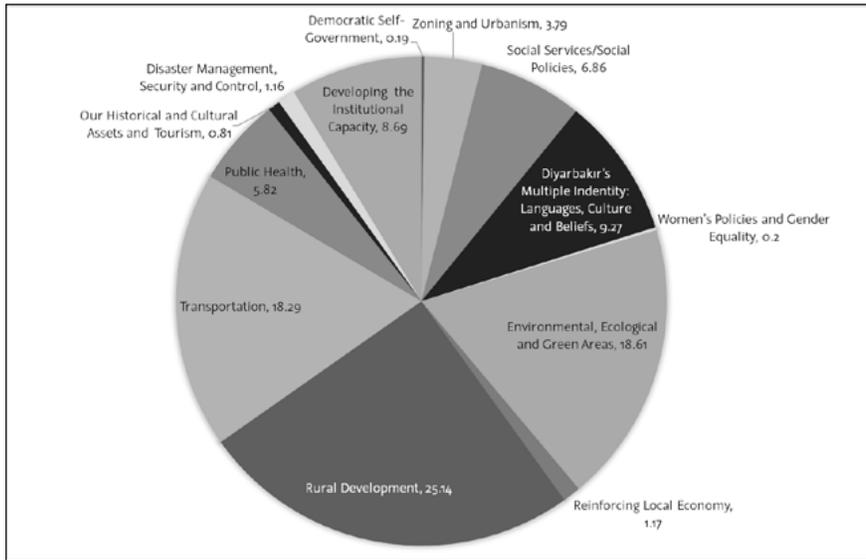
Looking at the distribution of the budget in strategic areas, it is seen that there is a similar table to the previous year. Rural Development, Transportation services and Environmental, Ecological and Green Areas preserved their place as the three areas with the highest budget share. Shares allocated to Public Health and Social Services/Social Policies remained similar.

The most striking difference is the increase in the share allocated to Institutional Capacity Development. While the total budget share allocated to the said area for the five-year period was 4.18%, this rate increased to 5.90% in 2015. The increase continued in 2016 and the share allocated for Institutional Capacity Development reached 8.69%. The share allocated to Diyarbakır's Multiple Identities: Languages, Cultures and Beliefs remained well above the five-year share in 2016, as in 2015. Although the share allocated for the five-year period was 3.71%, the budget was 9.32% in 2015 and 9.27% in 2016.

Table 3.2: Budget allocation according to strategic areas in the 2016 Performance Program

Strategic Areas	Budget (TL)	Share (%)
Democratic Self-Government	513,000	0.19
Zoning and Urbanism	10,040,000	3.79
Social Services/Social Policies	18,185,100	6.86
Diyarbakır's Multiple Identity: Languages, Cultures and Beliefs	24,572,800	9.27
Women's Policies and Gender Equality	525,000	0.20
Environment, Ecological and Green Areas	49,320,000	18.61
Reinforcing the Local Economy	3,090,000	1.17
Rural Development	66,630,000	25.14
Transportation	48,465,000	18.29
Public Health	15,419,000	5.82
Our Historical and Cultural Assets and Tourism	2,145,000	0.81
Disaster Management, Security and Control	3,061,000	1.16
Developing the Institutional Capacity	23,032,000	8.69
TOTAL	264,997,900	100.00

Chart 3.1: Budget allocation according to strategic areas in 2016 Performance Program (%)



1.4. Monitoring and evaluation

As in the previous year, no structure and mechanism has been envisaged that will allow the participation of external actors in the monitoring and evaluation of the 2016 Performance Program. As demonstrated by the participation in participatory planning mechanisms created during the planning period of the 2015-2019 Strategic Plan, although citizens and non-governmental organizations have clear demands and motivations to participate in urban policies, only internal processes are envisaged as a monitoring and evaluation mechanism.

The only difference between the 2016 Performance Program and the previous program is that it was shared with the public. As in the previous year, the Performance Program was only subjected to an internal monitoring and evaluation in 2016. The strategy development unit followed the program and the performance of the units was evaluated quantitatively on an annual basis. The evaluations made were submitted to the senior management of the municipality with the title of "Strategic Plan Monitoring Report, 4th Period (1 January-31 December 2016)."

2. OVERALL PERFORMANCE RESULTS

According to the 2016 Performance Program of the Municipality, a total budget of 646.32 million TL is foreseen for the activities to be carried out in 13 strategic areas. The part allocated directly to activities within this budget is approximately 265 million TL. On the other hand, according to the 2016

Activity Report, while the total revenue obtained was 541.96 million TL, 515.84 million TL was spent.

There is no distribution of budget expenses on the basis of strategic areas. However, there are budget distributions based on main service units and budget items. Accordingly, purchases of goods and services had the highest share with 44.66%. Capital expenses took the second place with 32.09% whereas personnel expenses were 15.13%.

According to the document titled Strategic Plan Monitoring Report, 4th Period (1 January-31 December 2016) prepared by the Diyarbakir Metropolitan Municipality Strategy Development Branch Directorate, a total of 478 activities were planned for 2016 within the scope of strategic goals and objectives. In 123 of these activities (25.73%), the objective was achieved while, in 209 (43.72%), the objective could not be achieved. 146 (30.54%) of these activities were not performed. The overall success rate at the level of strategic objectives was calculated as 51.68% within the scope of this study.

Table 3.3 shows the general performance results of 2015 practices.

Table 3.3: General performance indicators of 2016 practices

Total budget projected in the Performance Program (TL)	646,315,320,00
Net revenue (TL)	541,961,823,07
Total expense of units (TL)	515,844,585,59
Budget realization rate (%)	79.81
Number of activities planned	478
Number of activities completed (with an objective of 100% and above)	123
Proportion of completed activities (%)	25.73
Number of activities that have started but are not completed	209
The proportion of activities that started but are not completed (%)	43.72
Number of activities not done	146
The proportion of activities not done (%)	30.54
Overall success rate based on number of activities (%)	54

Considering the performance results on the basis of main service units, the most successful units among those that provide direct service to the public were road construction maintenance and infrastructure coordination, and environmental protection and control departments, respectively, with 85.2% and 81.2%. These units were followed by rural services (74.8%), fire department (67.7%), municipal police (66.2%), health care (65.0%) and civil works (63.9%). The most unsuccessful units were the culture and social works unit with 14.6%, followed by transportation (24.6%), city history and promotion (24.7%), parks and gardens (36.9%) and social services (43.7%).

When the situation is analysed on the basis of strategic areas, it is seen that there is a partial progress compared to 2015. As detailed in Table 3.4, while the overall success rate at the level of strategic objectives was realized at 47.33% in 2015, it increased to 51.68% in 2016. Among the strategic areas, the highest success was achieved in Public Health with 70.26% and in Disaster Management, Security and Control with a rate of 67.61%, respectively. These two areas were followed by Environmental, Ecological and Green Areas (64.14%), Developing the Institutional Capacity (61.70%) and Social Services/Social Policies (60.40%). The most unsuccessful strategic areas were Democratic Self-Government (28.24%), Zoning and Urbanism (32.97%), Women’s Policies and Gender Equality (38.44%) and Transportation (40.06%), respectively.

Table 3.4: Performance results by strategic areas, 2016

Strategic Areas	Budget Allocated to the Area (%)	2015 Success Rate (%)	2016 Success Rate (%)
Democratic Self-Government	0.19	26.31	28.24
Zoning and Urbanism	3.79	36.91	32.97
Social Services/Social Policies	6.86	53.14	60.40
Diyarbakır’s Multiple Identity: Languages, Cultures and Beliefs	9.27	49.64	46.99
Women’s Policies and Gender Equality	0.20	26.37	38.44
Environmental, Ecological and Green Areas	18.61	57.85	64.14
Reinforcing the Local Economy	1.17	44.55	52.91
Rural Development	25.14	56.61	57.74
Transportation	18.29	46.55	40.06
Public Health	5.82	63.05	70.26
Our Historical and Cultural Assets and Tourism	0.81	59.75	44.64
Disaster Management, Security and Control	1.16	65.36	67.61
Developing the Institutional Capacity	8.69	54.88	61.70
Overall Success Rate Based on Strategic Goals		47.33	51.68

As stated in the previous section, the current digitization method has been calculated without any weighting in strategic areas, activities in each area and performance targets determined for each activity. In most cases, strategically important investments and routine studies have been evaluated equally. There are many elements that are misleading or not suitable to measure success within performance targets. In this sense, the current rates mostly indicate what percentage of the planned works were done numerically without prioritization and weighting. At this point, it is necessary to look at each strategic area in detail in order to make a more realistic evaluation. These evaluations have been made in the following section.

3. MAJOR WORKS/ACTIVITIES/PROJECTS

As in the 2015 Activity Report, a binary data set was created in the 2016 Activity Report, as well. In the first part, while the activities carried out are given on the basis of main service units, the work done according to 13 strategic areas is evaluated in the performance results section. Major studies/activities/projects in 2016 on the basis of main service units are presented in Table 3.4.

As detailed in the table, important investments were made in 2016 besides the routine municipal services. The most striking investment in the area of Reinforcing Institutional Capacity is the implementation of the e-municipality automation system. The Solar Powered Parking Lot Project and Environmental Noise Action Plan in Environment, Ecological and Green Areas are noteworthy achievements. In this area, Fiskaya Park was built to a great extent, a park was built in Lice district centre and an orchard was established in Diyarbakır city centre.

Within the scope of the development of Diyarbakır's multiple identities through culture, art works and protection of cultural heritage, Culture and Congress Centre, City Walls and Suriçi Model was built, and the second of the Book Fair organized in 2015 was held.

In the area of Social Services and Social Policies, the municipal guesthouse, sports complex and semi-olympic swimming pool, Girls' Dormitory, Silvan Vocational Training Workshop are the innovations provided in 2016 other than routine work.

In the transportation area, ten buses were purchased, the Traffic Control Centre was largely completed, nine kilometres of bicycle paths have been built, and 54 smart intersection arrangements have been completed. Similarly, road construction maintenance and repair work continued significantly. In this context, 848.65 kilometres of asphalt road and 424.5 kilometres of stabilized road were built. Moreover, 15 new construction equipments were purchased and road construction, maintenance and repair capacity was reinforced.

In the area of Women's Policies and Gender Equality, the most important work that draws attention, apart from the works continuing from the previous year, is the establishment of the Women's Employment Development Centre (KIGEM). Again, the Women Counselling Centre, which was established in Hani district in the previous year, was opened in Çermik this year.

In 2016, basic innovations made in municipal services other than routine works are presented in Table 3.5.

Table 3.5: Major works/activities/projects in 2016

<i>Information Technologies</i>
The e-municipality automation system, which consists of 29 programs in total, has been implemented.
<i>Environmental Protection and Control</i>
Turkey's largest Solar-Powered Parking Project was implemented. 939,224 kWh of electrical energy will be generated annually.
Environmental Noise Action Plan and noise map are 75% complete.
<i>Civil Works</i>
Culture and Congress Centre construction was completed.
Outdoor parking lot construction has been completed.
Municipality Guesthouse with a capacity of 400 people was completed.
Sports Complex and TOKI Semi-Olympic Swimming Pool were completed.
Asphalt Construction Site Service Building is completed.
<i>Zoning and Urbanism</i>
Geological and geotechnical maps based on the zoning plan of Dicle district were prepared.
1 / 5,000 Master Development Plans of Eğil and Lice districts were completed.
<i>Women's Policies</i>
128 and 91 children were supported at the First Step Station and Women's Shelter.
Women's Employment Development Centre (KIGEM) was established.
A Women Counselling Centre was established in Çermik district.
<i>Resource Development</i>
The Intercity Terminal operation was taken over in order to increase revenues and improve production and employment.
<i>Cultural Heritage and Tourism</i>
The City Walls and Suriçi Model at the Mardin Kapı Tourism office was completed in its 21st year.

<i>Rural Services</i>
Lice Organic Agriculture Improvement Project was implemented in an agricultural area of 3,400 decares.
Organic Agriculture Market was built in Kayapınar district.
Agricultural production activities were carried out with 80 families within the framework of the I Want to Make a Living Where I Was Born Project.
With the Two Fruit Saplings for Each House Project, 31,500 grafted and certified fruit saplings were distributed to 15,750 households.
In Çermik district, the construction of a pond with 25,000 small cattle drinking water and an irrigation capacity of 146 decares of land was completed.
A total of 270 decares of land in 5 parcels belonging to the Metropolitan Municipality was cleared of stones and brought into agriculture.
<i>Culture and Art</i>
The 2nd Book Fair, attended by 72 publishing houses, was held in the Sümerpark area.
27 trainings in six branches of art were held in the City Conservatory. 728 people benefited from the training.
<i>Park Garden and Green Areas</i>
Fiskaya Park is 80% completed.
City Square Park was built in Lice district.
The Fruit Garden, where 1,100 fruit trees were planted, was built on the way to the Research Hospital.
<i>Health Works</i>
11,033 animals were treated
<i>Social Services</i>
Girls' Dormitory was put into service.
Training in 26 branches was organized in the Vocational Training Centre. 739 people attended the courses.
Vocational Training Workshop was established in Silvan district.
<i>Transportation</i>
9 kilometres of bicycle paths were built.
The Traffic Control Centre is 70% complete.
54 smart intersection arrangements were made.
Public transport capacity was improved by purchasing 10 buses.
"Where is My Bus" web and mobile application project was completed.

Road Construction and Infrastructure Coordination
A total of 376.35 kilometres of 1st floor asphalt surface treatment road was built in 15 districts.
A total of 472.30 kilometres of 2nd floor asphalt surface treatment road was built in 13 districts.
424.50 kilometres of stabilized roads were built in rural areas.
3,675 kilometres of road correction operations were carried out in rural areas.
An asphalt patch was made on 2,515 kilometres of road in rural areas.
21.96 kilometres of new roads were opened.
31 kilometres of surface covered roads were built on the city centre zoning roads.
139,000 of the 264,000 tons of asphalt that was laid were produced at the Metropolitan Asphalt Site.
The machinery park was strengthened by purchasing 15 new vehicles.
Fire Department
Seven new fire trucks were purchased.

4. PERFORMANCE RESULTS BY STRATEGIC AREAS

2016 Activity Report has been prepared based on the performance results of the works carried out in 13 strategic areas determined in the Performance Program. Detailed analyses for each strategic area have been made below.

4.1. Democratic self-government

In the area of Democratic Self-Government, it is aimed to develop an institutional structure in which citizens have a say in the planning, implementation and control processes of public services. However, activities aimed at increasing participation in public services by building appropriate management processes and mechanisms have been carried out at a very limited level. None of the activities such as visiting people's assemblies, visiting thematic assemblies established in the city, forming mukhtar councils or organizing a budget forum were carried out. During this period, one meeting was held with mukhtars and eight of the planned 24 public meetings were held. Again, 59 families and ten tradesmen were visited.

It was aimed to hold meetings with 21 units and exchange views with 1,200 personnel in order to strengthen the internal participation mechanisms. However, meetings were held in four units and 600 personnel attended these meetings.

Although meetings and awareness activities were planned for council members, mukhtars, district municipal administrators and thematic council members with the aim of developing a culture of democratic self-government both within the institution and throughout the province, none of these activities have been carried out.

In the area of Democratic Self-Government, unlike the previous three strategic objectives, the activities determined under the objective to develop a transparent and accountable institutional structure by establishing an effective and efficient information system were realized to a great extent. Implementing the Internal Control Action Plan at the determined rate, sending the activity report to the institutions and sharing it with the public on the website and sharing the download rates, budget income and expense realization report with the public and satisfaction survey with 7,500 people are the main activities performed in this area. However, the activities of writing “socioeconomic impact assessment reports” and making monthly satisfaction surveys on the website were not carried out.

4.2. Zoning and urbanism

In the area of Zoning and Urbanism, various activities have been planned around two strategic goals. It seems that the planned activities have been performed in a very limited way. The realization of zoning and urbanism activities is one of the most unsuccessful areas in terms of ratio.

Partial success has been achieved in “ensuring integrity and consistency in urban development plans, improving and enhancing the city,” which is determined to ensure that the planned development of the city is balanced, decentralized, holistic, sustainable, contemporary and innovative. Success has been achieved in updating district maps, updating satellite images of districts, controlling the zoning practices of district municipalities, and preparing geological and geotechnical maps. However, 30% revision of 1/25.000 Master Development Plan, which is critical in planning studies, has not been carried out. Again, although it was planned to complete 1/5.000 Master Development Plan in five districts, it was only carried out in two districts. On the other hand, in Ahmet Arif and Rızvan Ağa streets, expropriation works were achieved at a limited level.

In order to protect the historical, cultural and natural assets and to ensure their sustainability, no activity was carried out except for the realization of two of the three planned meetings of the coordination, control and advisory boards in activities regarding the implementation of the Area Management Plan for the Historical Diyarbakır Castle and Heysel Gardens Cultural Landscape Area. The activities determined with the aim of implementing the Conservation Zoning Plan are almost never carried out. It was planned to expropriate a total of 16 registered buildings and to make agreements on eight registered buildings, but only one registered building was expropriated and only one agreement could be reached. Although the construction of Mardinkapı Değirmen Park and Saraykapı Surdışı Park was planned within the scope of the objective to create green areas suitable for historical and cultural texture and to rehabilitate existing areas, they could not be performed.

Finally, in terms of social housing and urban transformation, while the planned activities have become unsuccessful in the area of social housing, a remarkable success has been achieved in the area of urban transformation. In the area of social housing, none of the activities regarding team building, determining four sites and producing 150 social housing were carried out. On the other hand, studies were planned out in four fields with the aim of on-site transformation, and 11 fields were completed in practice. Again, it was planned to identify 1,000 buildings in the field, and 9,294 buildings were identified. The ownership and cadastral data regarding the area were completed at a rate of 100% and the zoning plans were prepared. It was planned to prepare one zoning plan in this regard, however, eight zoning plans have been prepared. 55% progress has been made in the preparation of the Train Station Area and Its Vicinity Rehabilitation Project.

4.3. Social services/social policies

Activities planned around five strategic goals in the area of Social Services/ Social Policies have been partially carried out. While the success rate in the distribution of in-kind and cash aid, works for the elderly and disadvantaged youth and nursery activities is high, there has been partial progress in the fields of combating substance addiction, cultural and social activities for mothers and children, disadvantaged children and youth, people with disabilities and sports.

The objectives determined for in-kind and cash aid to the needy has been achieved to a large extent. In addition, Soup Fountain, Clothing Bank, Girls' Dormitory, aid for refugees are activities worth noting in this area.

The efforts to improve the social and cultural life quality of elderly people in need have become highly successful. Organizing social events, personal care support, home cleaning and renovation support, food aid, health and accompanying service and home visits are the main activities that have been successful in this area. On the other hand, there was no success in making oral history studies and record keeping with the elderly.

Limited progress has been made in the area of protective and preventive child services, with priority on at risk children and their families. Although remarkable achievements have been made in the activities of Rodi Child and Youth Centre and children's summer camp activities, the activities aimed at women's health, child labor, child neglect and abuse, and children with weakened family and social ties were carried out to a very limited extent.

Almost all of the activities within the scope of the objective to contribute to the development of disadvantaged children through pre-school education, nurseries, lesson support services and workshops were carried out with success rates above the determined targets. During this period, eight course

support modules were created and 1,011 children were served. 2,164 children were supported in 22 workshops. Three mother tongue education programs were organized and 2,475 children participated in these programs. The only activity not undertaken in this area is establishing a nursery and playroom within the scope of cooperation with rural district municipalities. Although activities in this area are planned in four districts, no progress has been made.

Social and cultural activities for children and young people were also largely realized. It was planned to reach 3,000 children with a total of seven activities (trip, theatre, circus, etc.), and 2,911 children were reached through 27 activities. The number of children participating in these activities from rural areas is 740.

Partial success has been achieved in services for the people with disabilities. In general, while very limited progress has been made in the studies planned for the participation of citizens with disabilities in socio-economic life, a relative progress has been made in social and cultural activities and studies for the participation of people with disabilities in social life.

Limited progress has been made in the field of sports. Although the targeted rate of 40% in the construction of the sports complex was achieved, the expected participation in sports activities could not be achieved. While the studies aimed to reach 10,000 people, in practice this number remained at 1,741. However, the objectives to provide material support to amateur clubs and schools and supporting individuals who do sports have been achieved to a great extent. Material support was provided to 57 clubs and schools and 4,810 people.

Finally, no significant progress has been made in awareness studies and protective and preventive activities within the scope of preventing substance use and strengthening the participation of addicts in social life. On the other hand, a relative success has been achieved in studies on psychological and social support, health services, and treatment of substance addicts. For example, in 2016, it was planned to refer 50 substance addicts to treatment institutions and follow them, and 39 of them could be done.

4.4. Diyarbakır's multiple identities: Languages, cultures and beliefs

It is aimed to protect, revive and pass on the different languages, cultures and beliefs in the city to new generations, to reproduce the social memory, to build a multicultural and multi-identity city with effective, widespread and accessible cultural and artistic services and productions. In this context, no significant progress has been made in the aim of keeping the historical and cultural memory alive. Routine services in librarianship continued, but the planned capacity increase could not be achieved. While very limited progress has been made in the field of multilingual municipalism and theatre,

the planned work in the field of the city conservatory has been achieved to a large extent. Culture and Congress Centre was completed this year and an important investment in the area of culture and arts was completed.

Very limited progress has been made in studies aimed at keeping the collective memory alive and passing it on to new generations for Diyarbakır's historical and cultural heritage. Progress has been made in the oral history compilations and folklore studies planned within the Cultural Inventory and Documentation Centre. However, some of the activities such as converting the Amed Prison No.5 into a museum, completing the "Armenian" and "Assyrian" sections in the Amed Women's Museum, Mehmet Uzun Museum, and the City Museum, either were not done at all or there were very little progress.

Routine services continued within the activities determined in the area of librarianship service and a total of nearly 70,000 people were served. However, objectives to expand their service capacity were not achieved. For example, while it was aimed to add 50 Kurdish and 500 Turkish books to the library, 1 Kurdish and 17 Turkish books were added in practice. Again, it was planned to establish a library in two districts and to create a library or reading room in the municipality's commercial cafes and tea gardens, but could not be realized.

Within the scope of the objective to reveal, preserve and pass on the cultural values to new generations by providing multilingual services, it was planned to organize the Diyarbakır Book Fair, to publish nine books from Diyarbakır Municipality Culture and Art Publications, and to compile fairy tales for the Fairy Tale House and I Make My Own Toy. Activities except for the last one have been largely achieved. However, there is a discrepancy between the planned activities and the strategic objective. There is no direct contribution of the work done to the transition to multilingual municipalism.

Most of the activities determined within the scope of the development and spread of theatre arts and theatre culture throughout the city were either not done or, even if done, the objectives achieved were very limited. For example, it was aimed to display 50 adult games, but 8 games were performed. Again, the premieres of two children's plays were planned, but no study was conducted on this subject. While it was aimed to reach an average of 20,000 people in the plays, this number remained at 2,770.

The most effective studies in the field of culture and arts were carried out within the City Conservatory. It was planned to give 50 lessons in six departments and reach 300 people. In practice, 728 people were reached in six departments. Again, while 18 courses were planned, in practice, 43 courses were held, and while 350 people were targeted, 1,048 people participated in the courses. The works in the Music Memory Centre have also been carried out to a great extent. As in the previous year, a Kurdish Animation Workshop was

organized this year and while three works were targeted, 12 works were created. However, activities such as opening a new Culture and Art School, creating an artistic space in three districts, establishing a centre where metropolitan artist studios will take place, International Amed Film Festival, Mesopotamia Local Products Fair could not be carried out.

The Culture and Congress Centre, whose construction started in 2015, was completed in this period. However, although it was aimed to start the construction of the Al-Jazari Science and Technology Centre, it was not achieved.

4.5. Women's policies and gender equality

Very limited progress has been made in the area of Women's Policies and Gender Equality. Although important studies have been carried out to protect and support women who have been subjected to violence in general, activities that support gender equality and improve women's participation in economic, social and cultural life have remained at a very limited level within the institution and throughout the city.

The objective to improve gender equality, both within the institution and throughout the city, has been achieved at a very limited level. Three of the five activities aimed at establishing gender equality within the municipality have been partially done, while two activities have never been done. Five goals have been set within the scope of gender sensitive budgeting studies, but none have been achieved. Four activities were determined in the field of Zoning and Urbanism, which are sensitive to gender equality, but three activities other than writing reports on the relevant area were not carried out. In order to develop an approach sensitive to gender equality in transportation services, audits to determine the appropriateness of sidewalks and pedestrian crossings in squares, boulevards, avenues and streets, and reporting on the accessibility of stopping points in the neighbourhoods have been partially carried out. Again, sample practices have been developed, albeit limited, to make social spaces more suitable for the use of women with improvements such as the lighting of parks, hiking trails, streets, placement of sports equipment, the creation of children's playgrounds and study areas in sports complexes, and the creation of baby care and breastfeeding stations. Awareness-raising activities on gender equality took place throughout the city significantly. The main activities in this area are the preparation of multilingual materials for awareness raising, the organization of trainings on gender equality for women and protection of children from neglect and abuse.

It has been ensured that women and their children who have been subjected to violence are put under protection through First Step Station and Women's Shelter, and treatment, psychological support, educational support on different subjects (gender, child education, communication with children, etc.) have been provided.

Various activities have been planned in order to empower women in economic, social, cultural and health aspects. Activities aimed at the visibility and employment of women in economic life has been partially realized. 86 women were employed through vocational training and consultancy services. Again, within the scope of the Purple Flag application initiated to support women's employment, 20 businesses were given flags. On the other hand, it was planned to organize two art courses to increase the visibility of women in cultural life and to ensure the participation of 20 women, but this could not be done. Materials on informative and preventive healthcare services in the field of health have been prepared and distributed. Although 525 people in 35 neighbourhoods were targeted, 312 people were reached in seven neighbourhoods. The planned trainings on hygiene and family planning have not been carried out. Finally, R&D studies are aimed to generate data and information about women's positions in economic and social life and to develop solutions. For this purpose, a field study of 1,400 people in 40 neighbourhoods of four districts and the Women's Amed Forum, where the participation of public and non-governmental organizations will be ensured, are planned. In practice, the Women's Amed Forum has not been organized. On the other hand, the field research was conducted with the participation of 7 districts, 22 neighbourhoods and 1,337 people.

4.6. Environmental, ecological and green areas

In Environmental, Ecological and Green Areas, activities have been planned under eight strategic objectives in order to develop a livable city with parks, gardens and green areas, where nature and natural resources are protected, air, water, soil and noise pollution are eliminated. Most of the activities planned in areas such as solid waste management, excavation management, and green area production have not been carried out. On the other hand, limited control activities were carried out to develop renewable energy resources, to maintain and repair existing parks, gardens and green areas, and to prevent visual and noise pollution. On the other hand, routine work such as cleaning urban areas has continued to a great extent. However, satisfaction surveys conducted in the field of cleaning show that institutional services should be improved in this regard. Finally, the objectives have been achieved to a great extent in social awareness activities planned regarding Environmental, Ecological and Green Areas.

Within the scope of protecting ecological life, creating forest and recreational areas, transforming the Stage II of the Peace Forest to a recreation area, afforestation of the Urban Forest and Hamza Baba Hill, completing the landscape of the Silvan Road and Şanlıurfa Road, and the maintenance and arrangement of the Hilar Caves have been carried out to a large extent.

Planned activities have also been carried out for the municipality to obtain its energy from renewable energy sources. In this context, after the Renewable

Energy Plant implemented in the Sümerpark area, a Solar Power Plant was established in the Provincial Bus Station.

On the other hand, almost none of the activities planned to be established together with the components of the Integrated Solid Waste Management System, which is the most important investment of the city in terms of environmental protection and control, have not been carried out. Activities such as the rehabilitation of the existing solid waste transfer station, the construction of Ergani, Bismil, Hani, Dicle transfer stations, the rehabilitation of the metropolitan, Ergani, Bismil, Dicle solid waste storage areas, and the construction of the Waste Separation Facility were not carried out, although planned. Again, Diyarbakır Integrated Solid Waste Management Project and Sanitary Landfill Construction works have been carried out at a ratio of only 9%.

Limited progress has been achieved in the activities planned with the objective to increase the amount of green space per person. The main works that have been successful in this area are the construction of Fiskaya Park and vertical garden practices. In the construction of parks in the districts, afforestation works throughout the city, the construction of the Gülistan Park, the construction of the New Nursery and Greenhouse Production Area, a progress of 20-36% has been achieved. Mainly, the maintenance, repair and modernization of the existing areas in parks, gardens and green areas were carried out.

It was aimed to control and eliminate the visual, noise and excavation pollution throughout the city. Success has been achieved in the control activities to prevent visual pollution, but an action plan has not been prepared on this issue. On the other hand, while controls were made to prevent noise pollution, the Environmental Noise Action Plan was also completed by 75%. On the other hand, limited progress has been made in excavation works. Although controls were made on this issue, the Excavation Waste Action Plan was not prepared, and only 2% progress was achieved in the construction of the New Excavation Site.

Various studies have been planned with the aim of modernizing the cleaning infrastructure in order to raise the standards of cleaning works in the main arteries. It was aimed to purchase three vehicles in this area, and two vehicles were purchased. Daily cleaning works have been carried out on all streets and an average of 800 tons of solid waste has been disposed per day. However, the satisfaction surveys revealed that the citizens were not satisfied with this service quality. The satisfaction rate of citizens with municipal cleaning services was determined as 18%.

Finally, studies on social awareness on environment and ecology have been substantially completed. Planned activities were carried out in awareness

studies on renewable energy sources, environmental cleanliness, noise, visual and air pollution, waste reduction and waste parsing at source. For example, environmental education was planned for 50,000 students in 50 schools, and in practice, more than 34,000 students were reached in 71 schools. Again, on-site waste parsing was planned in 100 sites, seven shopping malls and 250 public institutions, and in practice, 698 sites, seven shopping malls and 280 institutions and organizations transitioned to waste parsing system.

4.7. Reinforcing the local economy

In the area of local economy, relative progress has been achieved in the fields of improving production, creating employment opportunities and organizing vocational training through the establishment of municipal companies. On the other hand, no significant results have been achieved in activities on supporting cooperatives and reinforcing the local economy through socioeconomic research and consultancy services, supporting agriculture and animal husbandry.

In order to reinforce local economy, it was aimed to revitalize and encourage production, to increase own revenues by establishing municipal companies, and to improve production and employment. In this context, a feasibility report on the development of cooperatives was prepared and meetings were held in 17 neighbourhoods/villages with the participation of 145 people. One fruit garden was established which was planned within the scope of the works. However, the Medicinal and Aromatic Plants Education and Research Park were only 20% complete. Although it was planned to give gardening training to 30 people in total, it could not be achieved.

The activities of establishing the Diyulaş municipal company and employing ten people in order to increase the municipal own-revenues and to reinforce production and employment, as well as the Thermal Facility Project in Çermik have not been carried out. On the other hand, it was aimed to establish four enterprises and employ 100 people within Silvan Gıda A.Ş. (MED A.Ş.) whereas five enterprises were established in practice and 147 people were employed.

A partial progress has been made in activities related to socioeconomic research in order to contribute to the development of Diyarbakır's economy. The activities of preparing the analysis report on the socioeconomic indicators of Diyarbakır, examining and reporting the examples in the field of social economy at local, regional, national and international scale, providing grants and funding sources support for tradesmen and producers, organizing workshops and conferences in the field of economy have largely been carried out. On the other hand, limited progress has been made in areas such as creating and reporting databases of institutions and organizations operating in the city in the socio-economic field, providing support from grants and funding sources for the municipality, and creating new employment opportunities in projects.

In the activities planned within the scope of the objective to contribute to the employment of qualified and unqualified workforce by increasing their professional capacity, the objectives were achieved at a limited level. For example, it was aimed to reach 1,750 people by organizing 85 courses in 26 branches in the Vocational Training Centre. In practice, 34 courses in 26 branches were organized and 739 people attended these courses. However, the target of employing 2% of those who attended the courses was not achieved. Activities were planned to develop cooperation with institutions and organizations in the city for employment purposes, but no progress was made. It was planned to establish vocational training workshops in two districts, organize ten courses in district vocational training centres and reach 200 people. On the other hand, a vocational training workshop was established in only one district, three courses were held and 40 people were reached. Although it was aimed to reach 40 trainees in two terms to teach Diyarbakır cuisine and local dishes, these studies were not conducted.

Finally, no significant results have been achieved in the activities planned within the scope of the objective to support support agriculture and animal husbandry and developing the rural economy. Reports were prepared for the analysis of production rates in the agriculture and livestock sector of Diyarbakır within the region and in Turkey, and meetings were held with various institutions and organizations in order to establish cooperatives in the fields of tuber, bulbous and seasonal flowers, silk production, stone production and fermented fertilizer production, and to support production; villages were also visited. However, no progress has been made as a result of these initiatives.

4.8. Rural development

Rural Development is an area where relative success is achieved compared to other strategic areas. In this context, it is aimed to contribute to the economic, social and cultural development of the rural area, and activities are planned around six strategic objectives. No remarkable success has been achieved in the areas of forced migration, research on the rural economy and the provision of health services in rural areas. However, the objectives set in the works of supporting agriculture and animal husbandry, road construction, maintenance and repair and organizing social and cultural activities in rural areas have been achieved to a large extent.

In the activities planned within the scope of supporting the return of the citizens who have been forcibly displaced, no studies such as making an inventory, reporting on forced migration, preparing an action plan for returning to the village, organizing meetings, conferences, etc. for this purpose have been carried out. However, four villages were identified as pilot villages for returning to the village and return work was initiated. Return

action plans were prepared in these villages; agricultural infrastructure and infrastructure irrigation facilities were built.

The activities planned within the scope of conducting research to determine the socioeconomic structure, agriculture and animal husbandry infrastructure of the rural area and supporting the rural economy were carried out to a limited extent. Activities such as Shepherd House Project, Hevsel Agricultural House Project, *Koçer* culture, mapping and reporting studies on migration routes, benefiting from grant programs, preparing production inventory reports in the fields of raw materials, local resources, agriculture and livestock were not carried out. On the other hand, 70% of the socioeconomic indicator databases of rural areas were prepared, an inventory of 20 seeds was made and the production of five organic products was supported.

On the other hand, activities determined within the scope of supporting agriculture and animal husbandry have been achieved to a great extent. Cooperating with cooperatives and providing technical support, organizing trainings and information activities in the field of cooperatives, providing consultancy support to projects, organizing trainings for improving agriculture and animal husbandry, providing consultancy and information activities in the field of agriculture, animal husbandry and cooperatives in villages with mobile information teams, constructing irrigation facilities and animal drinking water ponds as well as providing materials and technical support for their construction are the main activities that have been successfully completed in this field.

In the construction, maintenance and repair works of rural roads, most of the planned works went beyond the objectives. During this period, the database of rural neighbourhood road networks was completely updated and survey, project and costing studies were completed. On rural roads, 397 kilometres of first floor surface treatment, 520 kilometres of second floor surface treatment, 412 kilometres of stabilized road, 34 bridges and culverts, and 107,000 square metres of locked parquet have been completed.

Within the scope of supporting rural neighbourhoods socially and culturally, it was planned to perform shows in 17 districts with a mobile stage vehicle, but they were not held. On the other hand, a Women Counselling Centre was established in a planned district, a mobile team visited households in rural areas and organized trainings within the scope of women's studies, and the work carried out were reported.

Although relative success has been achieved in the activities planned in the social and cultural field, there has been no significant progress in health services. It was planned to reach 5,000 people by carrying out 18 health screenings in 60 neighbourhoods with a mobile health vehicle. However,

these studies were not conducted. In the field of Preventive Public Health, it was aimed to train 3,000 people in 80 neighbourhoods, but this could not be done. The only work worth noting in this area is spraying activities. With 27 teams, spraying activities were carried out seven times a year in each of 813 rural neighbourhoods.

4.9. Transportation

Within the scope of Transportation Services, activities are planned around four strategic goals. The goals to develop an accessible, ecological, economical, safe and comfortable public transportation system and establish a people-oriented transport infrastructure through pedestrianization and the use of bicycles were realized at a very limited level. While partial success was achieved in improving the traffic flow in the city, road construction maintenance and repairs went beyond the targets.

Limited progress has been made in the planned studies on an accessible, ecological, economical, safe and comfortable public transportation system. The rail systems project, which was planned to develop alternative modes of transportation, was not successful in 2016, as in 2015.

Among the activities planned within the scope of the objective to improve public transportation standards, provincial and district terminals were inspected. However, activities such as transformation of minibuses, improvement of routes in the city centre and creation of new routes were not carried out. The Natural Gas Filling Station, which is planned to develop an environmentally friendly, economical and renewable public transportation system, has been completed.

The Where Is My Bus web and mobile application, which was planned as part of the development of technological infrastructure in the public transportation system, was completed and more than 59,000 people started to use the application. However, the five smart stops application and the works to increase the number of Diyarkart sales points could not be carried out, although planned.

The works planned with the objective to establish the legal infrastructure of commercial public transport, determining, regulating and managing the license plate frame were also carried out at a very limited level. The legislation regarding the registration of bussed training vehicles in the districts, water transport and vehicles providing public transportation between the district centres and the city centre could not be completed. The only work done on this subject is to register 625 vehicles that make public transportation from district centres and neighbourhoods to the city centre.

In this context, two trainings for public transport drivers have been planned

and the participation of 800 drivers has been planned. However, one training was planned and 250 drivers participated.

The activities planned within the scope of pedestrianization and popularizing the use of bicycles, in order to create a human-oriented transportation infrastructure, have not been carried out to a large extent. Project studies for the pedestrianization of Ekinciler Street and its surroundings, the design of the promenade pedestrian paths of the Suriçi and Hevsel Gardens were included in the plan, but were not carried out. A road of 25 kilometres has been planned to expand the use of bicycles, 9 kilometres of which have been completed. The construction of five bicycle parks and the purchase of 100 bicycles were targeted, but neither of them could be achieved.

The Traffic Control Centre, planned within the scope of the use of smart technology systems in order to improve urban traffic flow, has been completed by 70%. 50 smart intersection arrangements were planned and 54 arrangements were made. It was aimed to establish a camera system that can monitor and record live in 130 buses, and in practice, the system was installed in 164 buses. On the other hand, although the infrastructure of the establishment of the Alo Transportation line and the live monitoring of the intersections on smart phones was planned, it could not be performed.

A partial progress has been made in the planned activities within the scope of regulating urban traffic and easing it with administrative improvements. The activities such as revision of the transportation master plan, preparation of the transportation master plan for 13 districts, arrangement of 15 public transportation stops, making turn-outs at 35 stops, organizing turn-outs at 20 stops, gathering urban transportation vehicles under a single roof and establishing the relevant legislation for this purpose were not performed. On the other hand, the goals of establishing a signaling system in ten intersections, producing 3,864 traffic signs, and conducting line studies on the 390 kilometre-long road were achieved to a great extent. Again, 150 new stops were planned, 53 of them were realized. In order to improve the knowledge and skills of primary and secondary school students on traffic, the Traffic Education Centre was planned, but could not be built.

Finally, the activities of building urban and rural roads and ring roads and improving the existing ones were realized with a success rate beyond the objectives. In this context, 22 kilometres of new roads were opened in the central districts, and sub-base and coating procedures were made for the newly opened 30 kilometres of zoning road. The surface treatment of 20 kilometres of new roads in the central districts has been completed. In this period, 15,000 square metres of pavement was built in the city centre and 25,380 square metres of pavement on new roads and pavement repair was completed in an area of 8,111 square metres.

4.10. Public health

Studies on Public Health are planned around five strategic goals. The work planned within the scope of ensuring food safety from production to table, protective and preventive health services and animal care has been completed to a great extent. While routine studies and capacity building activities were carried out in spraying activities, planned activities in the field of developing the institutional cooperation and providing innovations could not be carried out. On the other hand, very limited progress has been made in burial and cemetery services.

In order to ensure food safety from production to table, slaughterhouses have been planned in two districts in the animal markets and slaughterhouse area, and one has been realized. On the other hand, inspection activities have been carried out to a large extent in the neighbourhood markets. Again, workplace inspections planned for the public's access to safe and quality food were carried out with a success rate of almost 100% and the White Flag practice was continued in order to increase consumption awareness and increase hygiene standards in workplaces.

Activities planned within the scope of improving the knowledge and skills of citizens in the field of preventive health in order to prevent diseases have been completed to a great extent. Training on maternal and child health and family planning, health services such as laboratory, radiology, dressing, injection, vaccination, free drug support, local patient transport support, ambulance and mobile health vehicle support have been completed. On the other hand, milk support for pregnant women was planned but not implemented.

Studies planned on burial and cemetery services could not be carried out to a large extent. Establishment of a kiosk system in the Yeniköy cemetery area, extending the use of the Alo 188 cemetery line, and paving stone laying works in the cemetery areas could not be done. In contrast, the new cemetery area is 92% complete.

Routine studies continued in the city centre in the field of spraying. Again, trainings were held in both the Metropolitan Municipality and district municipalities to increase social awareness on the issue and to improve the capacity of the municipalities. On the other hand, activities such as "determination of species" and "development of resistance" aimed at developing the institutional collaborations and providing innovations in the field could not be carried out.

Finally, Animal Shelter works have been carried out in order to ensure animal welfare in the city, to protect animal health and rights, to combat diseases transmitted from animals to humans and to protect public health, and the objectives determined in this regard have largely been achieved. 2,609 animals were registered in the Animal Shelter, and more than 11,000 animals

were provided with services such as vaccination, internal and external parasites, sterilization and surgical intervention. The operating room, mobile vehicles and huts in the Animal Shelter were renewed and the quarantine section was completed. It was planned to give animal huts to 50 sites for the adoption of stray animals, but could not be done. Schools were encouraged to visit animal shelters in order to raise social awareness on animal rights. On the other hand, trainings for employees in places that sell pets and ornamental animals have not been carried out, although planned.

4.11. Our historical cultural assets and tourism

The planned works in order to turn Diyarbakır into a tourism centre in the region have been partially carried out.

Within the scope of the efforts to promote Diyarbakır with its historical, natural and cultural values at local, national and international scale, activities to prepare the Tourism Master Plan, participate in international fairs, organize Diyarbakır Promotion Days outside the province and organize the International Newroz Marathon (*Sur bandı*) were not carried out. On the other hand, the planned Diyarbakır Walls and Hevsel Gardens Symposium were organized, participation was ensured in two domestic international fairs with over 50,000 visitors, and cooperation was developed with 34 organizations in international fairs. Again, the activities planned during the 15-22 April Tourism Week were realized by one third.

Within the scope of providing guidance services and preparing promotional materials, touristic and nature tours for municipality employees, students, local and foreign tourists were organized, and the existing tourist/souvenir inventory was prepared. On the other hand, Amed City Atlas studies, World Heritage Themed Urban Aesthetics Design Workshop, training activities for Suriçi craftsmen were not carried out. It was aimed to print 50,000 materials in six languages whereas 3,500 bilingual materials were printed.

4.12. Disaster management, security and control

Fire department and municipal police services have been planned in the field of Disaster Management, Security and Control. In this context, a moderate level of progress has been achieved in activities regarding taking measures against natural disasters. Objectives in the areas of establishment of hydrants, purchase of search and rescue equipment, training of personnel in search and rescue, establishment of food inspection and distribution teams have been significantly achieved. Again, service was provided to more than 157,000 people via the mobile food truck. On the other hand, activities such as providing volunteer personnel with search and rescue training, training personnel in underwater search and rescue, and pooled studies for physicians and assistant health personnel within the City Council were not carried out.

During this period, two fire stations were renovated, seven fire trucks were purchased, 9,237 students in 56 schools and 562 employees in 18 institutions were trained, and 735 public workplaces were inspected for fire safety.

Within the scope of municipal police services, planned inspection studies have been carried out to a great extent. In this context, workplaces, public transportation vehicles, commercial taxis, heavy tonnage vehicles, state complexes, fuel and LPG autogas stations, sand quarries, mines, concrete plants and workplaces with polluting effects on the city were inspected. In addition, scrap vehicles in the city were pulled, illegal kiosks, peddlers, illegal buildings and beggars were intervened. Purchasing two towing vehicles and two inspection vehicles in the municipal police area was not carried out, although planned.

4.13. Developing the institutional capacity

In order to Develop Institutional Capacity, a significant progress has been made in the objectives of improving administrative processes, strengthening the planning approach, increasing own revenues of the institution, and improving space and vehicle-equipment capacity. However, no significant progress has been made in the goal to transition to an e-municipality.

The activities planned within the scope of the goal to ensure continuous renewal and improvement of administrative processes has been carried out to a large extent. In this context, all activities such as unit-based monitoring and reporting of the strategic plan, organizing meetings for the performance program, monthly monitoring and evaluation of unit activities, preparation of quarterly interim reports, preparation of annual activity reports, revision or re-preparation of labor regulations were carried out. The only work that has not progressed in this area is business process analysis and reporting. Although business process analysis and reporting were aimed at 24 main service units, analyses were completed in five units and reporting was made in only one unit.

The activities planned with the objective to increase the own income of the municipality have been mostly completed. Keeping the records of advertisement taxpayers, their renewal, making accruals and collections, debt screening and reporting of income items quarterly, execution proceedings, taking one targeted terminal and three facilities into the municipality operation, control and supervision of municipal immovables within the area of responsibility that expanded with the Law No. 6360, awareness and information studies on municipal revenues are the main activities completed in this period. Although the allocation of municipal receivables cannot be achieved on the Internet, an infrastructure has been established to send information messages to taxpayers via SMS.

The goals of financial analysis based on budget income and expense realizations to ensure financial discipline in the institution, to ensure high budget realization rates, and to reduce the reserve appropriation budget have been achieved. However, a 20% reduction in the cost of vehicles rented within the municipality has not been achieved. Even though it is aimed to reduce 72 vehicles by 20%, only 3% success has been achieved.

Within the scope of the establishment of an effective and efficient personnel management system, activities such as conducting personnel needs analysis, recording the data of intern students in the data pool of performance information, tracking the economic conditions of the personnel receiving service, and employment of personnel on occupational health and safety were achieved. However, activities such as organizing cultural and social activities for personnel and conducting personnel satisfaction surveys were not carried out. On the other hand, activities towards the construction of a constantly learning institutional structure have been carried out to a large extent. While the trainings planned for the personnel in this field have been completed to a great extent, the objectives determined in the trainings for the managers have been achieved at an average rate of 18%. During this period, it was planned 92 personnel were to be employed in different units, but no progress was made in this regard.

With the expansion of the jurisdiction of the municipality after Law No. 6360, success has been achieved in the planned activities within the scope of meeting the space and vehicle-equipment needs of the new service units. The location of the public relations unit was arranged, and the construction of the Metropolitan Municipality service coordination buildings in two districts was initiated. Again, the Asphalt Worksite Service Building has been completed. In addition, 22 new vehicles were purchased and maintenance and repair of 450 vehicles were carried out.

Finally, very limited progress has been made in the activities planned within the scope of the objective to transition to an e-municipality. Although mobile applications are updated, studies such as the creation of automation database architecture, creation of modules such as accounting, personnel, budget, purchasing, transition to electronic document management system, use of e-signature system, and increasing data storage capacity have not been carried out. On the other hand, the street, avenue and boulevard information was updated and entered into the national address database, camera systems were installed in the institution buildings, and a tracking system was installed for all 50 newly purchased vehicles.

CONCLUSION AND EVALUATION

As in the previous chapter, in this chapter, the institutional documents of Diyarbakır Metropolitan Municipality have been examined and the municipal services performed in 2016 have been analysed and a table regarding performance results has been presented. As a result of the analyses, nine main points can be highlighted:

1. Like the 2015 Performance Program, the 2016 Performance Program has also been created largely depending on the 2015-2019 Strategic Plan. The strategic goals and strategic objectives in the 2015-2019 Strategic Plan were also included in the 2016 Performance Program without temporal prioritization. A performance program was prepared by screening and downscaling the activities in the strategic plan. In this sense, the strategic areas included in the strategic plan were included in the performance program, and the budget distributions on the basis of strategic areas mostly determined the performance program.

2. As in the previous year, annual planning studies were prepared with a process limited to institutional information, and no remarkable structure and mechanism for the participation of different actors in the city was built. Accordingly, an external performance program monitoring and evaluation structure or mechanism has not been established.

3. In 2016, 541.96 million TL of revenue was generated, and an action plan corresponding to approximately 646.32 million TL of expense was issued. In other words, an expense by 19.25% more than the actual income is anticipated. In the budget distribution, most resources were transferred to Rural Development, Transportation Services and Environmental, Ecological and Green Areas, respectively. 62.04% of the budget is divided into these three areas. In addition, the Rural Development budget is mainly devoted to the construction, maintenance and repair activities of rural roads. In this sense, the budget share allocated to the transportation area alone is over 40%. These three areas are followed by; Diyarbakır's Multiple Identity (9.27%), Social Services/Social Policies (6.68%) and Public Health (5.82%).

4. Considering the implementation results, it is seen that almost half of the objectives determined have been achieved in general. The realization rate of the performance targets determined within the scope of the strategic objectives was calculated as 51.68% for the whole organization. The performance calculation system used by the institution is based on the number of activities. In this sense, it is controversial whether it reflects institutional success or not. This is because activities differ in terms of duration, budget and social impact and in this sense they require weighting. However, detailed examinations also confirm that the performance results are not good.

5. In 2016, as in 2015, assertive and unique goals and objectives in different areas were determined in addition to traditional municipal services. However, limited activities have been identified at the operational level, despite assertive goals and objectives. In addition, the planned activities were carried out at a very limited level. Limited progress has been made in the fight against violence against women and in pluralist identity politics, which open up some space for Kurdish, although partially. On the other hand, very limited studies have been conducted in the area of citizens' participation in local services, the local economy, and a zoning and urbanism practice based on multi-level decentralization.

6. Unlike 2015, there has been a remarkable decrease in culture and arts works and works aimed at preserving historical and cultural heritage. This situation shows that the city conflicts that took place in Suriçi covering the end of 2015 and the first six months of 2016 had a negative impact on the works, especially in these two areas. Urban conflicts, which had a negative effect on the works in all areas, brought the culture, art and tourism works to a halt.

7. In 2016, the area where the municipality was most successful is road construction, as in 2015. The activities planned in the field of road construction, maintenance and repair both in rural areas and in the city centre have been realized at a rate of almost 100%. As in 2015, a road-weighted institutional structure and approach prevailed in the municipal services in Diyarbakır in 2016. Again, institutional resources have been mostly transferred to road construction, maintenance and repair works.

8. Despite the fact that Environmental, Ecological and Green Areas are among the priority service areas in both the municipality's discourse and the strategic plan, the success of the municipality in this area in 2016 was quite limited. Despite the allocation of 18.61% of the investment budget for this area, very limited progress has been made in creating new green areas, apart from the management and renewal of existing green areas. On the other hand, while solid waste management has a strategic importance in protecting the environment, the least progress has been made in this area in the 2016 Performance Program. Most of the work planned in the field of solid waste management has not been carried out.

9. As in 2015, the innovation and creativity capacity of the municipality remained at a rather limited level in 2016, as well.

CHAPTER FOUR

FROM PLAN TO ACTION: TRUSTEE PERIOD

2017 Municipal Services

Introduction

Diyarbakır Metropolitan Municipality Co-Mayors Gültan Kışanak and Fırat Anlı, who were elected as candidates of the Peace and Democracy Party (BDP), a component of the Peoples' Democratic Party (HDP), with 55.1% of the votes, were arrested on 31 October 2016. Immediately after the co-mayors were arrested, on November 1, 2016, Ankara Etimesgut District Governor, Cumali Atilla was appointed as a trustee to the Metropolitan Municipality by the Ministry of Interior.

After the failure of the 2013-2015 Resolution Process, which created great hopes in society for a peaceful and democratic solution to the Kurdish issue, violence has once again become the main dynamic that determines the formation of the issue. The conflicts, which resumed at the end of July 2015, started from the Varto district centre of Muş on August 16, 2015 and spread to the urban areas, and these urban conflicts continued until May 2016. However, curfews continued for months at partial levels in most districts.

The city conflicts in Diyarbakır first started in the city centre of Silvan district, which is about 80 kilometres from the city centre, in August 2015 and continued from time to time until November 14, 2015. The conflicts in Silvan ended without large-scale destruction as a result of the attempts of various mediators. The second biggest city conflict after Silvan took place in Sur district, which is the historical centre of Diyarbakır. The conflicts that intensified with the curfew that started on November 28, 2015, when Diyarbakır Bar Association President Tahir Elçi was killed, lasted 102 days. The conflicts ended on March 9, 2016, and the curfews were partially lifted on March 13, 2016. During the curfews that lasted for months after the conflicts, six neighbourhoods where the clashes intensified were completely destroyed. New construction projects in the said area continue at the disposal of the central government and without the participation of local actors.

While the effects of the loss of lives and the social and political seisms caused by the city conflicts in Diyarbakır and the surrounding provinces continued, a military coup attempt took place on July 15, 2016. The coup attempt failed due to the resistance of the people and the elected administration. However, the State of Emergency (OHAL), which was declared on July 20, 2016 and lasted for two years, dealt a major blow to Turkey's already limited democratic

accumulation. During this period, the political sphere and the civil sphere were largely abolished and the Kurdish issue was re-established within the framework of the traditional “terror” and “security” policies of the state.

With the Decree Law No. 674 published under the State of Emergency, the president was given the authority to appoint trustees to municipalities. With this authority, since September 11, 2016, trustees have been appointed to 94 of 102 municipalities under the administration of the Democratic Regions Party (DBP)¹, which also includes Diyarbakır Metropolitan Municipality. Dozens of elected politicians, including HDP co-chairs Selahattin Demirtaş and Figen Yüksekdağ, Diyarbakır, Mardin and Van Metropolitan Municipality co-chairs, were arrested.

The new administration, led by the trustee appointed to Diyarbakır Metropolitan Municipality, started the process of preparing a new strategic plan on 15 November 2016 and completed the 2017-2021 Strategic Plan on March 9, 2017. The plan in question was approved by the Municipal Council on April 4, 2017 and entered into force. Performance programs for 2017 and 2018 were prepared in line with the new strategic plan.

In this and the next chapter, the work done by the trustee management in 2017 and 2018 is addressed, respectively. The works in question were analysed using the same method used when dealing with Kışanak and Anlı periods. The performance results of the municipal services for each year were evaluated based on the performance program, activity report and annual strategic plan monitoring report prepared by the Strategy Development Branch Directorate depending on the strategic plan.

In this context, first of all, the performance program planning process, which is the annual plan associated with the municipality’s institutional goals and budgeted accordingly, was examined in terms of strategic goals and objectives, budget allocation and monitoring and evaluation mechanisms. Secondly, the overall performance results were analysed. Thirdly, major works/activities/projects in the aforementioned year were summarized. Finally, performance results were discussed in detail, based on seven strategic areas determined by the municipality.

1. 2017 PERFORMANCE PROGRAM

With the renewal of the strategic plan in 2017, the previously prepared performance program for 2017 was abolished and a new program was prepared. Both 2017 and 2018 performance programs are based on the 2017-2021 Strategic Plan. The 2017 Performance Program is analysed below within the

¹ Peace and Democracy Party later changed its name as Democratic Regions Party (DBP)

framework of the planning process, strategic goals and objectives, budget allocation, and monitoring and evaluation process.

1.1. Planning process

The 2017 Performance Program was prepared on the basis of in-house information only, without the participation of external stakeholders, as in 2015 and 2016. As in the previous planning periods, a performance program was created with a partial screening of the activities in line with the strategic goals and objectives included in the strategic plan. In addition, the prepared performance program was shared with the public, opening a space for public inspection.

1.2. Strategic goals and objectives

When the 2017 Performance Program is examined at the level of strategic goals and objectives, as seen in Table 4.1, all 25 strategic goals and 63 strategic objectives in the 2017-2021 Strategic Plan were included in the 2017 Performance Program. A partial elimination was made at the level of activities. 391 of the 459 activities in the five-year plan were included in the 2017 Performance Program. This shows that, as in the 2015-2019 Strategic Plan and the following two-year performance programs, there is no temporal prioritization in the 2017-2021 Strategic Plan and the 2017 Performance Program at the level of strategic goals and objectives. In other words, the strategic goals and objectives in the plan have been continuous throughout the five-year period without any prioritization.

Table 4.1: Strategic goals and objectives in 2017-2021 Strategic Plan and 2017 Performance Program

	Strategic Areas	2017-2021 Strategic Plan		2017 Performance Program	
		Strategic Goal	Strategic Objective	Strategic Goal	Strategic Objective
1	Transportation Services	3	7	3	7
2	Environmental Services	3	9	3	9
3	Zoning and Urbanism	3	4	3	4
4	Health and Social Services	9	17	9	17
5	Culture and Tourism	2	7	2	7
6	Disaster Management and Urban Control	2	5	2	5
7	Reinforcing Institutional Structure	3	14	3	14
TOTAL		25	63	25	63

1.3. Budget allocation

The total budget projected for the 2017 Performance Program is 845.13 million TL. This figure includes not only the budget of the activities included in the performance program but also the total of other items such as administrative expenses and personnel salaries. In this sense, different from the previous year, there was no separate budgeting based on activity.

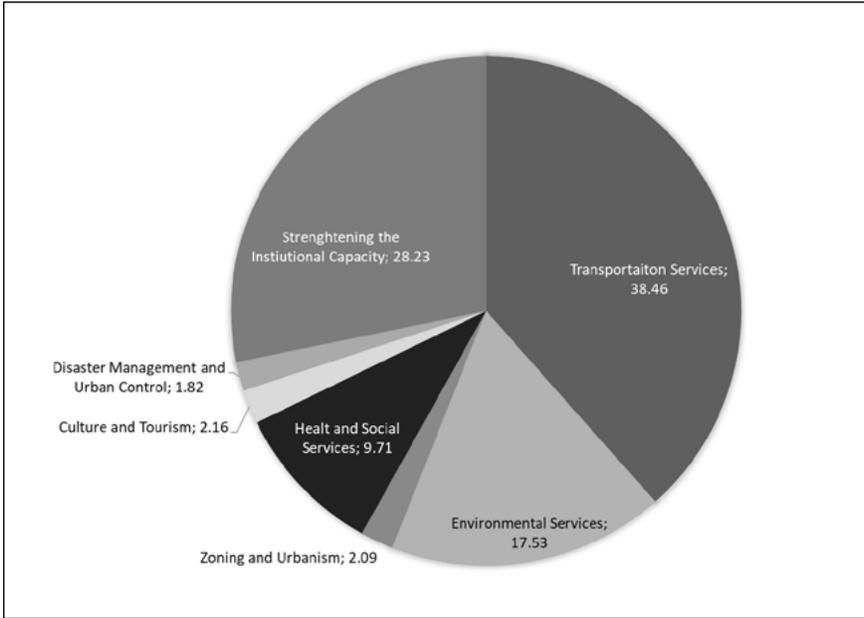
Looking at the distribution of the budget in seven strategic areas, it is seen that there is a table similar to the budget allocation of the 2017-2021 Strategic Plan. Seven strategic areas/axes have been determined in the 2017-2021 Strategic Plan. Accordingly, within the total budget, Transportation Services received 43.03%, Reinforcing Institutional Structure 29.09%, Environmental Services 13.93%, Health and Social Services 8.43%, Zoning and Urbanism 1.93%, Culture and Tourism 1.83%, and Disaster Management and Urban Control 1.76% of the total budget. In Transportation Services, which received the highest share, resources are mainly allocated to road construction, maintenance and repair works.

As can be seen in Table 4.2 and Chart 4.1, the table in the 2017-2021 Strategic Plan budget is also reflected in the 2017 Performance Program budget. In the activities envisaged for 2017, the main budget is again reserved for Transportation Services. Although the share allocated to Transportation Services decreased from 43.03% to 38.46%, the predominant place of Transportation Services was preserved in the municipal works. Reinforcing Institutional Structure, Environmental Services, Health and Social Services followed Transportation Services. The high ratio of the budget allocated to Reinforcing Institutional Structure compared to other areas is mainly due to the fact that it also includes personnel expenses. The partial increase in the shares allocated to Environmental Services and Health and Social Services has largely been possible with the decrease in the share allocated to Transportation Services.

Table 4.2: Budget allocation according to strategic areas in the 2017 Performance Program

Strategic Areas	Budget (TL)	Share (%)
Transportation Services	325,077,000	38.46
Environmental Services	148,112,000	17.53
Zoning and Urbanism	17,655,000	2.09
Health and Social Services	82,040,000	9.71
Culture and Tourism	18,240,000	2.16
Disaster Management and Urban Control	15,416,000	1.82
Reinforcing Institutional Structure	238,592,000	28.23
TOTAL	845,132,000	100.00

Chart 4.1: Budget allocation according to strategic areas in the 2017 Performance Program (%)



1.4. Monitoring and evaluation

As in the previous two performance programs, only in-house processes are envisaged as a monitoring and evaluation mechanism in the 2017 Performance Program. The strategy development unit drafted a strategic plan monitoring report for 2017 as in previous years. However, no participation mechanism is envisaged for other actors of the city such as citizens, mukhtars and non-governmental organizations to monitor and evaluate the performance program. Unlike the 2015-2019 Strategic Plan, the issue of monitoring and evaluation is discussed under a separate heading in the 2017-2021 Strategic Plan. Evaluation meetings are envisaged in the plan in order to receive the opinions and suggestions of citizens and non-governmental organizations during the preparation process of annual performance programs. However, this issue included in the strategic plan was not taken into account in the 2017 planning process.

2. OVERALL PERFORMANCE RESULTS

The total budget planned for the 2017 Performance Program is 845.13 million TL. However, the revenue realized in 2017 was 641.61 million TL, in other words, an expense as much as 31.72% of the revenues is projected. In practice, the total expense was 678.52 million TL.

As in the previous two years, budget realizations in 2017 were not kept according to strategic areas. However, monitoring and recording of budget realizations on the basis of main service units and budget items was kept. Goods and service purchases constitute 43.32% and capital expenses constitute 38% of budget expenses. Personnel expenses were realized as 12.06%. As underlined in the previous sections, personnel expenses have an important place in purchases of goods and services. This is because in many units such as parks, gardens and green areas, environmental protection and control, transportation and support services, the personnel producing municipal services are employed through service purchases. For example, in 2017, the number of municipal personnel was 1,139, including 692 civil servants and 447 workers, while the number of personnel employed through service procurement was 2,538. In other words, more than twice the employees of the municipality provide municipal services through private enterprises through service procurement.

All of the 25 strategic goals and 63 strategic objectives included in the 2017-2021 Strategic Plan were also included in the 2017 Performance Program. On the other hand, while there were 459 activities in the strategic plan, 391 activities were included in the performance program. According to the 2017 Strategic Plan Evaluation Report prepared by the Strategy Development Branch Directorate, 215 of 391 activities (54.99%) were completed, 106 (27.11%) activities started but could not be completed, and 70 (17.90%) activities were not done. In this study, the overall success rate on the basis of strategic objectives was calculated as 65.49%. Table 4.3 shows the general performance results of 2017 applications.

Table 4.3: General performance indicators of 2017 applications

Total budget projected in the Performance Program (TL)	845,132,000,00
Net income (TL)	641,606,021,37
Total expense of units (TL)	678,521,133,30
Budget realization rate (%)	80.29
Number of activities planned	391
Number of activities completed (with a target of 100% and above)	215
Proportion of completed activities (%)	54.99
Number of activities that have started but are not completed	106
The proportion of activities that have started but are not completed (%)	27.11
Number of activities not done	70
The proportion of activities not done (%)	17.90
Overall success rate (%) based on strategic objectives	65.49

The 2017 Activity Report and the Strategic Plan Monitoring and Evaluation Report do not contain data suitable for performance measurement according to the number of activities based on main service units. In addition, a strategic objective-based performance measurement was made in each strategic area determined. Accordingly, the most successful area among strategic areas was Disaster Management and Urban Control with 81.60%; this area was followed by Reinforcing Institutional Structure and Health and Social Services with 75.5% and 75%, respectively. While the success rate in the area of Zoning and Urbanism was 61.75%, the success rate achieved in Environmental Services and in Transportation Services was 61.89% and 48.14%, respectively. The area with the lowest success rate in 2017 was Culture and Tourism with 35%. Performance results on the basis of strategic areas are presented in Table 4.4, taking into account the budget shares.

Table 4.4: Performance results by strategic areas, 2017

Strategic Areas	Budget Allocated to the Area (%)	Success Rate (%)
Transportation Services	38.46	48.14
Environmental Services	17.53	60.50
Zoning and Urbanism	2.09	61.75
Health and Social Services	9.71	75.00
Culture and Tourism	2.16	35.00
Disaster Management and Urban Control	1.82	81.60
Strengthening the Institutional Structure	28.23	75.50
Overall Success Rate Based on Strategic Objectives		65.49

3. MAJOR WORKS/ACTIVITIES/PROJECTS

The activity report format used in the previous two years was also used in 2017 with minor changes. Using a binary data set, the activities performed on the basis of units were first summarized, then the performance results were evaluated and digitized on the basis of seven strategic areas. Unlike 2015 and 2016, the performance results of the activities in the 2017 Activity Report were coded in four categories (low, normal, successful, high) and digitized at the level of strategic goals. Although the said calculations were made in 2015 and 2016, the related results were not included in the activity reports presented to the public. The major works/activities/projects in 2017 on the basis of units are listed in Table 4.5.

When the table is analysed, it is seen that the level of opening new areas and making investments is limited compared to the previous two years. However, significant progress has been made in many areas.

The most important work in the area of Transportation Services is that the capacity of the public transport fleet was increased with 22 buses purchased. During this period, 2,063 bicycles were distributed to children and young people, especially the students who passed the TEOG exam, with the aim of popularizing the use of bicycles. In Transportation Services, the most important investment that draws attention is road construction. More road works were carried out in 2017 compared to previous years. In total, 1,239 kilometres of asphalt road (first and second floor surface treatment) and 172 kilometres of stabilized road were built. In this context, Ahmet Arif Street was opened after completion, and Mesopotamia Boulevard was completed. In addition, an asphalt laboratory was established.

Considerable progress has been made in the field of Environmental Services. Ahmet Arif Park, City Square, Theme Park, Green Belt projects are the most important projects completed in this period. With these projects, a significant increase has been achieved in green areas including social facilities, especially in Diyarbakır city centre.

The 50-kilometer irrigation canal, which was built within the framework of rural development activities within the scope of Environmental Services and serving 1,184 households, set a new example of work in the field of municipal services.

The construction of 46 sports facilities in the field of Social Services, the opening of Ben ü Sen and Yeniköy Women’s Life centres and Mother-Child Health Centre, the creation of a Children’s Street and the Welcome Baby Project are worth noting.

Completion of 1/25,000 Master Development Plan in the field of Zoning and Urbanism should be noted as an important success.

The major works/activities/projects in 2017 are presented in Table 4.5.

Table 4.5: Major works/activities/projects in 2017

<i>Press and Public Relations</i>
NGOs and Mukhtars Branch Directorate was established under the Department of Press and Public Relations.
<i>Civil Works</i>
Office Underpass was renewed.
46 sports facilities were built.
<i>Youth and Sports Services</i>
International civilizations bicycle tour was held.

Zoning and Urbanism
1/25,000 Master Development Plan was completed.
Women and Family Services
Ben ü Sen Women's Life Centre was opened.
Yeniköy Women's Life Centre was opened.
Rural Services
An orchard was established on an area of 37 decares.
An organic fruit garden of 350 decares was established by distributing 11,805 walnut, almond, cherry and pistachio saplings in Lice district.
An irrigation water channel for agricultural irrigation was built in 15 neighbourhoods with a length of 50.4 kilometres and serving 1,183 households in total.
Parks and Gardens
Ahmet Arif Park with an area of 50,000 square metres was built.
City Square with an area of 67,000 square metres was built.
34,000 square metres of Theme Park works started.
The 80,000 square metre Green Belt Project started.
Health Works
Mother and Child Health Centre was opened.
Social Services
Children's Street is completed.
"Welcome Baby" support was provided to 23,312 families.
52 courses were opened within Diyarbakır Metropolitan Municipality Art and Vocational Courses (DISMEK) and 826 trainees benefited from the courses.
Transportation
The public transportation vehicle fleet was expanded by purchasing 22 buses.
Bicycle paths were built on the streets and boulevards, and a total of 2,063 bicycles were distributed to children and young people, especially the students who passed the TEOG exam.
Road Construction and Infrastructure Coordination
The 1st and 2nd floor surface treatment of 1,239 kilometres of roads in 17 districts was made.
173 kilometres of stabilized road was built.
Ahmet Arif Street was completed and opened for use.
Mesopotamia Boulevard is completed.
Asphalt Laboratory was established.

4. PERFORMANCE RESULTS BY STRATEGIC AREAS

The 2017 Activity Report was prepared on the basis of the performance results of the work carried out in seven strategic areas determined in the performance program. Detailed analyses for each strategic area are presented below.

4.1. Transportation services

In the field of Transportation Services, where limited progress has been made, the overall success performance on the basis of the number of activities is calculated as 48.14%. In other words, about half of the planned activities have been carried out.

In the area of transportation, activities are planned around three strategic goals. Three objectives have been determined within the scope of the goal to provide accessible, environmentally friendly, economical, safe and comfortable transportation services. There has been very limited progress in the activities planned in line with the objective to implement environmentally friendly, economical, alternative transportation systems and public transportation modes. It was aimed to implement the Light Rail System Project, but only the technical specification could be prepared in this regard. A CNG and fossil recording station has been planned for municipal buses, but no progress has been made in this regard. While the objective of 14 bicycle stations was not achieved in order to popularize the use of bicycles, 2,063 of the planned 3,000 bicycles were distributed. In addition, 38 buses were targeted but 22 vehicles were purchased.

No significant progress has been made in raising standards in the public transportation system and in providing safe, comfortable and accessible services. Apart from routine services, the transformation of minibuses operating in the city centre could not be achieved. The objectives in the arrangement of public transportation routes and the creation of new routes have been half achieved.

Within the scope of modernization of technological infrastructure in Transportation Services, construction of two air-conditioned stops and 25 smart stops was aimed. In practice, while air conditioners were installed in eight stops, there was no progress in the construction of smart stops. While the aim was to provide Internet service in 35 buses, the system was established in 90 buses. On the other hand, with regard to expanding the use of Diyarkart, it was aimed to establish 23 new sales points, 12 of which were realized. The activities planned with the aim of regulating the legal infrastructure in Transportation Services and increasing the awareness of the citizens benefiting from the service have not been carried out.

Within the scope of planning and implementing an ergonomic transportation infrastructure, improvements in the regulation of urban traffic, pedestrianization and traffic management are targeted. However, no significant progress has been made in this area. In the planning, it was aimed to arrange seven signaling systems and 150 stops, whereas in practice, four signaling systems and 67 stops were arranged. In addition, the planned high-reserve storey car park project has not been made. The only remarkable achievement in this area is the production and assembly of traffic signs.

Finally, a partial progress has been made in the creation of smart technological systems, management and direction of traffic in order to improve and develop the physical infrastructure of the transportation system. The construction of the Traffic Control Centre has been completed, and the routine work of the Transportation Coordination Centre (UKOME) has been continued. However, the Alo Transportation line could not be established. On the other hand, although an online monitoring and recording system was planned for 38 vehicles, the system could be installed in only 11 vehicles.

A relative success has been achieved in the objectives to construct urban, rural neighbourhoods and ring roads, and to maintain and repair existing roads. Construction of zoning roads in the central districts, and completion of road superstructures and pavement works were mostly achieved. Again, the objectives in the asphalt renewal, maintenance and repair works in the city centre, the construction, maintenance and repair works of the neighbourhood roads in rural areas and the works of the overpass, underpass and street arrangement were achieved to a great extent. However, the planned median, landscape, road and intersection arrangements remained largely unfinished. Although it was planned to build a bus terminal in Kulp, Bismil and Hani districts, only Bismil Bus Station has been completed.

4.2. Environmental services

Compared to Transportation Services, a better performance was displayed in Environmental Services in 2017, and 60.5% success was achieved on an activity basis. While an unsuccessful performance has been achieved in environmental protection and control areas, remarkable progress has been made in parks, gardens and green areas. A mediocre picture emerged in the works aimed at achieving rural development by supporting agriculture and animal husbandry.

Three strategic goals have been determined in this area. First of all, within the scope of protecting nature and natural resources, preventing environmental pollution, collecting, transporting and disposing of wastes in the city with appropriate methods, the objective to provide the energy consumed by the institution from a renewable energy source has been significantly achieved. In this context, renewable energy production, which generates an income

of more than 450,000 TL per year, has been achieved, and social awareness raising efforts have been continued with the Solar House. In addition, two feasibility studies were conducted for investment purposes.

On the other hand, very limited progress has been made in raising awareness about the disposal of waste in the city by separating it at the source and reducing the amount of waste generated. None of the projects such as; the rehabilitation of the transfer station and landfill of the Metropolitan Municipality, the completion of the Diyarbakır Integrated Waste Management Project, the construction of a sanitary landfill, the construction of Ergani, Bismil, Hani and Dicle waste transfer stations, the rehabilitation of Ergani, Bismil and Dicle solid waste storage areas, the Waste Separation Plant, or the Ecology Park have been carried out. In the area of solid waste management, activities were carried out to transport the waste collected by the district municipalities to the landfill and to collect medical waste. In addition, awareness studies were carried out on parsing at the source.

Relatively good progress has been made within the scope of the objective to prevent environmental pollution and take preventive actions for this purpose throughout the province. Inspections regarding noise pollution and excavation have been made to a great extent. Again, the noise map has been created. However, although the construction of the Earthwork Storage Area, which is an important investment, was planned, it could not be done. Again, the cleaning works of the routine main arteries were achieved to a great extent.

The second strategic goal was to develop a livable city with modern parks, gardens and green areas. The works planned in this area were completed to a great extent. Most of the works such as Theme Park, Hamravat Park, Life Park for the elderly, Yeni Hal Junction and Mahabad Junction landscaping works, the arrangement of the Silvan Road clover junction and the City Square, which are planned to increase the amount of green space per person, have been substantially completed. Two vertical garden applications determined within the scope of this objective have not been implemented. The objective to preserve and modernize the existing green areas has also been achieved significantly.

The objective to stimulate and promote plant production has been achieved by 98%. In this context, 200 people were trained on gardening, and the production of saplings, bushes and flowers was realized.

Finally, in the field of Environmental Services, it was aimed to add value to agricultural and animal production for rural development. A mediocre picture has emerged in studies in this area. The objectives in the construction, maintenance and repair of irrigation and livestock drinking water ponds, embankment and agricultural irrigation canals, and the establishment of

fruit and vegetable gardens have been achieved at a very limited level. The Ecological Village Project, the development and support of cooperatives in agriculture and animal husbandry, and the organization of the local product festival have not been implemented. On the other hand, the activities of organizing training activities for farmers and producers, supporting and developing organic agriculture and adding brand value to products, protecting chestnut and pistachio trees and expanding their cultivation have been completed to a great extent.

A majority of the work planned within the scope of the objective to revive livestock and support the production of organic products has not been carried out. No progress has been made in supporting beekeeping; ensuring and developing organic honey production. Also, with the aim of developing silkworm farming, it was planned to construct five feeding houses and distribute 40,000 feeding hangers. However, while feeding houses were not built, 20,000 hangers were distributed.

4.3. Zoning and urbanism

Activities have been planned under three strategic purposes in the field of Zoning and Urbanism. While limited progress has been made in planning studies, objectives in the field of urban transformation have been achieved to a great extent. However, no activity has been carried out within the scope of preserving historical and cultural heritage. The success rate achieved in the field of Zoning and Urbanism was calculated as 61.75% on the basis of the number of activities.

In order to ensure that the planned development of the city is balanced, holistic, sustainable and innovative, the activities of completing the 1/25.000 Master Development Plan, licensing the infrastructure works and ensuring the control and coordination from a single centre have been largely achieved. On the other hand, very limited progress has been made in the preparation of 1/5.000 Master Development Plans in district centres. While ten districts were targeted, studies were completed in four districts. Again, no work has been done on the creation of city squares and the arrangement of underground bazaars. On the other hand, expropriation activities have been completed as a whole in areas where institutional project constructions are required. In this context, the expropriation procedures determined in order to open the axis connecting Ahmet Arif Street and Rizvan Ağa Street and Turgut Özal Boulevard have been completed.

The second objective was the arrangement of areas that need spatial transformation. In this context, the field study covering approximately 900 households has been completed. However, an implementation in this area has not been planned for the year in question.

Finally, it was aimed to preserve cultural heritage by protecting, promoting and sustaining historical and cultural assets. None of the studies planned in this context have been carried out. Çiftehan, historical mills and preparation of survey, restitution and restoration projects of a registered building in at least one district, and bringing historical fountains into daily life are the main activities not carried out in this context.

4.4. Health and social services

Activities in the area of Health and Social Services are planned around nine strategic goals and 17 strategic objectives. Health and Social Services, which is an area that includes both broad and different elements compared to other strategic areas, is one of the areas where relative success was achieved in 2017. According to the activity-based performance result, the planned objectives in this area were achieved at the rate of 75%

Firstly, it was aimed to carry out protective and preventive activities for disadvantaged groups and to increase the quality of life and social welfare of those concerned on the basis of equal rights and opportunities. In this context, works such as in-kind and cash aids, catering fountain, Ramadan tents, clothing bank, Welcome Baby Project, condolence houses, guest house and personal support for the elderly have been successfully completed. In Superpark Social Services Campus, the objectives to provide social, vocational and technical trainings and awareness-raising activities have almost all been achieved.

Significant progress has also been made in studies for children and women. Awareness activities regarding child labor and abuse, lesson and exam preparation support for children, organization of social, cultural and artistic workshops, children's play rooms and nursing homes, children's summer camp are the activities carried out in this period. The most important success achieved in this area is the construction of 45 district sports fields and swimming pools.

The works intended for people with disabilities have also been realized to a great extent. Training activities for people with disabilities, psycho-social support and counselling services, hobby workshops, sign language training for individuals without disabilities, increasing the audio library capacity, organizing sports festivals, maintenance and repair of wheelchairs, and shuttle bus services to strengthen the participation of people with disabilities in social life are the main activities where relative success has been achieved in the area.

Secondly, a partial progress has been made in the activities planned within the scope of providing sports opportunities for the improvement of the physical health of citizens living in the city. Organizing sports activities in neighbourhoods with limited access to sports, doing sports in open spaces with the help of trainers, and providing regular trainings in sports centres are

areas of success. On the other hand, very limited progress has been made in the activities planned for the organization of national and local sports organizations and the assistance of sports equipment to amateur sports clubs and school teams. While it was aimed to help 50 clubs and 50 schools, in practice, help was provided to two clubs and 12 schools.

Thirdly, limited progress has been made in the activities planned within the scope of reducing the addiction rate by preventing substance use and ensuring the participation of addicts in social life. Field research activity on substance addiction has not been conducted. Awareness and sensitivity studies on the subject were carried out by one third. On the other hand, activities such as providing psycho-support services to risk groups and working with mobile teams in abandoned areas have been completed.

Fourth, limited progress has also been made in activities determined within the scope of increasing women's participation in social and economic life. Efforts to raise public awareness on the subject throughout the city have largely failed. The works in the areas of violence against women, protecting children from negligence and abuse, Women's Human Rights Education Program (KİHEP), developing cooperation with other provincial and district municipalities on the subject were not carried out. Again, with the aim of increasing the participation of women in social life, none of the works aimed at creating women-friendly solutions in city planning and building architecture have been implemented throughout the province. On the other hand, relative success has been achieved in the activities planned within the scope of the target of protecting women at risk and strengthening their re-participation in life. Counselling activities for women, women's shelter and first step station services continued in this period as well. Efforts to strengthen women's employment have been substantially carried out. Women's Employment Development Centre (KİGEM) works have been carried out, and the space and furnishing needs of units that provide services for women and families have been met.

Fifth, training, support and consultancy services have been planned to ensure that tradesmen and producers have access to grants, national and international funds within the scope of reinforcing urban economy. While no significant work has been done on access to grant and funding sources, all training for production and employment has been carried out. In this context, cooperation was made with 19 tradesmen and manufacturers, 180 people were trained in textile technologies and ready-made clothing, and 75 people were employed. In addition, 54 people received applied entrepreneurship training.

Sixth, it was aimed to ensure food safety from production to table for the health and living comfort of the public, and the audit work planned within this scope was largely completed. Studies such as arranging areas for sacrifi-

cial slaughter and controlling existing areas, licensing, developing cooperation between relevant institutions for food inspection, conducting inspections in food production and sales areas, and rehabilitation of neighbourhood markets have been successfully completed. Again, all of the training and awareness activities planned to develop consumption awareness and spread the White Flag application throughout the province were carried out. During this period, the construction of a slaughterhouse in a district was planned but not done.

Seventh, it was aimed to provide protective, preventive and supportive services in the area of health, and planned activities were carried out to a large extent. In this context preventive health services were provided by the health centre, mobile health vehicles and health trainings were organized, non-prescription drug support was provided, patient transport support was provided, and health screenings were carried out in rural neighbourhoods with a mobile health vehicle. As a preventive health service, routine spraying activities were carried out in accordance with the determined objectives.

Eighth, it was aimed to provide burial services in accordance with religious and cultural values, and the construction, maintenance and repair of cemeteries, condolence houses and places of worship. A remarkable success has been achieved in the works planned in this context. In addition to routine work, landscaping was provided in 54 cemeteries.

Finally, observing the rights and welfare of animals, the care, health care and treatment of animals have been made to a large extent. A total of 15,794 animals, 12,465 in the Animal Shelter and 3,329 in mobile vehicles, were cared for, the shelter was partially renovated during this period, and materials were produced and distributed in order to create social awareness.

4.5. Culture and tourism

Culture and Tourism was the most unsuccessful field in 2017. In this context, activities planned within the scope of two strategic goals and seven strategic objectives were realized only by 35%.

Activities determined within the scope of protecting, reviving and transferring different languages, cultures and beliefs in Diyarbakır to new generations and providing effective, widespread and accessible cultural and artistic services were carried out at a very low rate. Activities planned within the scope of the objective to keep the cultural memory alive and transfer it to new generations have not been carried out except for routine service purchases.

Although it was aimed to develop and expand the library capacity, no steps have been taken apart from routine library service. The works such as book fair, book publishing, organizing activities in literary genres, creating a “4

Seasons Diyarbakır” photo archive in all aspects, which are planned within the scope of revealing, preserving and passing cultural values on to new generations, were not carried out.

Half of the work planned in the area of theatre has been carried out. Organizing a theatre festival and an opera show, exhibiting plays belonging to independent theatre groups, and writing a play script, were not organized. On the other hand, activities such as organizing theatre trainings and displaying plays of amateur groups were performed.

Approximately half of the activities determined within the scope of the objective to keep the city culturally alive with artistic events and organizations were carried out. 342 people attended the trainings in 17 workshops within the conservatory. Music Memory Centre studies have continued to a great extent. 12 national and international exhibitions were opened, 192 cinema screenings were held and seven music festivals were organized.

On the other hand, no significant progress has been made in the activities of organizing activities within the scope of the children’s culture and arts school, organizing a film festival, organizing cultural symposiums, building cultural centres in districts, and establishing the El Cezeri Science and Technology Centre. Within the scope of the objective to reveal cultural values by providing multilingual services, keeping them alive and passing them on to new generations, it was only planned to conduct a survey on the perceptions and attitudes of the municipality personnel regarding language and to print language-related materials. However, the study in question was also not conducted.

As the second strategic goal, it was determined to make Diyarbakır the tourism centre of the region, and it was aimed to promote it with its historical, natural and cultural values at local, national and international scale and to provide guidance service. The activities determined within this scope have been substantially completed. Participating in national and international tourism fairs, celebrating the tourism week with activities, promoting natural and cultural heritage, organizing trips to historical and touristic spots, nature walks and preparing promotional materials in thematic areas are the main activities. On the other hand, the preparation of the Tourism Mater Plan and the works to open a new tourism information office, were not carried out, although planned.

4.6. Disaster management and urban control

The fire department and municipal police works planned under Disaster Management and Urban Control have been the most successful area in terms of number of activities. The activities planned under two strategic goals and five strategic objectives were carried out at a rate of 81.6%.

It was aimed to take preventive measures against disasters in the area of fire services and to minimize the loss of life and property by intervening in disaster situations at international standards. In this context, within the scope of protective and preventive measures, main activities such as renewal of hydrant points and creation of new points in areas with high fire risk and in streets with narrow access, supply of technological and logistic materials of rescue teams and training of personnel, forming volunteer fire department teams, training of expert personnel in the field of underwater rescue, road maintenance and repairs in natural disasters in winter conditions have been carried out. However, the construction of the logistics centre and the establishment of hydrant points in the districts were not carried out.

Limited progress was made in the objective to modernize the fire department. While the existing fire department buildings were not renewed, the Bismil Fire Service Building was completed. It has been planned but not done to purchase eight fire trucks and to install a navigation system on existing vehicles. However, modernization of equipment and protective equipment has been achieved. Again, training and inspection activities within the scope of preventive measures in this period were completed as planned. Fire department trainings were held in 56 schools in 17 districts and 56 private and public institutions. In addition, 206 sites were audited, and site personnel were trained in 40 sites. All planned activities such as conducting fire department inspections in license applications in new buildings and workplaces, taking fire precautions in historical buildings and site areas, auditing of fire measures in public institutions and organizations, and auditing high risk workplaces such as fuel stations have been completed. 4,109 fires, 222 stuck-inside vehicle accidents, 292 floods and 1,035 other rescue incidents that occurred throughout the province were intervened.

Within the scope of the municipal police work, it was aimed to ensure the well-being, health and order of the people in the public sphere by carrying out inspection and control services in a timely and effective manner throughout the city. Activities planned within this scope have been completed to a great extent. During this period, workplaces, vegetable, fruit and wholesale markets, common areas, transporters, public transportation vehicles, commercial taxis, heavy tonnage vehicles, second-class non-sanitary facilities, fuel oil and LPG auto gas stations were inspected.

4.7. Reinforcing institutional structure

Finally, in the area of Reinforcing Institutional Structure, activities were planned under three strategic goals and 14 strategic objectives. The general success rate on the basis of activity in this area is 75.5%.

First of all, it was aimed to improve the administrative processes, to strengthen the planning approach, to improve the institutional capacity in terms of

administrative, financial, spatial and hardware. In this context, the objective to determine, monitor, evaluate and share the medium and long-term strategies of the institution with the public has been achieved to a great extent. Basic studies such as strategic plan, administration activity report, performance program, annual business plans of the administration have been carried out. The only activity not done in this area is the Internal Control Standards Compliance Action Plan.

The objective to make accounting and budget transactions with effective, efficient and accountable methods has been fully achieved. In this context, routine works such as the preparation and management of the budget plan, the preparation of the Financial Situation and Expectations Report, the follow-up and reporting of the budget implementation results have been completed without any problems. Again, the accrual, follow-up and collection procedures of the municipal revenues and receivables were carried out at a rate of 90%. Within the scope of support services, the supply of vehicles, equipment and materials to be used in administrative services, were provided.

On the other hand, the objectives in the area of human resources management have been achieved by 28%. Activities such as conducting corporate business analysis, digitizing the personnel management system, conducting personnel satisfaction surveys, Ethics Committee studies, and renewing the personnel attendance control system were not carried out. Only routine personnel procedures were carried out in the unit. Nine of the 18 in-service trainings planned within the scope of the objective to build an innovative and creative institution were carried out. On the other hand, the personnel attendance system was controlled, and the financial and personal rights of the students who were interning at the institution were tracked and their performance information was recorded in a database.

The objective to take protective and preventive measures for the employee and the working environment has been largely achieved. For example, 995 of 1,200 employees have received basic occupational health and safety as well as first aid training. Again, emergency action plans were prepared in 20 units and risk assessment studies were carried out in 10 units. Periodic health examinations of all employees were made.

Within the scope of the objective to increase revenues and improve production and employment by increasing the municipality subsidiary service facilities, the operation of two locations were taken over by the municipality.

Secondly, it was aimed to provide the coordination of the institutional structure, to inform the citizens about the municipal services, to participate in the decision and control processes, to raise the public relations standards of the institution, and to meet the need for vehicles and machinery in order to ensure

the continuity in service production. In this context, organizing the activities of the Municipal Council and the committee, announcing the results to the public, postal and archive operations have been achieved to a great extent.

A moderate level of success has been achieved in the objective to coordinate the municipal activities and make them public with advertisements, hostings and events. In this context, requests received through the White Table and Call Centre were met to a great extent. Again, the assembly, committee, specialized commissions, coordination meetings, meetings with the main service units were held in accordance with the plans. On the other hand, 40 visits and 24 events were planned, 12 visits and 12 events were organized in the works intended for NGOs, institutions/organizations and mukhtars. Again, no satisfaction survey was conducted for citizens.

Activities aimed at publicizing the municipality activities have been largely completed. In this context, municipality studies have been announced to the public through the press bulletin, Web TV and web page, and the evaluation of local and national press, media related to the municipality was monitored, and online satisfaction surveys were conducted regarding the activities of the institution.

No significant progress has been achieved in meeting the space, vehicle and equipment needs that emerged with the institutional restructuring. Metropolitan Municipality service coordination centre was planned in four districts, only one was built. It was targeted to purchase 28 vehicles for road services, but six vehicles were purchased. Again, the renovation of the bus station was not carried out. On the other hand, the Guesthouse was converted into an information house and the building donated for the health centre was renovated and put into service.

Finally, by ensuring the effective use of information and communication technologies, it was aimed to meet the infrastructure needs of the institution in the field of informatics, to improve the corporate management system in terms of technology, to provide fast access to the correct information regarding service areas. In this context, purchases were made within the scope of the renewal of the automation system planned, but the system could not be established and implemented effectively within the institution. While the infrastructure in this area has been completed by 60%, only four of the 25 modules were included in the system, and none of the 110 units could start using the electronic document management system. Although 200 people were planned to use e-signatures, no progress has been made in this area.

The establishment of the Geographical Information System (GIS), which has a strategic importance in the field of technological infrastructure, was planned but not done. Creating Wi-Fi infrastructure in parks and squares is another

activity that has not been done. The only area where progress has been made in this area is the transition to digital switchboard and IP telephone infrastructure in corporate communication. Mainly in this area, routine operations such as procurement of products such as computers, printers, peripheral equipment, consumables, maintenance and repairs, elimination of user complaints and meeting their demands were carried out.

CONCLUSION AND EVALUATION

In this section, the first year applications of the administration led by the trustee appointed to Diyarbakır Metropolitan Municipality were evaluated on the basis of the 2017-2021 Strategic Plan, 2017 Performance Program, 2017 Activity Report and 2017 Strategic Plan Monitoring and Evaluation Report. As a result of detailed examination, 13 main points can be highlighted.

1. In the new strategic plan prepared instead of the 2015-2019 Strategic Plan, the dimensions that reflect the political vision of the mainstream Kurdish politics represented by the HDP and that establish a relationship with the local government experience and the solution of the Kurdish issue have been eliminated, and the five-year plan of the institution has been reconstructed around traditional municipal services. In this sense, it can be said that the 2017-2021 Strategic Plan is essentially a narrowed/eliminated/sorted version of the 2015-2019 Strategic Plan within the scope of strategic areas. This sorting was directly reflected in the 2017 Performance Program. In summary, elements such as identity demands voiced around the Kurdish issue, localization, participation in local and national political administration, gender equality and ecology, which again have a founding place in the political vision and discourse of mainstream Kurdish politics, have been removed from the implementation plans of the municipality. 13 strategic areas included in 2015 and 2016 plans were reduced to seven in the 2017 plan. Democratic Self-Government, Diyarbakır's Multiple Identities: Languages, Cultures and Beliefs, Women's Policies and Gender Equality, Reinforcing the Local Economy, Rural Development are the main items that have been eliminated. Among these areas, Reinforcing the Local Economy and Rural Development were distributed among other strategic areas, and yet held an important place. On the other hand, within the scope of Democratic Self-Government, pluralist identity policies, the protection and development of different languages, religions and cultures, and ensuring gender equality have been largely eliminated. A small number of items in these areas have also been realized at a very limited level.

2. Traditional municipal services prevailing in Turkey in 2017 has been taken as a basis. In this sense, municipality works were limited to (1) Transportation Services, (2) Environmental Services, (3) Zoning and Urbanism, (4) Health and Social Services, (5) Culture and Tourism, (6) Disaster Management and Urban Control and (7) Reinforcing Institutional Structure.

3. As in the period of Kışanak and Anlı, a temporal prioritization was not made at the level of strategic goals and objectives in 2017, as well. In summary, all strategic goals and objectives in the five-year plan were also included in the 2017 Performance Program. While preparing the annual plan based on the five-year plan, mainly an elimination and scaling/staging was made at the level of activity.

4. The performance program was limited to in-house information without the participation of other stakeholders in the city. In this sense, the annual institutional planning process was prepared without the participation of citizens, mukhtars and non-governmental actors. In addition, the monitoring and evaluation of the performance program, which was prepared solely on the basis of in-house information, was provided only with internal structures. Moreover, the monitoring and evaluation system established by the Strategy Development Branch Office has made it possible to regularly monitor the work done on a monthly basis. In addition, the monitoring and evaluation process was digitized according to the realization level of the activities. Although, each activity that differs in terms of parameters such as duration, budget and social impact is given equal weight in digitization, the presence of a digital management approach and its implementation is worth noting, albeit limited.

5. The total budget projected for the activities planned in the 2017 Performance Program is 845,12 million TL. On the other hand, 641.61 million TL revenue was obtained and 678.52 million TL was spent. These figures show that the budget projected was as much as one third of the revenue obtained, and in this sense, the need for improvement in fiscal discipline, planning and budget management, which was seen in previous years, continues. Considering the budget allocation on the basis of strategic areas in the performance program, the highest share was transferred to Transportation Services (38.46%) and Reinforcing Institutional Structure (28.23%). The high budget share in the area of Reinforcing Institutional Structure mainly stemmed from the personnel salaries being included. Environmental Services followed these two areas with 17.53%, Health and Social Services with 9.71%, while 2.09% of the budget was allocated for the area of Zoning and Urbanism, 2.16% was allocated for the area of Culture and Tourism and 1.82% for the area of Disaster Management and Urban Control.

6. Considering the general implementation results, the planned activities were realized at a significant rate. In terms of the realization rate of the activities planned within the scope of strategic objectives, the overall success performance of the institution was calculated as 65.49%. The numerical implementation rate of the planned activities compared to the previous two years was higher. Considering the table on the basis of strategic areas, activi-

ties planned in Disaster Management and Urban Control (81.5%), Reinforcing Institutional Structure (75.5%) and Health and Social Services (75%) have been realized to a great extent. While a mediocre performance was displayed in the area of Environmental Services (61.89%) and Zoning and Urbanism (61.75%), on the other hand, even the objective of 50% could not be achieved in the activities planned in the areas of Transportation (48.14%) and Culture and Tourism (35%).

7. As in 2015 and 2016, the area where the municipality was most successful in 2017 was road construction, maintenance and repair. Again, as in the previous two years, a significant part of the institutional resources was allocated to road works in 2017. In 2015, while first floor and second floor surface treatment of 918 kilometres of road in total was made, 410 kilometres of stabilized road were built. In 2016, first floor and second floor surface treatment of 849 kilometres of road was made while 424 kilometres of stabilized road were built. Whereas in 2017, first floor and second floor surface treatment of 1,239 kilometres was made, and 173 kilometres of stabilized road were built. The aforementioned data show that there is an institutional continuity in road works, which have the highest share in institutional resources.

8. In addition to road works, it is seen that a significant distance was made in park and garden works within the scope of Environmental Services in 2017. During this period, four large-scale parks and green areas with social facilities were created in the city centre.

9. Health and Social Services is an area where a relative success was achieved in terms of planned activities. However, success has been achieved in routine activities such as distribution of in-kind and cash aid, spraying, burial and cemetery services, vocational training courses, animal shelter, etc. Apart from these routine works, the most important work is the widespread construction of sports facilities. On the other hand, in addition to the employment problem of those receiving vocational training in 2015 and 2016, innovative models in food safety have not been developed beyond routine and limited inspections and the White Flag application.

10. Culture and Tourism has been the strategic area with the least progress in 2017. Activities aimed at preserving and revitalizing local culture in the said area are almost non-existent. The transition to multilingualism in municipal services, which took a central place in 2015 and 2016, was completely removed from the plans. Activities in areas such as theatre, cinema, music, festivals and activities aimed at building a culturally and artistically lively city have been planned at a very limited level and the planned works have been partially carried out. Very limited progress has been made in the works within the scope of supporting tourism.

11. In the area of reinforcing the local economy and supporting agriculture and animal husbandry within the scope of rural development, no significant work has been done other than symbolic activities. With the law that came into effect in 2014, the jurisdiction of metropolitan municipalities has expanded from city centres to provincial borders. In addition, municipalities that previously provided services in urban areas have turned into institutions that produce services in rural areas. However, as in 2015 and 2016, a very limited progress has been made in 2017 in efforts to expand the institutional service area from the city centre to the provincial borders. While the planned municipal services in the rural development area remained very limited, little progress has been made in practice.

12. In 2017, no significant work was done and no progress was made in projects that qualify as medium and long-term investments. Although a relative distance has been provided in road construction as well as parks, gardens and green areas with the trustee management, the routine works carried out mainly in the past were continued. In this sense, with the change of administration, municipal service areas have been interpreted in a narrower framework and routine works have been carried out in this field. On the other hand, strategically important investments such as The Light Rail System Project, which could not be done for two years despite being planned in the public transportation system, the creation of city squares, the Integrated Solid Waste Management System, which has strategic importance in the field of environmental protection and will serve Diyarbakır for decades to come, technological investments to strengthen the institutional structure and transition to e-municipality services, construction of Metropolitan Municipality Coordination Centres and district bus terminals that will increase the service production capacity of the Metropolitan Municipality in 13 environmental districts, construction of parks, gardens and green areas, investment projects for the spatial and hardware needs of the institution, establishment of municipal companies to develop corporate equity were planned but not made. In this period, the main works that have the characteristics of investment and have been completed are: Bus Station Solar Power Plant, the construction of 50 kilometres of irrigation canals and the purchase of 22 buses for the public transportation fleet.

13. In the past years, limited good and new practices have been developed in the provision of multilingual municipal services and gender equality. However, no significant work has been done on the development of innovative models in municipal services in 2017.

CHAPTER FIVE

FROM PLAN TO ACTION: TRUSTEE PERIOD

2018 Municipal Services

Introduction

In this chapter, the last year of the implementation processes and the year 2018, which is the second year of the administration led by the trustee, are discussed. As in the previous three chapters, institutional documents such as strategic plan, performance program, activity report and strategic plan monitoring report constitute the main source of the analysis.

In order to make comparisons between years, the method and order used in the previous chapter were also used in this chapter. In this context, the 2018 Performance Program was first examined under four main headings: the planning process, strategic goals and objectives, budget allocation, and monitoring and evaluation process. Secondly, the general performance results of the implementation processes were evaluated. Thirdly, major works/activities/projects were discussed. Finally, detailed reviews were made in seven strategic areas that constitute the basis for the 2017 Performance Program.

1. 2018 PERFORMANCE PROGRAM

1.1. Planning process

The 2018 Performance Program was also prepared with only in-house information like the previous three programs. No structure or mechanism has been built for the participation of external stakeholders. The 2017 Performance Program was prepared based on the 2017-2021 Strategic Plan and by making certain filters and eliminations at the activity level.

1.2. Strategic goals and objectives

When the performance program was examined at the level of strategic goals and objectives, it was seen that all of the 25 strategic goals and 63 strategic objectives included in the strategic plan inside the program prepared for 2018 were also included in the performance program, as in the program prepared for 2017. On the other hand, while there were 459 activities in the strategic plan, 391 activities were included in the performance program as in the previous year. The distribution of the mentioned strategic goals and objectives on the basis of seven strategic areas is presented in Table 5.1.

Table 5.1: Strategic goals and objectives in the 2017-2021 Strategic Plan and 2018 Performance Program

		2017-2021 Strategic Plan		2018 Performance Program	
	Strategic Areas	Strategic Goal	Strategic Objective	Strategic Goal	Strategic Objective
1	Transportation Services	3	7	3	7
2	Environmental Services	3	9	3	9
3	Zoning and Urbanism	3	4	3	4
4	Health and Social Services	9	17	9	17
5	Culture and Tourism	2	7	2	7
6	Disaster Management and Urban Control	2	5	2	5
7	Reinforcing Institutional Structure	3	14	3	14
TOTAL		25	63	25	63

1.3. Budget allocation

The total budget projected for the 2018 Performance Program is 981.6 million TL. In the budgeting study, the method adopted in the previous year has been maintained and a budgeting has been made with personnel and administrative expenses. For this reason, the budget share of the Reinforcing Institutional Structure area, which includes budget items such as personnel expenses and support service expenses, was high in the 2018 Performance Program, as in the 2017 Performance Program.

Considering the distribution of the budget on the basis of seven strategic areas, the weight of Transportation Services in the budget share continued. A 43.03% share has been allocated to Transportation Services for a five-year period in the strategic plan. In line with this, a share of 38.46% was allocated to Transportation Services in 2017 and 44.43% in 2018.

The most important item following Transportation Services is Reinforcing Institutional Structure. The share allocated for the mentioned area in the strategic plan is 29.09%. This ratio was 28.23% in 2017 and 26.39% in 2018. Of the 259 million TL in total allocated for Reinforcing Institutional Structure in 2018, approximately 160.5 million TL was reserved only for personnel expenses, support services and vehicle and equipment needs. The share of the budget allocated for these three areas in the total budget is 16.35%.

After Transportation Services and Reinforcing Institutional Structure, Health and Social Services and Environmental Services have the highest budget shares. The rate allocated for Health and Social Services for a five-year period

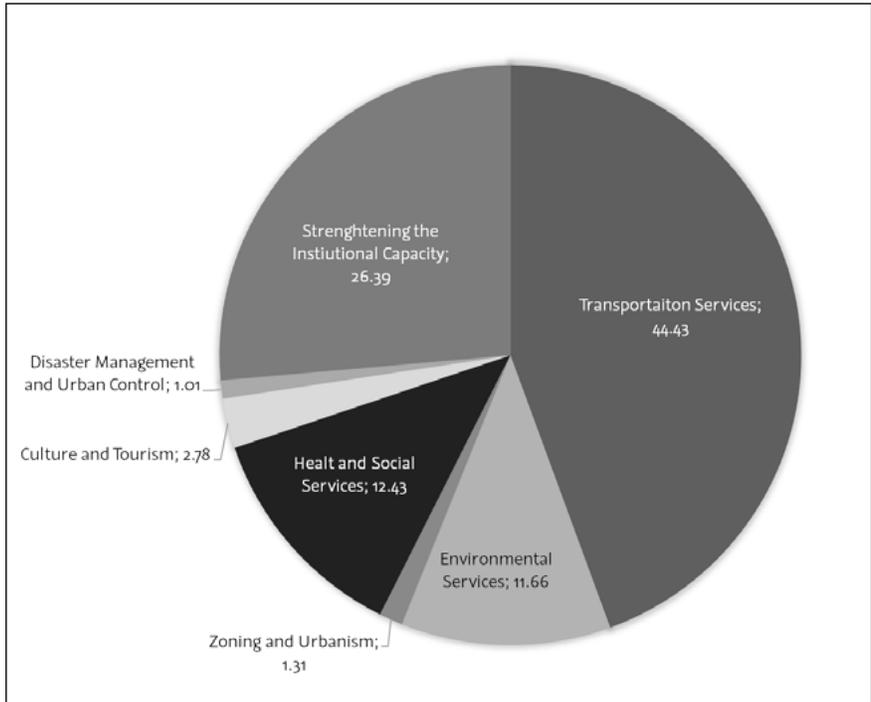
is 8.43%. While a share of 9.71% was allocated to the said area in 2017, a share of 12.43% was reserved in 2018. In Health and Social Services, a budget higher than the rate foreseen by the strategic plan for a period of five years has been allocated in the first two years. The budget share envisaged by the strategic plan in the area of Environmental Services was 13.93%. The budget allocated in this area was 17.53% in 2017 and 11.16% in 2018. The increase in the area in 2017 was offset by the decrease in 2018.

The total budget rate allocated to the areas of Transportation, Reinforcing Institutional Structure, Health and Social Services and Environmental Services, as summarized above, was 94.48%. This rate was 93.93% in 2017 and 94.9% in 2018. In other words, the total share allocated to Zoning and Urbanism, Culture and Tourism, Disaster Management and Urban Control remained around 6%. The budget amounts allocated to seven strategic areas in the 2018 Performance Program and their shares in the total budget are presented in Table 5.2 and Chart 5.1.

Table 5.2: 2018 Budget allocations according to strategic areas in the Performance Program

Strategic Areas	Budget (TL)	Share (%)
Transportation Services	436,058,900	44.43
Environmental Services	114,408,500	11.66
Zoning and Urbanism	12,856,000	1.31
Health and Social Services	121,989,605	12.43
Culture and Tourism	27,315,000	2.78
Disaster Management and Urban Control	9,904,010	1.01
Reinforcing Institutional Structure	259,022,985	26.39
TOTAL	981,555,000	100.00

Chart 5.1: 2018 Budget allocations according to strategic areas in the Performance Program (%)



1.4. Monitoring and evaluation

The tendency to monitor and evaluate the performance program only through in-house processes and to exclude external stakeholders continued in the 2018 program as in the previous three performance programs. The strategy development unit also drafted a monitoring report for the 2018 Performance Program and submitted it to senior management. However, like the previous three reports, this report was not shared with external stakeholders in the city, such as citizens, mukhtars and non-governmental organizations.

2. GENERAL PERFORMANCE RESULTS

While 845.13 million TL was envisaged in the 2017 Performance Program, this figure was 981.56 million TL in 2018. However, deviations in the previous year were also experienced in 2018. While the net income of the Metropolitan Municipality in 2018 was 678.52 million TL, the total expenses were 876.35 million TL. To put it more clearly: an expense as much as 44.66% of the revenues had been planned. In practice, expenses exceeded revenues by 29.16%.

As in the previous three years, budget realizations were kept according to main service units and budget items, not strategic areas. In the budget ex-

penses, goods and service purchases were 45.2%, capital expenses 39.78% and personnel expenses 10.13%. As noted in previous chapters, there is a considerable personnel expense item in purchases of goods and services. This is because most of the personnel carrying out municipal services are employed through private enterprises by means of service procurement. However, these personnel produce public services similar to municipal officials and workers. In 2018, 958 of the 3,360 personnel providing municipal services were working as municipal officers and workers, while 2,402 people were employed within the scope of service procurement. The rate of personnel employed through service procurement is 71%.

All of the 25 strategic goals and 63 strategic objectives in the 2017-2021 Strategic Plan were also included in the 2017 Performance Program. On the other hand, while there were 459 activities in the strategic plan, 391 activities were included in the 2018 Performance Program. According to the Strategic Plan Monitoring Report prepared for 2018, the target of 100% was achieved in 173 (44.25%) of these activities. On the other hand, 153 (39.13%) activities that started could not be completed and 65 (16.62%) activities were not carried out. In this study, the overall success performance on the basis of activities was calculated as 65.89%. Table 5.3 shows the general performance of 2018 applications.

Table 5.3: General performance indicators of 2018 applications

Total budget projected in the performance program (TL)	981,555,000,00
Net income (TL)	876,350,378,02
Total expense of units (TL)	678,521,133,30
Budget realization rate (%)	89.28
Number of activities planned	391
Number of activities completed (with a target of 100% and above)	173
Proportion of completed activities (%)	44.25
Number of activities that have started but are not completed	153
The proportion of activities that have started but are not completed (%)	39.13
Number of activities not done	65
The proportion of activities not done (%)	16.62
Overall success rate based on number of activities (%)	65.89

2018 Activity Report and Strategic Plan Monitoring and Evaluation Report do not contain data suitable for performance measurement based on the number of activities according to main service units. In addition, a strategic objective-based performance measurement was made in each strategic area determined. Accordingly, a relative success has been achieved in the areas of Health and Social Services and Reinforcing Institutional Structure, with performance results of 77.59% and 75.29%, respectively, within strategic areas. On the other hand, limited progress has been achieved with performance rates of 65.14% in Transportation Services, 64.60% in Disaster Management and Urban Control, and 58.67% in Environmental Services. On the other side, Zoning and Urbanism as well as Culture and Tourism areas fell far behind the objectives with 32.50% and 48.71%, respectively.

Performance results on the basis of strategic areas are presented in Table 5.4.

Table 5.4: Performance results by strategic areas, 2018

Strategic Areas	Budget Share Allocated to the Area (%)	2017 Success Rate (%)	2018 Success Rate (%)
Transportation Services	44.43	48.14	65.14
Environmental Services	11.66	60.50	58.67
Zoning and Urbanism	1.31	61.75	32.50
Health and Social Services	12.43	75.00	77.59
Culture and Tourism	2.78	35.00	48.71
Disaster Management and Urban Control	1.01	81.60	64.60
Strengthening the Institutional Structure	26.39	75.50	75.29
Overall Success Rate Based on Strategic Objectives		65.49	65.89

3. MAJOR WORKS/ACTIVITIES/PROJECTS

As in the previous years, the 2018 Activity Report summarizes the main work done on the basis of main service units before the analyses based on strategic areas. The major works/activities/projects in 2018 on the basis of main service units are listed in Table 5.5.

Unlike the previous three years, new investments and new areas of work were realized at a limited level in 2018, apart from routine work.

Table 5.5: Major works/activities/projects in 2018

<i>Civil Works</i>
Alipınar Bridge was renewed.
Bismil Bus Station was completed.
The Active Life Centre for People with Disabilities was completed and put into service.
<i>Youth and Sports Services</i>
The 1st Metropolitan Municipality Bicycle Competition was held.
<i>Women and Family Services</i>
Mardinkapı Women’s Life Centre was opened.
Women’s Club and Sports Centre was opened.
<i>Rural Services</i>
38-kilometer long irrigation canal was built.
<i>Parks and Gardens</i>
Barrier-Free Life Park, consisting of an area of 2,000 square metres, was completed.
<i>Transportation</i>
Traffic Education Park was opened.
The public transport fleet was expanded by purchasing 50 buses.
<i>Road Construction and Infrastructure Coordination</i>
First and second floor surface treatment of 470 km road was made throughout the city.
729 kilometres of stabilized road was built throughout the city.

In the area of Transportation Services, the main investments have been made in road construction as in previous years. Although much more limited compared to the previous year, 470 kilometres of asphalt road (first and second floor surface treatment) and 729 kilometres of stabilized road were built. Moreover, a significant increase in the capacity of the public transport fleet was achieved by purchasing 50 buses. Lastly, the Traffic Education Park has been completed with regard to this area. Renovation of Alipınar Bridge, which has an important place in the social memory of the city, and the construction of Bismil Bus Station are other works that should be noted in the area of transportation.

Compared to the previous years, a very limited amount of work has been conducted on the environmental and green areas. In this respect, A Barrier-Free Life Park with a total area of 2,000 square metres was built.

Active Life Centre for People with Disabilities, Mardinkapı Women’s Life

Centre, Women's Club and Sports Centre were completed and put into service in the area of Social Services.

Another major work in 2018 is the construction of irrigation canals for the purposes of rural development. A 50-kilometer-long irrigation canal was built in 2017. In 2018, these works were continued and additional 38 kilometres of irrigation canals were built.

Compared to other years, the works that made a difference in 2018 are more limited and mainly routine works have been carried out. In the next chapter, each of the seven strategic areas are examined in detail.

4. PERFORMANCE RESULTS BY STRATEGIC AREAS

4.1. Transportation services

In the area of Transportation Services, 65.14% of the performance objectives have been achieved in the works planned within the scope of three strategic goals and seven strategic objectives. While no significant progress has been made in projects that are medium and long-term investments in this area, a partial progress has been made in road construction. However, routine work has been substantially completed.

First of all, about half of the work planned within the scope of providing accessible, environmentally friendly, economical, safe and comfortable transportation service has been achieved. The objective to increase transportation comfort with alternative systems has not been achieved. The projects planned in this scope, such as the Light Rail System Project, the bus routes integrated into the light rail system, the cable car project, the fuel station construction project and the construction of bicycle stations, were not carried out. The activities carried out within the scope of this objective are the purchase of 50 buses and the distribution of 489 of the planned 2,000 bicycles.

Two-thirds of the activities were carried out regarding the works to improve public transportation vehicles and public transportation order in order to raise the standards of public transportation. In this context, it was aimed to revise 20 bus routes and create ten new routes. In practice, 19 stops were revised and 39 new stops were created. On the other hand, there has been no activity to ensure the transformation of minibuses operating in the city centre in accordance with public transportation criteria. Activities such as maintaining routine transportation services within the unit, carrying out maintenance and repairs of vehicles, and inspecting the provincial and district terminals were carried out.

The work planned within the scope of the objective to modernize the technological infrastructure in the public transportation system has been carried out to a great extent. In this context, 12 smart stops were built, free Internet

service was provided on 450 city buses and 45 new sales points were established to expand the use of Diyarkart.

Almost half of the works to revise the commercial public transport legislation and increase the awareness of citizens in the area of Transportation Services have been completed. It was aimed to make a regulation on vehicles providing commercial public transportation services in three districts, two of which have been achieved. On the other hand, regulations regarding water transportation in districts with reservoirs have not been made. The Traffic Education Centre has been completed, but the planned awareness activities have not been carried out. Although the Passenger Rights Declaration was prepared, awareness activities planned in this context were not carried out.

Secondly, it was aimed to plan and implement an ergonomic transportation infrastructure. In this context, it is aimed to regulate urban traffic and to spread pedestrianization. The goals have been partially achieved. In this context, 22 signalling systems were installed, routine traffic sign production and installation were provided, road-marking works continued, 59 stops were arranged. On the other hand, the revision of the Transportation Master Plan remained at 22%, a high-reserve multi-storey car park project was not implemented, and a logistics centre where intercity and international heavy tonnage transport vehicles would unload and pause was not established.

Finally, it was aimed to improve and develop the physical infrastructure of the transportation system. In this context, almost all of the activities within the scope of the objective to create smart technological systems, manage and direct traffic have been carried out. In this context, Alo Transportation line was built, and online monitoring and registration system was established in 20 buses, and routine Transportation Coordination Centre (UKOME) meetings were held.

Approximately three-quarters of the planned works within the scope of the objective to manufacture urban, rural neighbourhood and ring roads, maintenance and repair of existing roads have been completed. In this context, infrastructure and art structures and superstructure components of new zoning roads in central districts were built; sidewalk, median, landscaping, road and intersection arrangements and major repair works have been substantially completed. Again, the asphalt renewal, maintenance and repair work continued in the city centre. On the other hand, within the scope of the construction, maintenance and repair of the neighbourhood roads in rural areas, it was planned to cover the surface of a 1,100 km road, but 470 km of this could be completed. On the other hand, it was aimed to build 300 kilometres of stabilized road, though only 729 kilometres of stabilized road was built in practice. Besides, the construction of Kulp, Bismil, Hani, Ergani and

Çermik district bus stations was also planned in this period, but only Bismil bus station was completed.

4.2. Environmental services

In the area of Environmental Services, the overall success performance in activities planned within the scope of three strategic goals and nine strategic objectives was 58.67%. A mediocre picture has emerged in the area of waste management and almost none of the investment activities have been carried out. On the other hand, partial success has been achieved in parks, gardens, green areas and rural development areas.

Firstly, it was aimed to protect nature and natural resources, to prevent environmental pollution, and to collect, transport and dispose of waste in the city with appropriate methods. About half of the work in this area has been done. Within the scope of the objective to meet the energy consumption of the municipality from renewable energy sources, it was aimed to establish the Karacadağ Solar Energy System; however, it was not carried out. On the other hand, solar energy systems in Sümerpark and Provincial Bus Station continued to operate and activities aimed at raising social awareness planned within the scope of Solar House were continued.

In the field of waste management, which has a strategic importance in the area of environmental protection, no significant progress was made in 2018, as in the previous three years. Activities such as the establishment of the Sanitary Landfill, the rehabilitation of the waste disposal sites of the district municipalities and the construction of waste transfer stations, the Recycling (Ecology) Park were included in the annual plan, but no progress has been achieved. Apart from the routine works for the disposal of household wastes and medical wastes, 36 of 104 trainings that raise social awareness on parsing at source and vegetable waste oils have been completed. Again, 1.6 tons of waste batteries were collected from 60 schools in total during the year.

No significant progress has been achieved within the scope of the objective to make effective and efficient controls, preventive activities and inspections in combating environmental pollution throughout the province. Almost half of the controls for preventing visual and noise pollution have been carried out. The Environmental Noise Map study was not conducted in 2018 as in the previous year. Objectives were achieved in the excavation inspection. However, the construction of the planned New Excavation Site could not be achieved. On the other hand, routine cleaning works were carried out at a significant rate in 118 main arteries under the responsibility of Metropolitan Municipality.

Secondly, it was aimed to build a liveable city with modern parks, gardens and green areas. In this context, the objective to increase the amount of green areas per person has been achieved significantly. During this period, the works

to arrange the Theme Park, Ahmet Arif Park, Yeni Hal Junction and Mahabad Junction from the previous year were completed. On the other hand, the construction of parks was only possible in one of the targeted districts, and the transformation of City Forest into a recreation area and opening the Eğiil Nature Park to the public could not be achieved.

Activities within the scope of the objective to preserve and modernize existing green areas have also been largely completed. Works such as planting the city and furnishing it with urban furniture, landscaping projects at city entrances, rehabilitation of playgrounds and sports equipment, rehabilitation of Sümerpark and Newroz Park, maintenance and repair of the green areas received were largely carried out. On the other hand, no significant progress has been made in activities such as landscaping of the walls, illumination of the walls, and children's Street construction project.

Within the scope of the objective to revitalize and encourage plant production, routine production works were carried out and 200 people were trained as planned. However, there was no activity to create new nursery and greenhouse areas.

Finally, it was aimed to add value to agricultural and animal production for rural development. While the works planned in agricultural activities were implemented to a large extent, no studies were carried out to support animal production. Within the scope of supporting agricultural production, 50 kilometres of irrigation canals were targeted in 25 neighbourhoods, 38 kilometres of which was completed. Again, one irrigation pool, three irrigation dams, two livestock drinking water ponds, three irrigation channels and ten ponds were repaired as planned. Within the scope of supporting and developing organic agriculture and gaining brand value, aids for fruit saplings, seeds, fertilizer as well as training on organic agriculture have been completed to a great extent. Again, saplings were planted in order to grow fruits in an area of 125 decares. Six fruit/vegetable gardens were built, and cooperation was established with five cooperatives to support agriculture and animal husbandry. On the other hand, the works to grow organic vegetables and organize a local product festival in 200 decares of land could not be achieved.

Although it was aimed to revitalize the livestock sector and support the production of organic products, no significant progress was made in the activities in this area. The activities foreseen in the fields of organic and village egg and poultry breeding, aquaculture, dairy farming, sericulture were not carried out. The only significant work in this area was to support 60 beekeepers.

4.3. Zoning and urbanism

It is seen that there is a rather unsuccessful picture in the area of Zoning and Urbanism in general. The success rate in the works planned within the scope of three strategic goals and four strategic objectives was calculated as 32.5%. While very limited progress was made in planning studies, activities aimed at protecting cultural heritage with urban transformation were not carried out.

The objectives set within the scope of the goal to make the planned development of the city balanced, holistic, sustainable and innovative have been partially achieved. No significant progress was achieved in activities other than routine zoning plan changes, obtaining zoning status documents, and address and numbering procedures. Updating existing maps and revision of 1/25.000 provincial Master Development Plan were not carried out. It was planned to update 1/5.000 Master Development plans of eight districts, but only two of them were completed. The entrances of the Office Underground Bazaar were arranged at a rate of 50%.

Three-quarters of the objectives were completed in the construction of expropriation activities in the areas required by institutional project constructions. In this context, maps and files related to expropriations were examined, and expropriation and demolition procedures were carried out.

The second strategic goal includes the rehabilitation of areas that require urban transformation and the improvement of unhealthy living conditions, and contributing to the creation of well-arranged living spaces. However, for this purpose, only the field studies related to urban transformation were planned, but these activities were not carried out.

Finally, in order to preserve the cultural heritage, it was aimed to preserve, promote and sustain historical and cultural assets. In this context, the restitution and restoration works of historical mills, preparation of relief, restitution and restoration projects and repairs of a registered building in at least one outer district, the realization of repairs, and again bringing historical fountains into daily life were included in the plan as in the previous year. However, these works were not conducted in 2018 either.

4.4. Health and social services

Health and Social Services has been the area with the highest success with 77.59% among seven strategic areas. Activities have been planned under nine strategic goals and 17 strategic objectives in this area. Planned works in the areas of in-kind and monetary aids for disadvantaged groups, sports services, strengthening women's participation in economic and social life, preventive health services, burial and cemetery services, animal care and treatment were carried out to a large extent. However, limited progress was made in the area of services for people with disabilities and combating substance addiction.

First of all, it was aimed to carry out protective and preventive activities for disadvantaged groups and to contribute to the improvement of the quality of life, social welfare of those concerned on the basis of equal rights and opportunities. In this context, almost all of the activities planned within the scope of the objective to provide necessary social and economic assistance to the needy were conducted. Iftar tents, in-kind and cash aids, Welcome Baby Project, home care and cleaning support for the elderly, guest house service for patients' relatives, catering fountains are the major works in this area. Similarly, the activities of providing social, vocational and technical trainings, awareness raising activities and supporting the educational infrastructure in the social services campus were completed to a large extent.

Activities within the scope of the objective to provide protective and preventive services for children, young people and families and contributing to their personal development through social and cultural activities were carried out to a great extent. Awareness raising in areas such as child labour, neglect and abuse, lesson support for exams, organizing cultural, artistic and social activities for children, nursery services and play rooms, children's summer camp, toy and book support, consultancy services for families are their main areas of work with significant progress. However, only one of the 15 sports fields planned in this period was completed. Again, the Workshop for Women and Children's Playhouse were not built although planned.

Partial progress was made in the works intended for the people with disabilities. Education and awareness activities for people with disabilities and workshops for cognitive and social life were carried out at a limited level. Activities such as establishing stations for people with disabilities, making maintenance and repairs of existing stations, making institution buildings suitable for their access, construction of a Kindergarten and Business School for People with Disabilities and Autism were not carried out, although planned. On the other hand, activities such as organizing hobby workshops, sign language training for people without disabilities, psycho-social support and consultancy services for people with disabilities, developing audio library capacity, organizing sports festivals, awareness training for employees, establishing Active Life Centre for people with disabilities were largely completed.

Secondly, it was aimed to contribute to the physical health of the citizens living in the city with common and accessible sports activities. All activities planned within this scope were carried out. Developing sports facilities in neighbourhoods and districts where access to sports is limited, doing sports in open areas with trainers, providing regular trainings in basic branches in sports centres and summer-winter sports schools, organizing national and local sports organizations, supporting amateur sports clubs were the main activities carried out in this area.

Thirdly, the works planned to reduce the addiction rate by preventing substance use and to ensure the participation of addicts in social life were carried out to a great extent. Creating awareness and sensitivity about substance addiction, providing psycho-support services to groups at risk, and carrying out mobile team work for those who use drugs in abandoned buildings, parks and risky areas were the main activities carried out successfully. On the other hand, there was a limited progress in conducting field research on substance addiction, psycho-support activities for the treatment of addicts, and increasing the capacity of the municipal unit in the relevant area.

Fourth, it was aimed to increase the participation of women in social and economic life and the planned activities were completed to a great extent. In this context, almost all social awareness studies for women were conducted. Violence against women, preventive and informative health, child neglect and abuse were the main topics of the awareness activities regarding women's human rights. Within the scope of increasing women's participation in social life by making arrangements in city planning and building architecture throughout the province, activities such as building a baby care station, conducting inspections in parks, organizing sports activities for women, field research in districts that do not have a Women's Solidarity Centre, construction of a Women's Solidarity Centre were completed. On the other hand, activities such as putting an end to occupying pavements, building sports centres for women, and building pools for women were either absent or yielded very limited progress.

Finally, within the scope of activities for women, it was aimed to protect women at risk, to facilitate their re-participation in life and to prevent discriminatory and violent approaches. The works in this context were carried out significantly. Increasing the variety and quality of counselling services, organizing events on special days such as March 8 and November 25, continuing the services of the Women's Shelter and First Step Station, opening the Women's Life Centre were the main activities that were successfully carried out in this area.

On the other hand, no significant progress was made in the works intended for reinforcing women's employment. Opening vocational courses for women, the application of the Purple Flag, and the provision of consultancy services within the scope of the Women's Employment Development Centre (KIGEM) were the main activities carried out. On the other hand, the works as to the implementation of a 10% women's quota in neighbourhood markets, meeting with businesses for women's employment, supporting seasonal workers within the scope of the I Want to Make a Living Where I Was Born Project, establishing and supporting women's cooperatives were not conducted.

Fifth, it was aimed to contribute to the development of the city's economy with guidance and support. In this area, a workshop was planned only to

organize the municipal budget to contribute to the city economy, but this also was not carried out either.

Sixth, for the health and life comfort of the people, it was aimed to provide food safety from production to table. In this context, the objective to raise workplace conditions to international standards, rehabilitate neighbourhood markets, control animal slaughter and sales, and develop social awareness within the scope of the White Flag practice was achieved to a large extent.

Seventh, it was aimed to provide protective, preventive and supportive services in the area of health. Almost all of the works planned in this context were conducted. Preventive health services were provided with the health centre and mobile health vehicle. Moreover, prescription support, patient transport support, and milk support for pregnant women were provided. In this area, spraying activities as a preventive health service and works to raise social awareness on the subject were continued. In this context, spraying activities were carried out with 44 day teams and 45 night teams with 58 vehicles.

Eighth, it was aimed to provide burial services in accordance with religious and cultural values, to carry out the construction, maintenance and repair of cemeteries, condolence houses and places of worship. In this context, besides the routine work, the purchase of three new funeral vehicles and the landscaping of 50 cemeteries were carried out. However, creating a new cemetery area and installing a kiosk in at least one cemetery area could not be achieved.

Finally, it was aimed to observe the rights and welfare of animals by providing care, health control and treatment services in the Animal Shelter. Almost all of the activities planned within this scope were carried out. 4,013 stray animals were registered in the shelter and 11,497 vaccinations, internal and external parasites, sterilization and surgical intervention were performed. By carrying out social awareness studies, a total of 201 animals were adopted. The repair of the shelter was also partially carried out in this area.

4.5. Culture and tourism

The success rate of works in the area of culture and tourism remained at 48.71%. The works in this area were organized under two strategic goals and seven strategic objectives. While a mediocre performance was shown in the works planned in the area of preservation of local identities and cultural and artistic services in general, promotion and guidance activities in the area of tourism were performed to a great extent.

In the area of Culture and Tourism, first of all, it was aimed to; protect, revive and pass on different languages, cultures and beliefs to new genera-

tions and to provide effective, widespread and accessible cultural and artistic services. In this context, the works as to organizing exhibitions at the Cemil Paşa Mansion City Museum, which was planned within the scope of keeping the cultural memory alive and passing it to the new generations, the I Make My Own Toy Project, and the activities to introduce Diyarbakır cuisine were largely carried out.

No remarkable success was achieved in activities that reflect the linguistic, cultural and literary assets of the city, to develop the capacity of modern library services and to expand services. In addition to routine library services, renewal of the planned automation system, construction of libraries in the categories of children, public and toys could not be achieved. On the other hand, a new library was opened and 121 new books were supplied.

Planned activities within the scope of the objective to reveal cultural values, keep them alive and pass them on to new generations were not carried out. Organizing Diyarbakır Book Fair, printing books from Diyarbakır Municipality Culture and Art Publications, organizing events and organizations in literary genres, creating the 4 Seasons Diyarbakır Photo Archive are the main activities that were planned but not carried out.

On the other hand, the planned works in the area of theatre were partially carried out. During this period, the premiere of three adult plays were performed, six national and international festivals were attended, two festivals and an inter-high school theatre festival was organized, 17 workshops were held in the area of theatre education with the participation of 620 people. On the other hand, theatre performances in the districts, premieres of two children's plays, organization of two opera performances, and a script writing competition were not conducted.

The works to culturally revitalize the city through artistic activities and organizations were carried out at a mediocre level. Within the conservatory, 5,009 people participated in workshops in different branches, and Music Memory Centre activities continued. 11 exhibitions were held nationally and internationally and 244 films were displayed throughout the province. On the other hand, activities of children's culture and arts school, organizing a film festival and music festival, holding a cultural symposium, building a cultural centre in Eğil district, and establishing an El Cezeri Science and Technology Centre were not conducted.

Within the scope of revealing cultural values, keeping them alive and passing them on to new generations by providing multilingual services in the municipality, it was only planned to conduct a survey study to measure the perception attitudes of the municipality personnel about language, and this study was not conducted either.

Despite not being successful in the area of culture and arts, relative success was achieved in the area of tourism. In this area, it was aimed to make Diyarbakır a tourism centre by promoting its historical, natural and cultural values on a local, national and international scale and providing guidance services. In this context, participation in five national and international fairs was planned, and four of them were attended. During the tourism week, trips to 12 locations were organized within the scope of three events. In order to promote the natural and cultural heritage, 25 trips were organized to historical and touristic spots; 1,127 people attended them. Similarly, two promotional trips were organized for tour operators and attended by 30 companies. On the other hand, printing of promotional materials within the scope of tourism activities was not achieved.

4.6. Disaster management and urban control

Fire department and municipal police services were grouped under the heading of Disaster Management and City Control. Overall success performance remained at 64,5% in the works planned within the scope of two strategic goals and five strategic objectives. While a lower performance was shown in the works carried out within the scope of fire services, the success rate in the municipal police works was higher.

In the area of fire services, it was aimed to take preventive measures against disasters and to minimize the loss of life and property by intervening in disaster situations at international standards. In this context, a very limited part of the activities planned within the scope of the objective to take protective and preventive measures before and after natural disasters was carried out. Renewal of 10 hydrants in the city centre and the establishment of 30 new hydrants were planned; while no renewals were made in practice, 38 new hydrants were created. Planned work in personnel training was completed by a quarter. On the other hand, training for 20 volunteers was achieved with full success. However, no success could be achieved in the works as to increasing the capacity of underwater rescue teams.

Works planned within the scope of the objective to modernize the fire department were not conducted. Although the purchase of two fire trucks, renewal of two equipments, 21 protective equipment and fire power plant systems in three districts, purchase of recording devices in 10 districts and installation of navigation systems in ten vehicles were included in the plan, no progress could be achieved in these areas.

On the other hand, routine fire department trainings and inspections were carried out with a high success rate. Training was given in 50 schools and 50 institutions in 17 districts, inspections were carried out in 277 sites, 1,218 workplaces applying for license and 62 public institutions, and fire measures were taken in four historical buildings. In addition, 25 public workplaces

(shopping malls and hotels), 24 fuel stations and 60 workplaces in occupational industrial sites were inspected. Routine fire department services were also continued during this period. In this context, 3,388 fires, 170 stuck-inside vehicle accidents, 140 floods and 850 other types of rescue incidents were intervened.

In the area of municipal police services, it was aimed to ensure the well-being, health and order of the people in the public sphere by carrying out inspection and control services in a timely and effective manner throughout the city. Most of the activities planned in the area of municipal police have been completed. In this context, 16,025 workplaces were inspected. Within the scope of the inspection works, 23,458 vehicles and workplaces in the public areas were also inspected. Again, 47,760 public transportation vehicles, 4,558 commercial taxis and 3,004 heavy tonnage vehicles were inspected. Finally, within the scope of the municipal police work, illegal buffets, illegal buildings, scrap vehicles, beggars and peddlers were intervened.

4.7. Reinforcing institutional structure

The last strategic area, Reinforcing Institutional Structure, was planned under three strategic goals and 14 strategic objectives. On the basis of the realization of the activities, 75.29% success has been achieved in this area. On the other hand, when a more detailed examination is made, it is seen that a significant success was achieved in routine administrative activities and in informing the public about municipal services; however, that there was a significant lack of success in the areas of improving human resource management, increasing municipal own resources, renovation and development of technological infrastructure.

First of all, it was aimed to improve the administrative processes, to strengthen the planning approach, to improve the institutional capacity in terms of administrative, financial, spatial as well as hardware-related aspects. In this context, full success was achieved in the works as to; the preparation, monitoring and evaluation of institutional documents such as strategic plan, performance program, activity report, annual business plans of the administration; carrying out accounting and budgeting procedures with effective, efficient and accountable methods; accruing municipal revenues and receivables and performing follow-up and collection procedures. The objective to increase the standards of support services of the institution and effective management of the procurement process was achieved significantly.

On the other hand, no significant progress was made in the activities within the scope of the objective to establish an effective and efficient personnel management system, to provide the necessary human resources within the framework of job analysis, and to increase motivation. The works such as transferring personnel information to electronic media, conducting person-

nel satisfaction surveys, Ethics Committee studies, and renewing the personnel attendance control system were not carried out. On the other hand, routine personnel procedures were done. Again, 25 in-service training programs were organized for the personnel.

Most of the activities planned within the scope of taking protective and preventive measures for the employee and the working environment were carried out. In this context, occupational health training was provided to 750 employees, five emergency action plans were prepared and one drill was held. Again, during this period, periodic health examinations of 500 personnel were made. Most of the work such as doing risk analysis in workplaces, ensuring the use of personal protective equipment, environmental measurements in areas such as dust, steam, lighting, field and health surveillance, inspection and reporting services for employees in heavy and dangerous jobs were completed.

No significant work was planned within the scope of increasing own revenues and improving production and employment by multiplying the municipality subsidiary service facilities. However, the targeted capital transfer of 750,000 TL was achieved.

As the second strategic goal, it was aimed to provide the coordination of the institutional structure, to inform the citizens about the municipal services, to include them in decision and control processes, to raise the public relations standards of the institution, to meet the vehicles and machinery needs in order to ensure continuity in service production.

In this context, organizing the works of the Municipal Council and the committee, and announcing the results to the public were carried out to a great extent. The vast majority of the planned activities in public communication were conducted. In this context, opening public relations offices in districts, establishing mobile public relations offices, conveying requests from the White Table and call centre to the relevant units and contributing to their solution, conducting citizen satisfaction surveys, making organizations for NGOs, public institutions and organizations and mukhtars; promoting municipal services and communicating the activities to citizens in written and visual form were the main activities that achieved a high level of success.

On the other hand, no significant progress was made in meeting the space, vehicle and equipment needs that emerged with the institutional restructuring. It was planned to establish Metropolitan Municipality service coordination centres in Bismil, Hani, Lice, Eğil and Hazro districts, but the activity was completed only in Bismil. Again, none of the real estate major maintenance and repair activities were carried out. It was aimed to purchase a total of 49 vehicles, but only two of them were realized.

Finally, the activities planned under the goal of ensuring the use of information and communication technologies, meeting the institution's infrastructure needs in the field of informatics, improving the institutional management system technologically, providing quick access to correct information about service areas were realized at a very limited level. Limited progress was made in the renewal and implementation of the automation system from the previous year. While the system infrastructure was provided at a rate of 90%, only nine of the 15 modules could be integrated into the system. A total of 125 units were planned to use the electronic document management system, but no progress was made in this regard. 200 users were targeted to use the e-signature system and 152 people used it. Again, the strategically important Geographical Information System could not be established in 2018.

The objective to provide communication and technology supplies of the institution was also achieved at a limited level. While purchasing licences could not be carried out, 50% success was achieved in updates. On the other hand, it was planned to establish an automation data backup system and to develop the security system of the institution technologically, but apart from purchasing cameras and recording devices, no progress was made in this area. On the other hand, routine data processing services such as purchasing, maintenance and repair of computers, printers and peripherals for solving software and hardware problems were continued.

CONCLUSION AND EVALUATION

In this section, 2018 implementations of Diyarbakır Metropolitan Municipality were examined. As in the previous three years, the strategic plan, performance program and activity report prepared by the institution and shared with the public were taken as basis in the examinations. As a result, 14 points can be underlined.

1. In 2018, it was prepared on the basis of seven strategic areas determined in the 2017-2021 Strategic Plan, as in 2017. Municipal works were limited to Transportation Services, Environmental Services, Zoning and Urbanism, Health and Social Services, Culture and Tourism, Disaster Management and Urban Control and Reinforcing Institutional Structure. In this sense, while planning the work of Diyarbakır Metropolitan Municipality and determining its strategic goals and objectives, the traditional understanding of municipal services prevailing in Turkey continued in 2018, as in 2017.
2. The lack of temporal prioritization continued in 2018 as in the previous three years.
3. Like the previous three performance programs, the 2018 Performance Program was also prepared with only in-house information. Again, an exter-

nal structure and mechanism for monitoring and evaluating the performance program could not be built and the participation of other social actors outside the municipality in the planning process could not be achieved. Citizens' participation in municipal services was mainly considered within the scope of "public relations" and remained with limited disclosure. Institutional choices regarding the participation of citizens, non-governmental organizations and mukhtars in a very limited and with limited information continued in the period of 2015-2018 to a great extent.

4. The Strategy Development Branch Office for monitoring and evaluating municipal services established significant institutional infrastructure. Numerical management techniques and tools were also used effectively in monitoring and evaluation processes. This situation provides a remarkable institutional infrastructure for external monitoring and auditing processes. However, the digitization method used in calculating the strategic goals and objectives and the success performance of the units was far from presenting an objective picture and needs to be developed. In the method used since 2015, the fact activities that differ in terms of duration, budget and social impact have not been weighted, in other words, giving an equal weight to each activity makes calculations problematic. For example, the placement of recycling boxes in public institutions and organizations and the Integrated Solid Waste Management System that will serve the city for at least 30 years are evaluated and scored at the same weight.

5. A budget of 981.6 million TL was envisaged in the 2018 Performance Program. Along with this, the total revenue was 678.52 million TL and the total expense was 876.35 million TL. These figures show that the need for improvement in fiscal discipline, planning and budget management continues. Looking at the budget distribution in the performance program, it is seen that there is a similar picture as in 2017. Capital expenses, which constitute the main business/activity/investment items of the municipality, realized at a rate of 39.1%. On the other hand, in terms of budget shares, Transportation Services (44.03%) and Reinforcing Institutional Structure (26.39%) have again received the highest shares.

6. Considering the general implementation results, at the level of strategic objectives, the realization rate of activities and performance targets is 65.89%. When looking at the performance results on the basis of strategic areas, the most successful areas were Health and Social Services and Reinforcing Institutional Structure with 77.59% and 75.29%, respectively. Transportation Services followed these two areas with 65.14%, Disaster Management and Urban Control with 64.60% and Environmental Services with 58.67%. While the performance result in the area of Zoning and Urbanism remained at 32.50%, this rate was realized as 48.71% in the area of Culture and Tourism.

7. Unlike the previous three years, activities that constitute investment in 2018 remained at a very limited level. Apart from routine works, the works that qualify as an investment and expand the service area have been limited to Bismil Bus Station, Active Life Centre for People with Disabilities, Mardinkapı Women's Life Centre, Women's Club and Sports Centre, 38 kilometers of irrigation canal, Traffic Education Park and road constructions.

8. In 2018, as in the previous three years, road construction, maintenance and repair works took an important place in institutional activities. However, institutional objectives were not achieved in road construction works in 2018. In total, 1,100 kilometres of road surface treatment and 300 kilometres of stabilized road construction were aimed. However, in practice, 470 kilometres of surface treatment and 729 kilometres of stabilized road construction were carried out.

9. Except for routine works in Environmental Services, no significant investment was made in 2018. No significant progress was made in the field of Integrated Solid Waste Management System Project. Again, the works carried out in the area of park, garden and green area production were far behind 2017.

10. Health and Social Services was one of the most successful areas in 2018, as in 2017. However, the main success in this area was achieved in routine activities. On the other hand, very limited progress was made in problem areas such as substance abuse.

11. As in 2017, the works in the area of Culture and Tourism were very limited in 2018. While there was a mediocre performance in the area of culture, arts and tourism, no significant planning was made in the field of multilingual municipalities as in 2017. It was foreseen to make only one personnel survey in the said area, and it was not conducted as in 2017.

12. The works in the area of zoning and urbanism, which are of importance in terms of socioeconomic and spatial development of the city, have been the most unsuccessful area. Very limited progress was achieved in the area of planned urban development.

13. The works in reinforcing the local economy and rural development were also very limited. Although important works such as the construction of irrigation canals were achieved, municipal works were mainly conducted in urban areas. The activities related to the city economy could not go beyond symbolic works. Although the jurisdiction of the Metropolitan Municipality expanded from the city centre to the provincial borders with the Law No. 6360, the municipality remained an institution that mainly operates in the urban area and could not turn into an institution that produces rural services in 2018, as well.

14. As in previous years, institutional innovation and creativity remained very low in 2018, as well.

CHAPTER SIX

COMPARATIVE ANALYSIS OF INFRASTRUCTURE SERVICES

(2015-2016 / 2017-2018)

Introduction

In this chapter, the works of Diyarbakır Water and Sewerage Administration (DİSKİ) are discussed. Unlike other service units, DİSKİ carries out its activities as a general directorate affiliated to Diyarbakır Metropolitan Municipality. In this sense, it is an institution that differs administratively from the municipal bureaucracy and has a unique structure and budget. DİSKİ continues its activities directly under the Diyarbakır Metropolitan Municipality mayor and council.

DİSKİ is responsible for the supply and distribution of drinking water, removal of used water and rainwater, and the construction of drinking water and wastewater treatment facilities throughout the province. It has an institutional structure similar to the municipal bureaucracy such as study-project, human resources, subscription services, financial services, legal services, support services, public relations to carry out its work. Having a unique administrative structure and a separate budget, DİSKİ prepares its own unique strategic plan and annual performance programs and activity reports in accordance with the Metropolitan Municipality.

In the first section, the 2015-2018 period of the infrastructure works in Diyarbakır is examined. This is done by taking into account the DİSKİ 2015-2019 Strategic Plan and annual performance programs and activity reports. Unlike the Metropolitan Municipality, Trustee Cumali Atilla management did not renew DİSKİ 2015-2019 Strategic Plan. Therefore, the plan, which was prepared in the period of co-chairs Gültan Kışanak and Fırat Anlı, and which was taken as a basis in the next administration, is outlined in the first section. In the second section, a framework is created for the examination and comparison of four years of work. In the third and fourth sections, the 2015-2016 performance programs of Kışanak-Anlı period are examined based on the activity reports comparison. In the fifth and sixth sections, a similar comparison is made for the trustee period. In the last section, both management periods are analysed comparatively.

1. DİSKİ 2015-2019 STRATEGIC PLAN

1.1. Planning process

While preparing the DİSKİ 2015-2019 Strategic Plan, in addition to the in-house knowledge and experience of the municipality, the knowledge and experience of external stakeholders such as citizens, mukhtars and organized groups in the city were also used. Mukhtar meetings and forums as well as the results of household surveys, which were organized within the scope of Diyarbakır Metropolitan Municipality 2015-2019 Strategic Planning process, were considered as an input in the DİSKİ Strategic Planning process. In addition to the aforementioned information, DİSKİ also conducted an external stakeholder survey covering 72 institutions.

In order to include the opinions, expectations, demands and suggestions of external stakeholders in the planning process, external stakeholder questionnaires were sent to 70 organizations, especially 17 district governorships and mayors, and feedback was obtained from 42 institutions. These questionnaires were included in the planning process after being analysed and classified according to the opinions, suggestions and expectations of the stakeholders.

A total of 778 mukhtars attended the meetings held in 17 districts. At these meetings, opinions, suggestions and requests of mukhtars were received and evaluated both verbally and in writing. The meeting results were reported both in general and on the basis of districts. In these reports, service areas were compared. In addition, districts were compared on the basis of service areas. Although the ranking was different in each district, road construction, water supply and sewerage services were the top three titles.

Suggestions expressed in 15 thematic forums attended by a total of 1,547 people were evaluated with a qualitative analysis and the outstanding requests were classified and included in the planning process.

Finally, in the household survey in which 7,800 people participated in 17 districts, the questions that fall under the service areas of DİSKİ were specially evaluated and reported. In this context, drinking water, sewerage, wastewater, rainwater and subscription services were analysed with comparison both within themselves and on a district basis.

Considering the above processes, it is seen that the participatory planning process, which was taken as a basis in the preparation of the Diyarbakır Metropolitan Municipality 2015-2019 Strategic Plan, is reflected in the planning process of DİSKİ. DİSKİ 2015-2019 Strategic Planning process was not limited to institutional information only. The opinions, expectations, demands and suggestions of other stakeholders such as citizens, mukhtars, other public institutions and organizations, NGOs, opinion leaders and activists were consulted. These suggestions seem to be effective in determining strategic goals, objectives and activities/projects.

1.2. Strategic goals and objectives

DİSKİ defines its institutional vision as “to be an exemplary institution that provides high quality service in water and sewerage services, constantly developing and trusted in its field, with the awareness that the right to access water is a fundamental human right.” Accordingly, DİSKİ has undertaken the responsibility of “establishing and operating facilities in order to provide the water supply and distribution to the public in a sufficient and continuous manner in parallel with the development of the residential areas of the city, and to dispose of waste water without harming human health and the environment.”

Compared to Diyarbakır Metropolitan Municipality 2015-2019 Strategic Plan, a different format was used in the 2015-2019 Strategic Plan of DİSKİ. While activities/projects were not included, only strategic goals and objectives were determined. However, a detailed examination shows that the hierarchical relationship established between the strategic goals, strategic objective and activities/projects based on strategic plans was not carried out effectively. In most cases, the works determined as strategic objectives often refer to the activities/projects.

The main strategic goals determined are presented below on the basis of departments, which are main service units:

Drinking Water Supply

- To improve the current conditions of the central water supply system,
- To optimize the water need in the central water supply system depending on the population increase and to make the necessary planning for this purpose,
- To make complete analysis of all parameters in the regulations related to drinking and utility water and to ensure the reliability of the analysis at the international level,
- To ensure the use of renewable energy (or to reduce energy costs),
- To ensure the sustainable, efficient and healthy management of water resources.

Drinking Water Distribution

- To be a unit where necessary measures are taken regarding occupational health and safety and where practices/inspections are made,
- To bring vehicles and equipment to a qualified and sufficient condition,
- To supply drinking water network materials in accordance with international standards and quality and to establish an efficient stock management,

- To verify the presence of technical infrastructure, to record and strengthen it in terms of management,
- To create a distribution system at the level of advanced EU cities by strengthening the operating conditions,
- To make subscription services more effective and efficient.

Drinking Water Investments

- To solve the drinking water problems of new neighbourhoods (villages and hamlets) where there is no drinking water,
- To carry out drinking water projects and to lay networks in regions that are newly opened for construction and in districts without a drinking water network,
- To increase the drinking water reserve capacity and complete the necessary construction, insulation, etc. works in the reservoirs,
- To rehabilitate the existing water pipeline and drinking water network,
- To rehabilitate Gözeli Water Basin,
- To minimize the negative effects of drought.

Wastewater and Rainwater Management

- To ensure that the wastewater system is strengthened in terms of machinery and equipment so that it can work more effectively and efficiently,
- To make the wastewater system work more effectively and efficiently.

Wastewater and Rainwater Investments

- To expand the wastewater system in parallel with the urban development and to make the system work more effectively and efficiently,
- To make a rainwater network for existing residential areas and to design a rainwater system for new development areas.

Renewable Energy Investments

- To reduce energy costs with investments in the energy field.

Human Resources

- To establish, implement and maintain systems for transition from personnel management to human resources management,
- To conduct employee satisfaction research every year and to improve by projecting the results,
- To conduct activities that will increase the morale and motivation of the personnel,

- To establish and implement an effective training and management system.

Strategy and Financial Services

- To increase the efficiency and effectiveness of financial services,
- To conduct works to facilitate and increase the money collection.

Information Technologies

- To increase user satisfaction in business and transactions with subscriber oriented approaches,
- To develop information technology and ensure integration between units,
- To establish management systems and improve information management.

Support Services

- To strengthen the machine park capacity and continuously modernize it,
- To ensure fast and effective execution of internal administrative activities, to meet the needs of the institution by 100%
- To ensure the establishment of security systems for all facilities.

Businesses 1st Region and 2nd Region

- To complete the organizational process initiated in the districts and to fulfil resource deficiencies,
- To make current situation analysis, resource planning and solution planning in the settlements under the responsibility of each branch office,
- To subscribe all water users in district centres,
- To raise operating standards by rehabilitating the drinking water/sewerage systems that were determined by the relevant institutions prior to the Law No. 6360 and that are not currently working or are partially active,
- To provide capacity/awareness-raising trainings, especially for management personnel and mukhtars.

Press Release - Public Relations

- To provide a better public relations service to citizens,
- To better promote the services of the institution to the public and to raise awareness,
- To conduct citizen satisfaction research in order to provide a better service and to make necessary changes according to the results,
- To take an inventory of water structures.

1.3. Budget allocation

No budget analysis was made in the DİSKİ 2015-2019 Strategic Plan study. In the plan, which does not include any information about the income and expenses

of the institution, the required budget for the determined strategic goals and objectives was not calculated. In this sense, it is not possible to make any assessment as to whether the said goals and objectives are financially realistic.

1.4. Monitoring and evaluation

With regard to monitoring and evaluation systems, only an in-house monitoring and evaluation mechanism was foreseen in the strategic plan. Accordingly, annual performance programs prepared in accordance with the strategic plan would be monitored three times a year in four-month periods. On the other hand, there was no structure or mechanism for non-institutional actors such as citizens, mukhtars and NGOs to monitor and evaluate the implementation process of the strategic plan. The only significant mechanism in this regard is the citizen satisfaction survey; planned to be conducted once a year.

2. FRAMEWORK FOR YEARLY COMPARISON

Annual performance programs were prepared in the following years depending on the DİSKİ 2015-2019 Strategic Plan and the implementation processes were evaluated in the annual activity reports. At the level of strategic goals and objectives, no priority was taken between 2015-2018, and the strategic goals and objectives remained continuous and unchanged for four years. Only partial elimination was made each year and some strategic goals or objectives were excluded. The main changes were made in the performance indicators determined within the scope of strategic goals and objectives in the annual plans.

The activity and project results were followed by the institution under six headings, which are as follows:

1. Drinking water and waste water investment activities
2. Drinking water operating activities
3. Wastewater operating activities
4. Water health and environmental protection activities
5. Subscription services
6. Institutional activities

After analysing the performance results under these headings, the performance results were tracked numerically according to the strategic goals and objectives determined on the basis of main service units (departments).

In this study, taking into account that the strategic goals and objectives remained largely constant over the four-year period, the routine works that continued every year were excluded from the analysis when conducting annual analyses and comparisons.

Table 6.1: Strategic goals included in the comparison

Service Area	Strategic Goal No	Strategic Goal
Drinking Water Supply	17	To ensure the sustainable, efficient and healthy management of water resources
Drinking Water Distribution	20	To supply drinking water network materials in accordance with international standards and quality and to establish an efficient stock management
	22	To create a distribution system at the level of advanced EU cities by strengthening the operating conditions
Drinking Water Investments	24	To solve the drinking water problems of new neighbourhoods (villages and hamlets) without drinking water
	25	To make drinking water projects and to lay networks in the regions newly opened to construction and districts without drinking water network
	26	To increase the drinking water reserve capacity and to complete the necessary construction, insulation, etc. works in the reservoirs
	27	To rehabilitate the existing water pipeline and drinking water network
	28	To rehabilitate Gözeli Water Basin
Wastewater and Rainwater Management	30	To ensure that the wastewater system is strengthened in terms of machinery and equipment so that it can work more effectively and efficiently.
	31	To make the wastewater system work more effectively and efficiently
Wastewater and Rainwater Investments	32	To expand the wastewater system in parallel with urban development and to make the system work more effectively and efficiently.
	33	To create a rainwater network for existing residential areas and design a rainwater system for new development areas
Renewable Energy Investments	34	To reduce energy costs with investments in the energy field
Institutional Structuring and Expansion	10	To strengthen the machine park capacity and to continuously modernize it
	35, 40	To complete the organizational process started in the districts and to fulfil resource deficiencies
	38, 43	To raise operating standards by rehabilitating drinking water/sewerage systems that were determined by the relevant institutions prior to the Law No. 6360 and which are not currently working or are partially active

The comparisons were based on the investments of the relevant year in addition to the general budget analysis. In this context, institutional activities such as drinking water and wastewater operating activities, subscription services and human resources, information processing, support services and financial services within the six headings above were excluded from the comparisons.

The actual comparison was made on “drinking water and wastewater investments” and “water health and environmental protection” activities. Considering that the jurisdiction of DiSKİ has expanded from the city centre to the provincial borders with the Law No. 6360, which entered into force in 2014, institutional structuring and expansion studies have also been included in the said examinations.

The basic strategic goals compared in this context are presented in Table 6.1.

3. 2015 PRACTICES AND RESULTS

2015 practices and results are analysed through the performance program and activity reports of the relevant year. In this review, first of all, budget analyses are made. Secondly, activities planned and realized at the level of strategic goals in Table 6.1 are compared. Finally, the participation mechanisms for planning the performance program, monitoring implementation processes, inspection and evaluation processes are evaluated.

3.1. Budget analysis

When the DiSKİ 2015 Performance Program is examined, the total budget projected for the planned activities/projects is 212 million TL. Within this budget, while personnel expenses are 40.78 million TL (19.43% of the total budget), the total budget allocated for the purchase of goods and services and capital expenses, which constitute business and investment items, is 140.93 million TL. In other words, while 19.23% of the total budget is allocated to personnel expenses, 66.48% is allocated for routine work and investments.

When the budget is examined at the level of strategic goals in Table 6.1, it is seen that a total of 94.5 million TL is allocated for the investments planned within the scope of the said purposes. This corresponds to 41.45% of the total budget. It was seen that 33.44 million TL (14.66%) was allocated for drinking water supply and distribution works and investments to be made in this area, 36.42 million TL (15.97%) for wastewater and rainwater investments, 4 million TL (1.75%) for renewable energy investments and 20.65 million TL (9%) for institutional structuring and expansion works.

Table 6.2 Budget results, 2015

Items	Amount (TL)	Percentage (%)
Total projected budget	212,000,000	100.00
Personnel expenses	40,777,000	19.43
Purchases of goods and services	88,388,000	41.69
Capital expenses	35,714,000	16.85
Realized revenues	246,999,106	116.51
Incurred expenses	191,947,091	90.54
<i>Planned Investments</i>		
The budget allocated to investment works within the goods and service purchases and capital expenses (strategic goals in Table 6.1)	94,500,000	41.45
Budget allocated for drinking water supply and distribution works and investments to be made in this area	33,435,000	14.66
Budget allocated for wastewater and rainwater works and investments	36,415,000	15.97
Budget allocated for renewable energy investments	4,000,000	1.75
Budget allocated for institutional structuring and expansion works	20,650,000	9.06

Considering the implementation process in terms of the budget, the total revenues and expenses as a result of the activities in 2015 were realized as 247 million TL and the total expenses were 191.95 million TL. 55.05 million TL was transferred to the next year. The data on the budget results are summarized in Table 6.2.

3.2. Infrastructure investments and performance results

Investments made in 2015 mainly include drinking water, wastewater and rainwater, renewable energy investments and institutional structuring and expansion works. 95.5 million TL (41.45%) of the institutional budget, which is 212 million TL in total, was allocated for these works.

To what extent these works were realized was followed by the institution and analysed at the level of strategic goals and objectives, and included in the 2015 Activity Report. When the realization levels of the performance targets determined within the scope of strategic goals and objectives were calculated taking into account the budgets, it is seen that the planned investments were realized at the rate of 83.50%¹.

¹ The success rate in investments is calculated by dividing the total amount obtained by multiplying the planned budget of each investment activity and the realization rate of the activity by the total budget allocated to the investments. The same method was used to calculate the success rates in drinking water, wastewater and rainwater, renewable energy investments and institutional building and expansion.

Drinking water works

Considering the supply and distribution of drinking water and the budget size of the investments, activities and projects in this area, it is seen that 90.62% has been realized.

As detailed in Table 6.3, it was planned to establish a disinfection system in 100 neighbourhoods in district centres and rural areas for drinking water supply, but it was only conducted in 59 neighbourhoods.

In the area of drinking water distribution, four works were planned and three of them were completed. The closed stock area, which had a total budget of 2.5 million TL, was not completed at a rate of 50%. On the other hand, the works of completing hydraulic modeling in all pressure levels, creating 50 isolated zones in pressure levels and replacing 20 kilometres of ACB pipe with HDPE pipe, which had a total budget of 4 million TL, were completed.

Nine main works were planned within the scope of five strategic goals within the scope of drinking water investments. First of all, it was planned to establish a drinking water system in 30 of the new neighbourhoods (villages and hamlets) and to make electrical installations of boreholes in 18 of the neighbourhoods where there is no drinking water.

Table 6.3: Drinking water investment performance results, 2015

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Drinking Water Supply</i>	17	To ensure the sustainable, efficient and healthy management of water resources	To establish a disinfection system in 100 neighbourhoods in district centres and rural areas	1,000,000	59.0
<i>Drinking Water Distribution</i>	20	To supply drinking water network materials in accordance with international standards and quality and to establish an efficient stock management	To complete the closed stock area by 50%	2,500,000	0.0
	22	To create a distribution system at the level of advanced EU cities by strengthening the operating conditions	To complete the hydraulic modelling in all pressure levels	1,000,000	100.0
			To create 50 isolated zones in pressure floors	1,000,000	100.0
			To replace 20 kilometres of AÇB pipe with HDPE pipe	2,000,000	100.0

<i>Drinking Water Investments</i>	24	To solve the drinking water problems of new neighbourhoods (villages and hamlets) without drinking water	To establish the drinking water system of 30 new neighbourhoods (villages and hamlets)	1,500,000	393.3
			To build the electrical installations of the boreholes of 18 new neighbourhoods	180,000	172.2
	25	To make drinking water projects and to lay networks in regions that are newly opened to construction and districts without drinking water network	To prepare the drinking water projects of four districts	240,000	25.0
			Laying 60 kilometres of drinking water network	6,000,000	270.0
	26	To increase the drinking water reserve capacity and to complete the necessary construction, insulation, etc. works in the reservoirs	To make five reservoirs with a capacity of 100 cubic metres	750,000	200.0
			To make five reservoirs with a capacity of 50 cubic metres	375,000	440.0
	27	To rehabilitate the existing water pipeline and drinking water network	To complete the cathodic protection works of the main pipeline, the links between the reservoirs and 25 kilometres of 128 kilometres of steel pipes in the network	350,000	0.0
	28	To rehabilitate Gözeli Water Basin	To rehabilitate 18 boreholes and mechanical electricity at the source in Gözeli Water Basin	540,000	16.7
			To completely renovate the 11-kilometer-long main water pipeline in Gözeli Water Basin	16,000,000	0.0
	29	To minimize the negative effects of drought			
TOTAL			33,435,000		

Secondly, it was planned to prepare drinking water projects in four districts and to lay a drinking water network of 60 kilometres in order to carry out the drinking water projects of newly opened regions and districts that do not have a drinking water network. In practice, while the project of only one district was prepared, 162 kilometres of drinking water network was laid.

Thirdly, within the scope of increasing drinking water reserve capacity and completing the necessary construction and insulation works in the reservoirs, it was aimed to build five reservoirs with a capacity of 100 cubic metres and 50 cubic metres. In practice, 10 reservoirs with a capacity of 100 cubic metres and 22 reservoirs with a capacity of 50 cubic metres were built.

Fourth, although it was aimed to apply cathodic protection for 25 kilometres of steel pipes with a total length of 128 kilometres within the scope of rehabilitating the existing water pipeline and drinking water network, it could not be carried out.

Finally, in order to rehabilitate Gözeli Water Basin, it was aimed to rehabilitate 18 boreholes in the area, apply mechanical-electrical rehabilitation at the source and renovate the 11-kilometer main water pipeline. On the other hand, while rehabilitation work was carried out in only three wells, the water pipeline could not be renewed.

Wastewater and rainwater

Considering the budget sizes of the projects, it is seen that the works planned in the area of wastewater and rainwater have been realized at the rate of 83.51%.

As detailed in Table 6.4, five works were planned within the scope of two strategic goals in the area of wastewater and rainwater management. Within the scope of increasing the machine and equipment capacity in order for the wastewater system to work more effectively and efficiently, it was planned to purchase four vacuum and propulsive sewerage trucks and one channel monitoring device and replace 750 peak caps with composite caps; however, none of them were carried out. Within the scope of operating the wastewater system more effectively and efficiently, the objective to transfer the information of the sewerage network to the GIS environment by 20% was fully achieved. Besides, it was planned to clean 160 kilometres of sewerage network in total, and in practice, 250 kilometres were cleaned.

Two strategic objectives and four activities/projects were determined within the scope of wastewater and rainwater investments. In order to expand the wastewater system in parallel with the urban development and to enable the system to operate more effectively and efficiently, 40 kilometres of sewerage network was planned and 26 kilometres were completed. With the support

of the European Union grant fund, namely the Instrument for Pre-Accession Assistance (IPA), the construction of the remaining four kilometres of the Western collector and the construction of a district's wastewater treatment plant was completed as planned. Finally, 60 kilometres of rainwater network was installed with the support of IPA.

Table 6.4: Wastewater and rainwater investments performance results, 2015

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Wastewater and Rainwater Management</i>	30	To ensure that the wastewater system is strengthened in terms of machinery and equipment so that it can work more effectively and efficiently.	To buy four vacuum and propulsive sewerage trucks	3,000,000	0.0
			To buy a channel monitoring device	450,000	0.0
			To replace 750 peak caps with composite cap	280,000	0.0
	31	To make the wastewater system work more effectively and efficiently	To transfer sewerage network information to G.I.S environment by 20%	75,000	100.0
			To clean the 160 kilometre sewerage network	310,000	156.3
<i>Wastewater and Rainwater Investments</i>	32	To expand the wastewater system parallel to urban development and to make the system work more effectively and efficiently.	To lay 40 kilometres of sewerage network	7,000,000	65.0
			To complete the remaining four kilometres of the Western collector with IPA support	2,800,000	100.0
			To complete one district's wastewater treatment plant	5,500,000	100.0
	33	To make rainwater network for existing residential areas and to design a rainwater system for new development areas	To lay 60 kilometres of rainwater network in the city with the support of IPA	17,000,000	100.0
TOTAL				36,415,000	

Renewable energy investments

In order to reduce energy costs with renewable energy investments, two projects, each with a budget of 2 million TL, were planned but not realized. Three hydroelectric power plants (HEPP) were to be completed by 50% according to the plan, but only a progress of 1% could be achieved. Again, with the solar power plant (SPP) and HEPP projects in DİSKİ facilities, the objective to reduce energy consumption by 5% was not achieved.

Table 6.5: Renewable energy investments performance results, 2015

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
Renewable Energy Investments	34	To reduce energy costs with investments in the energy field	To complete three HEPPs by 50%	2,000,000	1.0
			To reduce energy consumption by 5% with SPP and HEPP projects in DİSKİ facilities	2,000,000	0.0
TOTAL				4,000,000	

Institutional structuring and expansion

With the Law No. 6360, which entered into force in 2014, the responsibility area of Diyarbakır Metropolitan Municipality and its subordinate DİSKİ has expanded from the city centre to the provincial borders. This situation has made institutional structuring and expansion a necessity in DİSKİ works as in all municipal services. Special attention has been given to this issue in the DİSKİ 2015-2019 Strategic Plan and strategic goals have been determined in this context. For these strategic goals, a budget of 20.65 million TL was planned in the 2015 Performance Program.

As detailed in Table 6.6, in order to strengthen the machine park capacity and constantly modernize it, it was planned to supply 45 vehicles and construction equipment and to construct one vehicle/work machine hangar.

It was aimed to create units in 12 districts, to provide 50 construction machines and to employ 394 personnel in order to complete the organizational process initiated in districts and to fulfil resource deficiencies. During the implementation process, branch offices were established in all 13 provincial districts, 55 construction equipments were procured and 443 personnel were employed. With these works, the organizational work in the province was completed to a great extent.

Finally, before the Law No. 6360, it was aimed to improve 30 drinking water/ sewerage systems that were determined by the relevant institutions and were currently inoperative or partially active through repair and maintenance. In practice, 46 facilities were rehabilitated.

Table 6.6: Institutional restructuring and expansion investments performance results, 2015

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Institutional Structuring and Expansion</i>	10	To strengthen the machine park capacity and to modernize it continuously	Providing 45 vehicles and work machines	5,000,000	0.0
			Building a vehicle / engineering vehicle hangar	300,000	0.0
	35, 40	To complete the organizational process initiated in the districts and to eliminate resource deficiencies	Establishing branch offices in 12 districts	450,000	100.0
			Providing 50 construction equipment in 12 districts	0	110.0
			Employing 394 staff in 12 districts	12,500,000	112.4
	38, 43	To raise operating standards by rehabilitating drinking water / sewerage systems that were determined by the relevant institutions prior to the Law No. 6360 and which are not currently working or are partially active	Repair and improve 30 facilities	2,400,000	153.3
	TOTAL				20,650,000

3.3. Participation in the planning, monitoring and evaluation process

2015 Performance Program was prepared without the participation of external actors in accordance with the DiSKİ 2015-2019 Strategic Plan. While no participation mechanism was established in the preparation of the performance program, various mechanisms were built to monitor and evaluate the plan.

As detailed in Table 6.7, no external mechanism was foreseen for participation in monitoring and evaluation studies whereas internal monitoring

mechanisms were taken as basis. The relationship of the institution with external stakeholders was mainly limited to announcement or promotion of the work done to the citizens. Obtaining information from citizens about services through Alo 185 and citizen surveys are the second point to be noted with regard to planning, monitoring and evaluation works.

Table 6.7: Monitoring and evaluation mechanisms, 2015

Service Area	Strategic Goal No	Strategic Goal	Performance Target
Strategy and Financial Services	5	To increase efficiency and effectiveness in financial services	To monitor the performance program three times a year
Press and Public Relations	45	To provide a better public relations service to the citizen	To activate the Alo 185 system in 13 districts
	46	To better publicize the institution's services and to raise awareness.	To prepare and distribute an average of 100,000 awareness-raising materials in order to publicize the institution
			To organize 20 trips to drinking water and wastewater facilities for primary school students
			To organize 20 seminars for primary school students to raise awareness
			To publish two periodicals
47	To make necessary changes according to the results by conducting citizen satisfaction research in order to provide better service	To conduct a citizen satisfaction survey of 2,500 people	

Considering the 2015 implementation results, the first thing that draws attention is that internal financial audit and external financial audit have been carried out.

The auditors appointed by the General Assembly made an examination regarding the 2015 administrative, technical and financial transactions of DİSKİ and submitted the results to the institution with reports. In this context,

administrative activities such as; personnel status; organizational structure of off-centre districts; board decisions; technical activities including investment activities, production activities and risks such as failure to meet water consumption; financial activities including budget realizations, analysis of financial statements, collection problems, subscription, accrual and collection status of the districts taken over and taxes were examined within the report. Various suggestions were developed as a result of these examinations.

Within the scope of external audit, the commissioners of audits carried out the financial audits of DİSKİ works and transactions in 2015. In the same period, the civil inspectors administratively audited the 2010-2014 period of the institution.

Considering the performance objectives, the performance program aimed at increasing the efficiency and productivity in financial services was planned to be monitored three times in four-month periods throughout the year, but the said monitoring was carried out twice.

The establishment of the Alo 185 line in 13 districts was carried out as planned for citizens to report their opinions, suggestions and complaints to the institution.

Four activities were determined within the scope of publicizing the services of the institution in a better way and conducting awareness raising activities. As planned, 100,000 promotional and informative materials were printed and distributed. With a total of 20 trip programs, it was planned to reach 1,000 students to visit drinking water and wastewater facilities, but in practice, 15 trips were organized and 650 students were reached. On the other hand, it was aimed to organize 20 seminars for primary school students and reach 300 students, while 52 seminars were organized and 12,300 students attended the seminars. Again, as planned, one periodical was prepared twice and shared with the public.

Finally, conducting a citizen satisfaction survey of 2,500 people in order to determine the opinions, suggestions and expectations of the citizens for the services provided and to improve the services were not carried out, although planned.

4. 2016 PRACTICES AND RESULTS

4.1. Budget analysis

The total budget projected for the activities/projects covered by the 2016 Performance Program is 228 million TL. Compared to the 2015 Performance Program, where the total budget was 212 million TL, this represents a budget increase of 7.55%.

Looking at the distribution of budget items, while a budget of 42.63 million TL (18.69% of the total budget) was allocated for personnel expenses, a total of 150.75 million TL (66.12%) was allocated for the purchases of goods and services and capital expenses, which constitute business and investment items. The budget shares allocated to these items are consistent with the previous year. While a 19.43% share was allocated to personnel expenses in the previous year, the share allocated to business and investment items was 66.48%.

When the budget is examined at the level of strategic goals in Table 6.1, it is seen that a total of 76.52 million TL was allocated for investment works and projects. Considering that the budget in question was 94.5 million TL in the previous year, it is seen that there was a 19.02% decrease in investment works.

Table 6.8: Budget results, 2016

Items	Amount (TL)	Percentage (%)
Total projected budget	228,000,000	100.00
Personnel expenses	42,625,000	18.70
Purchases of goods and services	102,486,000	44.95
Capital expenses	48,260,000	21.17
Realized revenues	277,351,060	121.65
Incurred expenses	315,199,815	138.25
<i>Planned Investments</i>		
The budget allocated to investment works within the goods and service purchases and capital expenses (strategic goals in Table 6.1)	76,973,000	33.76
Budget allocated for drinking water supply and distribution works and investments to be made in this area	34,730,000	15.23
Budget allocated for wastewater and rainwater works and investments	16,902,500	7.41
Budget allocated for renewable energy investments	0	0.00
Budget allocated for institutional structuring and expansion works	24,891,000	10.92

The share of investment works in the total budget is 33.56%. While the budget allocated for drinking water supply and distribution works and investments to be made in this area was 34.73 million TL (15.23%), 16.90 million TL (7.41%) was allocated to wastewater and rainwater works, and 24.89 million TL (10.92%) to institutional structuring and expansion works. Unlike the previous year, no investment was made in the area of renewable energy.

Considering the implementation results in terms of the budget, the total revenues in 2016 were 277.35 million TL, while the total expenses were 315.20 million TL. While there was a limited difference between the budget planned and the actual budget in the previous year, the deviation margins are quite high in 2016. While 21.65% surplus revenue was obtained from the projected budget, there was a 38.25% deviation in expenses compared to the projected expenses. The data on the budget results are summarized in Table 6.8 below.

4.2. Infrastructure investments and performance results

In 2016, as in 2015, investment works mainly cover drinking water, wastewater and rainwater works in addition to institutional structuring and expansion works. Unlike 2015, renewable energy investments were not included in 2016. 33.56% of the institutional budget, which is a total of 228 million TL, was allocated for investment works. While the total budget allocated for investment works in 2015 was 94.5 million TL, its share in the total budget was 41.45%. Compared to the previous year, it is seen that the resources allocated to investments decreased in 2016.

The institution followed the level of realization of these works and the results were included numerically in the 2016 Activity Report. When the realization levels of the performance targets determined within the scope of strategic goals and objectives was calculated taking into account the budgets, it was seen that the planned investments were realized at a rate of 73.11%.

Drinking water works

Considering the drinking water supply and distribution activities and the budget sizes of the investments, activities and projects in this area, it is seen that they go beyond the objectives. Considering the realization rates of the activities on the basis of budget weights, it is seen that a success rate of 115.75% was achieved.

As detailed in Table 6.9, a limited amount of work was planned on drinking water supply, unlike the previous year. Within the scope of the strategic goal to ensure the sustainable, efficient and healthy management of water resources, it was planned to establish a disinfection system in 50 neighbour-

hoods in district centres and rural areas, and the works were successfully completed in 47 neighbourhoods.

With regard to drinking water distribution, very limited progress was made in planned works. While two of the three works planned within the scope of the strategic goal to create a distribution system at the level of advanced EU cities by strengthening the operating conditions were not completed, the third work was completed 25%. In this context, no progress was seen in the works of completing hydraulic modelling in all pressure levels and creating 100 isolated zones in pressure levels. Although it was planned to replace 20 kilometres of AÇB pipe with HDPE pipe, only 5 kilometres of this work could be carried out.

Within the scope of drinking water investments, some works could not be carried out at all while some works went beyond the objectives. Firstly, it was aimed to establish a drinking water system in 30 of the new neighbourhoods (villages and hamlets) without drinking water, and to make electrical installations of boreholes in 25 of them. In practice, while drinking water systems were established in 98 neighbourhoods, electricity facilities were established in 27 neighbourhoods.

Secondly, it was planned to lay a drinking water network of 60 kilometres within the scope of the goal to perform drinking water projects and to lay the networks of newly opened regions and districts that do not have a drinking water network while, in practice, 251 kilometres of network was laid.

Thirdly, it was planned to build 10 reservoirs with a capacity of 100 cubic metres and 50 cubic metres within the scope of increasing the drinking water reserve capacity and completing the necessary construction, insulation etc. works in the reservoirs. The reservoirs with a capacity of 100 cubic metres could not be built. However, 46 reservoirs with a capacity of 50 cubic metres were built.

Fourth, as in 2015, the activities of rehabilitating 18 boreholes and mechanical electricity at the source as well as completely renovating the 11-kilometer-long main water pipeline in Gözeli Water Basin, which were planned within the scope of rehabilitating Gözeli Water Basin, were also not carried out in 2016, although planned.

Although some studies planned on the basis of the number of activities were not carried out, the success rate was calculated as 115.75% taking into consideration the budget weights of the activities in the area of drinking water, in that much more work was done than planned in large-scale works in terms of budget. For example, large-scale projects such as the renewal of

the Gözeli water pipeline could not be carried out; however, 251 kilometres of drinking water network was built although it was planned to build 60 kilometres.

Table 6.9: Drinking water investments performance results, 2016

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Drinking Water Supply</i>	17	To ensure the sustainable, efficient and healthy management of water resources	To establish a disinfection system in 50 neighbourhoods in district centres and rural areas	500,000	94.0
<i>Drinking Water Distribution</i>	20	To supply drinking water network materials in accordance with international standards and quality and to establish an efficient stock management			
	22	To create a distribution system at the level of advanced EU cities by strengthening the operating conditions	To complete hydraulic modelling in all pressure levels	1,000,000	0.0
			To create 100 isolated zones in pressure levels	1,000,000	0.0
		To replace 20 kilometres of AÇB pipe with HDPE pipe	2,000,000	25.0	

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
Drinking Water Investments	24	To solve the drinking water problems of new neighbourhoods (villages and hamlets) without drinking water	To establish the drinking water system of 30 new neighbourhoods (villages and hamlets)	1,800,000	326.7
			To construct the electrical installations of the boreholes of 25 new neighbourhoods	300,000	108.0
	25	To carry out drinking water projects and to lay networks in regions that are newly opened to construction and in districts that do not have a drinking water network.			
			To lay 60 kilometres of drinking water network	6,960,000	418.3
	26	To increase the drinking water reserve capacity and to complete the necessary construction, insulation, etc. works in the reservoirs	To build 10 reservoirs with a capacity of 100 cubic metres	1,600,000	0.0
			To build 10 reservoirs with a capacity of 50 cubic metres	850,000	460.0
	27	To rehabilitate the existing water pipeline and drinking water network			
	28	To rehabilitate Gözeli Water Basin	To rehabilitate 18 boreholes and mechanical electricity at the source in Gözeli Water Basin	720,000	0.0
			To completely renovate the 11-kilometer-long main waterpipeline in Gözeli Water Basin	18,000,000	0.0
	29	To minimize the negative effects of drought			
TOTAL				34,730,000	

Wastewater and rainwater

Considering the budget sizes of the planned works and projects in the area of wastewater and rainwater, it is seen that they were realized at the rate of 81.63%.

As detailed in Table 6.10, five works were planned within the scope of two strategic goals in the area of wastewater and rainwater management. Within the scope of increasing the machine and equipment capacity for the wastewater system to work more effectively and efficiently, it was planned to purchase four vacuum and propulsive sewerage trucks and one channel-monitoring device, and to replace 800 peak caps with composite caps. However, while the first two works could not be carried out, 2,488 peak caps were replaced. Within the scope of the wastewater system to work more effectively and efficiently, the objective to transfer the sewerage network information to the GIS environment at a rate of 100% was fully achieved. Besides, it was planned to clean a total of 192 kilometres of sewerage network, and in practice, 247 kilometres were reached.

Table 6.10: Wastewater and rainwater investments performance results, 2016

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Wastewater and Rainwater Management</i>	30	To strengthen the wastewater system in terms of machinery and equipment so that it can work more effectively and efficiently.	To purchase four vacuum and propulsive sewerage trucks	3,200,000	0.0
			To purchase a channel monitoring device	450,000	0.0
			To replace 800 peak cap with composite cap	298,000	306.0
	31	To make the wastewater system work more effectively and efficiently	To transfer the sewerage network information to GIS environment at a rate of 100%	82,500	100.0
			To clean the 192 kilometres of sewerage network	372,000	128.6
<i>Wastewater and Rainwater Investments</i>	32	To expand the wastewater system in parallel with urban development and to make the system work more effectively and efficiently	To lay 40 kilometres of sewerage network	7,000,000	97.5
			To complete a district's wastewater treatment plant	5,500,000	100.0
	33	To create a rainwater network for existing residential areas and to design a rainwater system for new development areas			
TOTAL				16,902,500	

In the area of wastewater and rainwater investments, it was planned to lay a 40-kilometer sewerage network and to build a wastewater treatment plant in one district in order to expand the wastewater system in parallel with the urban development as well as to enable the system to operate more effectively and efficiently. In practice, while the treatment plant was built as intended, 39 kilometres of the 40-kilometer sewerage network were completed.

Institutional structuring and expansion

As in 2015, institutional structuring and expansion works continued in 2016, as well. In this context, various works were planned and a total budget of 24.89 million TL was allocated in this regard.

As detailed in Table 6.11, it was planned to supply 15 vehicles and construction equipment and to construct a vehicle/construction equipment hangar in order to strengthen the machine park capacity and to continuously modernize it.

Table 6.11: Institutional restructuring and expansion investments performance results, 2016

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Institutional Structuring and Expansion</i>	10	To strengthen the machine park capacity and to continuously modernize it	To supply 15 vehicles and construction equipment	2,341,000	0.0
			To build a vehicle/construction equipment hangar	300,000	0.0
	35, 40	To completing the organizational process initiated in the districts and to fulfil resource deficiencies	To provide 39 construction equipment for the districts	0	110.0
			To employ 73 personnel for the districts	19,250,000	0.0
	38, 43	To raise operating standards by rehabilitating the drinking water/sewerage systems that were determined by the relevant institutions before the Law No. 6360 and which are currently inoperative or are partially active	To maintain and improve 37 facilities	3,000,000	64.9
	TOTAL				24,891,000

It was aimed to provide 39 construction equipments and employ 73 personnel in order to complete the organizational process initiated in the districts and to fulfil resource deficiencies. During the implementation period, 34 construction equipments were provided; however, no personnel were employed.

Finally, it was aimed to maintain and improve 37 drinking water/sewage systems that were determined by the relevant institutions before the Law No. 6360 and which are currently inoperative or partially active.

4.3. Participation in the planning, monitoring and evaluation process

As in 2015, the 2016 Performance Program was also prepared only through in-house structures and mechanisms, without the participation of external actors, in accordance with the DİSKİ 2015-2019 Strategic Plan. While no participation mechanism was built in the preparation of the performance program, mechanisms similar to the previous year were established to monitor and evaluate the plan. The main mechanisms determined within the scope of the strategic goals and objectives in the program are presented in Table 6.12.

Table 6.12: Monitoring and evaluation mechanisms, 2016

Service Area	Strategic Goal No	Strategic Goal	Performance Target
Strategic and Financial Services	5	To increase efficiency and effectiveness in financial services	To monitor the performance program once a year
Press and Public Relations	45	To provide a better public relations service to the citizen	
	46	To better publicize the services of the institution and to raise awareness.	To prepare and distribute an average of 100,000 awareness-raising materials to promote the institution
			To organize 20 trips to drinking water and waste water facilities for primary school students
			To organize 25 seminars to raise awareness for primary school students
			To publish two periodicals
47	To conduct citizen satisfaction research and to make necessary changes according to the results in order to provide better service	To conduct a citizen satisfaction survey of 2,500 people	

No external mechanism was foreseen for participation in monitoring and evaluation studies while internal monitoring mechanisms were taken as basis. The relationship of the institution with external stakeholders was mainly limited to announcing or publicizing the work done and conducting a citizen satisfaction survey once a year.

Looking at the 2015 implementation results, internal financial audit was conducted in 2016 as in the previous year. The auditors appointed by the DİSKİ General Assembly completed and reported the internal financial audit work. Unlike 2015, there was no external audit by the Court of Accounts in 2016.

Within the scope of monitoring and auditing the performance results, it was planned and carried out to monitor the performance program once, rather than three times a year.

Secondly, within the scope of promoting the institution's services to the public in a better way and conducting awareness raising activities, it was planned to distribute 100,000 introductory and informative materials, to organize 20 trips to drinking water and wastewater facilities for primary school students with a total of 1,000 students, to organize seminars for a total of 7,500 students in 25 primary schools, and to publish two periodicals. In practice, 20,000 materials were distributed, 1,000 students participated in 20 trips in total, a seminar was given to a total of 2,000 students in five schools, and two periodicals were published.

Finally, a citizen satisfaction survey of 2,500 people, which was planned in order to provide a better service, was not conducted.

Considering the above results, it was seen that very limited amount of monitoring and inspection works were carried out at a very limited level.

5. 2017 IMPLEMENTATIONS AND RESULTS

While the administration led by Cumali Atilla, who was appointed as trustee in November 2016, prepared a new plan in place of Diyarbakır Metropolitan Municipality 2015-2019 Strategic Plan, they neither prepared a new plan in place of DİSKİ 2015-2019 Strategic Plan nor made any changes in the existing plan. Performance targets were determined within the scope of the strategic goals and objectives determined in the 2015-2019 Strategic Plan.

5.1. Budget analysis

When the 2017 Performance Program is analysed in terms of budget, a total budget of 356.16 million TL was foreseen for the activities and projects planned for the year in question. Considering that the budget planned in 2016 is 228 million TL, this means an increase of 56.21%. According to the total revenue (277.35 million TL) realized in 2016, this increase is 28.42%.

Considering the distribution of budget items, 46.75 million TL (13.13% of the total budget) was allocated for personnel expenses, a total budget of 267.04 million TL (74.98%) was allocated for the purchase of goods and services and capital expenses, which constitute the business and investment items. In 2016, the total ratio of goods and service purchases and capital expenses in the budget was 66.12%.

When the budget is analysed at the level of strategic goals and objectives in Table 6.1, which is subject to year-based comparison, it is seen that a total budget of 29.97 million TL is allocated for investment-qualified works and projects. This corresponds to 8.41% in the total budget. Considering that the budget allocated to investment works and projects was 94.5 million TL in 2015 and 76.97 million TL in 2016, it is seen that there was a significant decrease in the budget allocated for investments in 2017.

Among the investment works, while the budget allocated for works and investments in the area of drinking water was 12.04 million TL (3.38%), 14.42 million TL (4.05%) was allocated for wastewater and rainwater works, and 3.50 million TL (0.98%) was allocated for institutional structuring and expansion works. As in the previous year, no investment was planned in the area of renewable energy.

Table 6.13: Budget results, 2017

Items	Amount (TL)	Percentage (%)
Total projected budget	356,163,000	100.00
Personnel expenses	46,752,000	13.13
Purchases of goods and services	123,147,000	34.58
Capital expenses	143,898,000	40.40
Realized revenues	266,367,083	74.79
Incurred expenses	231,824,986	65.09
<i>Planned Investments</i>		
The budget allocated to investment works within the goods and service purchases and capital expenses (strategic goals in Table 6.1)	29,966,000	8.41
Budget allocated for drinking water supply and distribution works and investments to be made in this area	12,045,000	3.38
Budget allocated for wastewater and rainwater works and investments	14,421,000	4.05
Budget allocated for renewable energy investments	0	0.00
Budget allocated for institutional structuring and expansion works	3,500,000	0.98

Considering the implementation results in terms of the budget, the total realized revenue was 266,37 million TL, and the total incurred expenses was 231.82 million TL in 2017. There was a significant positive deviation between the projected budget in 2016 and realized revenues and incurred expenses;

whereas in 2017, a significant negative deviation was observed. While the planned budget was 356,16 million TL, the realization rate at the level of revenues was 74.79% and the realization rate at the level of expenses was 65.09%. In other words, approximately three-fourths of the projected revenues and two-thirds of the projected expenses were realized. The data on the budget results are summarized in Table 6.13.

5.2. Infrastructure investments and performance results

As in 2016, investment works in 2017 mainly cover drinking water, wastewater and rainwater, as well as institutional structuring and expansion works. Only 8.41% of the institutional budget, which was 356.16 million TL in total was allocated for investment works.

As in previous years, performance results were included in the 2017 Activity Report numerically. The realization levels of the performance targets determined within the scope of the investment-based strategic goals and objectives subject to year-based comparisons were calculated as 111.25%, taking into account their budgets. In other words, although the budget allocated for investments was limited, planned investments were realized successfully.

Drinking water works

When the works in the area of drinking water are examined among the investments in question, it is seen that a limited amount of objectives were determined and they were achieved to a large extent. Considering the realization rates of the activities on the basis of budget weights, a success rate of 106.33% was achieved in the area of drinking water.

As detailed in Table 6.14, no study that is different from the previous two years was planned on drinking water supply. As for drinking water distribution, it was only planned to replace the five-kilometre long AÇB pipe with HDPE pipe, which was not carried out.

In the area of drinking water investments, eight activities were planned under five strategic goals. Firstly, it was planned to establish a drinking water system in 30 of the new neighbourhoods (villages and hamlets) where there is no drinking water, and to make electrical installations of boreholes in 21 of them. In practice, while drinking water systems were established in 13 neighbourhoods, no progress was made in the construction of electricity facilities.

Secondly, the drinking water network project of one district was prepared as planned within the scope of the goal to make the drinking water projects and lay the network for the regions newly opened to construction and the districts without a drinking water network. Besides, it was planned to lay a 30 km drinking water network and in practice, a 67 km long network was laid.

Thirdly, in order to increase the drinking water reserve capacity, it was planned and carried out to build five reservoirs with a capacity of 50 cubic metres and five reservoirs with a capacity of 100 cubic metres.

Fourth, it was aimed to rehabilitate the existing 128 kilometres of water pipeline and 25 kilometres of the drinking water network, but no progress was made in this regard.

Finally, the rehabilitation of 18 boreholes and the mechanical electrical rehabilitation at the source planned within the scope of rehabilitating Gözeli Water Basin could not be carried out.

In summary, only nine investment activities were planned on the basis of number of activities, and only five of them were realized. However, the works with large budgets went beyond the planned objectives in general.

Table 6.14: Drinking water investments performance results, 2017

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Drinking Water Supply</i>	17	To ensure the sustainable, efficient and healthy management of water resources			
<i>Drinking Water Distribution</i>	20	To supply drinking water network materials in accordance with international standards and quality and to establish an efficient stock management			
	22	To create a distribution system at the level of advanced EU cities by strengthening the operating conditions	To replace 5 kilometres of AÇB pipe with HDPE pipe	2,000,000	0.0

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)	
<i>Drinking Water Investments</i>	24	To solve the drinking water problems of new neighbourhoods (villages and hamlets) without drinking water	To establish the drinking water system of 30 new neighbourhoods (villages and hamlets)	2,100,000	43.3	
			To construct the electrical installations of the boreholes of 21 new neighbourhoods	525,000	0.0	
	25	To carry out drinking water projects and to lay networks in regions newly opened to construction and in districts that do not have a drinking water network.	To prepare the drinking water project of one district	100,000	100.0	
			To lay 30 kilometres of drinking water network	4,500,000	223.3	
	26	To increase the drinking water reserve capacity and to complete the necessary construction, insulation, etc. works in the reservoirs	To build five reservoirs with a capacity of 100 cubic metres	1,000,000	100.0	
			To build five reservoirs with a capacity of 50 cubic metres	750,000	100.0	
	27	To rehabilitate the existing water pipeline and drinking water network	To complete the cathodic protection works of the main water pipeline, connection between the reservoirs and 25 kilometres of 128-kilometer steel pipes in the network	350,000	0.0	
	28	To rehabilitate Gözeli Water Basin	To rehabilitate 18 boreholes and mechanical electricity at the source in Gözeli Water Basin	720,000	0.0	
	TOTAL				12,045,000	

Wastewater and rainwater

Considering the budget sizes of the projects, it is seen that the works planned in the area of wastewater and rainwater were realized at the rate of 131.54%.

As detailed in Table 6.15, five works were planned within the scope of two strategic goals in the area of wastewater and rainwater management and these works were carried out to a large extent. Within the scope of increasing the machine and equipment capacity for the wastewater system to work more effectively and efficiently, it was planned to purchase two vacuum and propulsive sewerage trucks and one channel monitoring device and to replace 950 peak caps with composite caps. In practice, four vacuum and propulsive sewerage trucks and one channel-monitoring device were purchased, and 1,067 caps were replaced.

Table 6.15: Wastewater and rainwater investments performance results, 2016

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Wastewater and Rainwater Management</i>	30	To strengthen the wastewater system in terms of machinery and equipment so that it can work more effectively and efficiently.	To purchase two vacuum and propulsive sewerage trucks	2,000,000	200.0
			To purchase one channel monitoring device	400,000	100.0
			To replace 950 peak caps with composite caps	167,000	112.3
	31	To make the wastewater system work more effectively and efficiently	To make 25 kilometres of sewerage subscriber connection	3,000,000	24.0
			To transfer 90 sewerage network information to GIS	354,000	144.4
<i>Wastewater and Rainwater Investments</i>	32	To expand the wastewater system in parallel with urban development and to make the system work more effectively and efficiently	To lay 20 kilometres of sewerage network	3,000,000	255.0
			To complete a district's wastewater treatment plant	5,500,000	100.0
	33	To create a rainwater network for existing residential areas and to design a rainwater system for new development areas			
TOTAL				14,421,000	

Within the scope of the wastewater system to work more effectively and efficiently, it was planned to transfer 90 kilometres of sewerage network information to the GIS environment and to make a 25-kilometer-long sewerage subscriber connection. While the length of the sewerage network, which was carried to the GIS environment, was 130 kilometres, only six kilometres of sewerage subscriber connection was made.

Within the scope of wastewater and rainwater investments, no investment was made for the existing residential areas. On the other hand, in order to expand the wastewater system parallel to the urban development and to ensure the system to operate more effectively and efficiently, it was aimed to lay a 20-kilometer-long sewerage network and to build a wastewater treatment facility in one district. In practice, the works went beyond the objectives in that a wastewater treatment plant was constructed in one district and also 51-kilometer-long network was laid.

Institutional structuring and expansion

In 2017, limited amount of works was planned within the scope of institutional structuring and expansion. Considering the need that emerged with the Law No. 6360 was mostly met in 2015 and 2016, it seems rational that investments in this area were limited. A total budget of 3.50 million TL was allocated for institutional structuring and expansion. About half of the objectives (44.62%) in this area were achieved.

Table 6.16: Institutional structuring and expansion investments performance results, 2017

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Institutional Structuring and Expansion</i>	10	To strengthen the machine park capacity and to continuously modernize it	To supply 14 vehicles and construction equipment	2,900,000	42.9
	35, 40	To complete the organizational process initiated in the districts and fulfil resource deficiencies			
	38, 43	To raise operating standards by rehabilitating the drinking water/ sewerage systems that were determined by the relevant institutions before the Law No. 6360 and which are currently inoperative or are partially active	To maintain and improve 32 facilities	600,000	53.1
TOTAL				3,500,000	

As detailed in Table 6.16, six of the 14 vehicles and construction equipment planned in order to strengthen the machine park capacity and continuously modernize it were supplied. Moreover, it was aimed to maintain and improve 32 drinking water/sewerage systems that were determined by the relevant institutions before the Law No. 6360 and which are currently inoperative or partially active. In practice, 17 facilities were rehabilitated.

5.3. Participation in the planning, monitoring and evaluation process

A similar picture is seen in 2015 and 2016 regarding participation in the planning, monitoring and evaluation process. As in the previous two performance programs, the 2017 Performance Program was limited to the participation of in-house structures. No structure or mechanism was built for the participation of external actors in the preparation of the program. Different from the previous two years, the activity of monitoring the Performance Program was not included in 2017. The main mechanisms determined within the scope of strategic goals and objectives in the program are presented in Table 6.17.

Table 6.17: Monitoring and evaluation mechanisms, 2016

Service Area	Strategic Goal No	Strategic Goal	Performance Target
Strategic and Financial Services	5	To increase efficiency and effectiveness in financial services	
Press and Public Relations	45	To provide a better public relations service to the citizens	
	46	To better publicize the services of the institution and to make awareness-raising activities	To prepare and distribute an average of 100,000 awareness-raising materials to promote the institution
			To organize 20 trips to drinking water and wastewater facilities for primary school students
			To organize 25 seminars to raise awareness for primary school students
			To publish two periodicals
47	To conduct citizen satisfaction research and to make necessary changes according to the results in order to provide better service	To conduct a citizen satisfaction survey of 2,500 people	

Within the four strategic goals covered by monitoring and evaluation, activities were determined in only two of the strategic goals. In this context, it was planned to distribute 100,000 promotional materials, as in previous years, in order to promote the institution's work and increase social awareness, to organize 20 trips to drinking water and wastewater facilities for primary school students, to give seminars in 20 primary schools and to publish two periodicals. In practice, 21,000 materials were distributed, eight trips were organized in which 3,200 students visited the facilities, and seminars were given to 3,200 students in eight schools. However, two planned periodicals could not be published.

Although it was planned to conduct a satisfaction survey with 2,500 citizens in order to provide better service, the work in question was not carried out as in the previous two years.

6. 2018 IMPLEMENTATIONS AND RESULTS

As in previous years, 2018 implementations were analysed in three categories: (1) budget results, (2) infrastructure investments and performance results at the level of strategic goals and objectives, and (3) participation in planning, monitoring and evaluation processes.

6.1. Budget analysis

When the 2018 Performance Program is analysed in terms of budget, a total budget of 549 million TL was foreseen for the activities and projects planned for the year in question. Considering that the total budget planned in 2017 was 356.16 TL, this means an increase of 54.14%. According to the total realized revenue (266.37 million TL) in 2017, this increase is 106.11%. Given that the realized revenue expresses the real situation, planning an expense budget that is more than twice the revenue obtained in the previous year indicates that borrowing has been applied or that the efficiency in resource management has decreased.

Considering the distribution of the budget items, 55.64 million TL (10.13% of the total budget) was allocated for personnel expenses, while a total budget of 436.77 million TL (79.56%) was allocated for the purchase of goods and services and capital expenses, which constitute the business and investment items. The total ratio of goods and service purchases and capital expenses in the budget was 74.98% in 2017.

When the budget is examined at the level of strategic goals and objectives in Table 6.1, it is seen that a total budget of 210.38 million TL was allocated for investment works and projects. This corresponds to 38.32% of the total budget. Considering that the budget allocated for investment works and projects was 76.97 million TL in 2016 and 29.97 million TL in 2017, it is seen that there was a big claim about investments in 2018.

Among investment works, while the budget allocated for works and investments in the area of drinking water was 74.90 million TL (13.64%), 76.22 million TL (13.97%) was allocated to wastewater and rainwater works, and 40.49 million TL (7.37%) was allocated to institutional structuring and expansion works. Different from the previous year, an investment of 18.38 million TL (3.35%) was not planned in the area of renewable energy.

Contrary to the big claim in the plan, it is seen that the realization rate was below the objectives in the implementation process. While the total realized revenue in 2018 was 285.88 million TL, the total incurred expense was 365.65 million TL. The projected budget was realized by 52.07% at the level of revenues and by 66.6% at the level of expenses. In other words, the expenses were planned as much as the revenues; however, 127.9% of the revenues were spent in practice. The data on the budget results are summarized in Table 6.18 below.

Table 6.18: Budget results, 2018

Items	Amount (TL)	Percentage (%)
Total projected budget	549,000,000	100.00
Personnel expenses	55,636,000	10.13
Purchases of goods and services	167,684,000	30.54
Capital expenses	269,086,000	40.01
Realized revenues	285,882,785	52.07
Incurred expenses	365,646,724	66.60
<i>Planned Investments</i>		
The budget allocated to investment works within the goods and service purchases and capital expenses (strategic goals in Table 6.1)	210,375,000	38.32
Budget allocated for drinking water supply and distribution works and investments to be made in this area	74,900,000	13.64
Budget allocated for wastewater and rainwater works and investments	76,716,000	13.97
Budget allocated for renewable energy investments	18,372,000	3.35
Budget allocated for institutional structuring and expansion works	40,487,000	7.37

6.2. Infrastructure investments and performance results

In 2018, investment works were carried out in four areas: (1) drinking water, (2) wastewater and rainwater, (3) renewable energy and (4) institutional structuring and expansion. 38.32% of the institutional budget, which was 549 million TL in total, was allocated to investment works.

Similar to the previous years, performance results were included in the 2018 Activity Report numerically. The level of realization of the performance targets, which were determined within the scope of the investment-based strategic goals and objectives subject to year-based comparisons, was calculated as 92.09%, taking into account their budget. Although some activities were not carried out at all, it is seen that the planned work was done to a great extent, especially in large budget activities.

Drinking water works

When the works in the area of drinking water are examined among these investments, it is seen that limited amount of objectives were determined and they were achieved to a large extent. Considering the realization rates of the activities on the basis of budget weights, a success rate of 122.75% was achieved in the area of drinking water.

As detailed in Table 6.19, four activities were determined on drinking water supply. The maintenance and repair of 240 reservoirs and ten promotion buildings in rural neighbourhoods went beyond the objectives. A disinfection system was established in 192 of the 300 neighbourhoods in district centres and rural areas. On the other hand, the planned purchase of 50 devices to make automatic measurements in district centres and group water resources could not be achieved.

While three of the four activities determined to create a distribution system at the level of advanced EU cities by strengthening the operating conditions in the area of drinking water distribution could not be carried out, the fourth was completed by 50%. Accordingly, creating 80 isolated zones in pressure zones, applying flow-pressure management in these zones, and CBS/YBS-HM-SCADA-Subscriber Software and Database Integrated Studies were not conducted. On the other hand, it was aimed to replace 10-kilometer-long AÇB pipe with HDPE pipe, and five kilometres of it were completed.

Different from the previous years, activities in the area of drinking water investments were planned within the scope of three strategic objectives within five strategic goals. Firstly, it was planned to establish a drinking water system in 30 of the new neighbourhoods (villages and hamlets) without drinking water, and to build electrical systems of boreholes in 15 neighbourhoods. Besides, it was aimed to build five water reservoirs with a capacity of 100 cubic metres and five water reservoirs with a capacity of 50 cubic metres. In practice, drinking water systems were established in 24 neighbourhoods, and electrical systems were built in 20 boreholes. Furthermore, three reservoirs with a capacity of 100 cubic metres and 15 reservoirs with a capacity of 50 cubic metres were built.

Secondly, within the scope of the goal to make drinking water projects and lay networks in regions newly opened to construction and districts without

drinking water network, it was aimed to lay a 100-kilometer-long drinking water network and, in practice, 185 kilometres were laid.

Finally, the construction of the Dicle Pump Station and 1.650 metres Rain Water Collector Project, which were planned within the scope of rehabilitating the Gözeli Water Basin, were completed with the grant support of the EU and İller Bank.

Table 6.19: Drinking water investments performance results, 2018

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget (TL)	Completion Rate (%)
<i>Drinking Water Supply</i>	17	To ensure the sustainable, efficient and healthy management of water resources	To establish a disinfection system in 300 neighbourhoods in district centres and rural areas	300,000	64.0
			To maintain and repair 240 reservoirs in rural neighbourhoods	4,320,000	107.9
			To maintain and repair ten promotion buildings in rural neighbourhoods	130,000	120.0
			To purchase 50 devices that will automatically measure pH, turbidity and chlorine in district centres and group water resources	1,200,000	0.0
<i>Drinking Water Distribution</i>	22	To create a distribution system at the level of advanced EU cities by strengthening the operating conditions	To supply drinking water network materials in accordance with international standards and quality and to establish an efficient stock management		
			To create 80 isolated zones in pressure levels	0	0.0
			To apply flow-pressure management in 80 isolated zones	250,000	0.0
			To integrate CBS/YBS-HM-SCADA-Subscriber Software and Database	1,200,000	0.0
		To replace 10 kilometres of AÇB pipe with HDPE pipe	4,000,000	50.0	

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget (TL)	Completion Rate (%)
Drinking Water Investments	24	To solve the drinking water problems of new neighbourhoods (villages and hamlets) without drinking water	To establish a drinking water system in 30 new neighbourhoods (villages and hamlets)	4,250,000	80.0
			To supply ENH+Pump for drilling wells in 15 new neighbourhoods	1,000,000	133.3
			To make five reservoirs with a capacity of 100 cubic metres	2,000,000	60.0
			To make five reservoirs with a capacity of 50 cubic metres	750,000	300.0
	25	To make drinking water projects and to lay networks in regions newly opened to construction and in districts without drinking water network.	To lay a drinking water network of 100 kilometres (SUKAP)	25,000,000	185.0
	26	To increase the drinking water reserve capacity and to complete the necessary construction, insulation, etc. works in the reservoirs			
	27	To rehabilitate the existing water pipeline and drinking water network			
	28	To rehabilitate Gözeli Water Basin	To carry out Gözeli Water Basin rehabilitation, Dicle Pump Station Construction and 1.650 metres Rainwater Collector Project (EU and İller Bank grant)	30,500,000	100.0
	TOTAL				74,900,000

Wastewater and rainwater

Considering the budget size of the projects and the planned works in the area of wastewater and rainwater, a success rate of 107.08% was achieved. While four of the nine studies planned within the scope of four strategic goals went beyond the objectives, the remaining five works were mostly completed.

As detailed in Table 6.20, five works were planned within the scope of two strategic goals in the area of wastewater and rainwater management. Within the scope of increasing the machine and equipment capacity in order for the wastewater system to work more effectively and efficiently, it was planned to purchase a channel-monitoring device and to replace 800 peak caps with composite caps. In practice, the device was purchased and 2,843 caps were replaced.

Within the scope of the wastewater system to work more effectively and efficiently, it was aimed to renew the 4.1-kilometre-long sewerage network, renew the 6-kilometre-long subscriber connection and clean the 250-kilometre-long sewerage network. In practice, 9.78 kilometres of sewerage network and 8.58 kilometres of subscriber connection were renewed and 243 kilometres of sewerage network was cleaned.

Within the scope of wastewater and rainwater investments, it was aimed to construct a sewerage network of 70 kilometres in total, 30 kilometres in the centre and 40 kilometres in the rural neighbourhood in order to expand the wastewater system parallel to urban development and to make the system work more effectively and efficiently. A network of 59 kilometres in total was laid, with 21 in the centre and 38 in the rural areas. Within the scope of this goal, it was also aimed to start the construction of wastewater treatment plants in five districts, and the works were started in four of them.

It was aimed to lay a rainwater network of 70 kilometres and a sewerage network of 60 kilometres for the existing residential areas. While 47 kilometres were completed in the rainwater network study, the sewerage network went beyond the objectives and 107-kilometer-long network was laid.

Table 6.20: Wastewater and storm water investments performance results, 2018

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget (TL)	Completion Rate (%)
<i>Wastewater and Rainwater Management</i>	30	To ensure that the wastewater system is strengthened in terms of machinery and equipment so that it can work more effectively and efficiently.	To purchase a channel-monitoring device	500,000	100.0
			To replace 800 peak caps with composite caps	240,000	355.3
	31	To make the wastewater system work more effectively and efficiently	To renew 4.1 kilometres of sewerage network	656,000	238.4
			To renew 6 kilometres of subscriber connections	720,000	142.9
			To clean 250 kilometres of sewerage network	0	97.2
<i>Wastewater and Rainwater Investments</i>	32	To expand the wastewater system in parallel with urban development and to make the system work more effectively and efficiently	To lay a total sewerage network of 70 kilometres, including 30 kilometres in the centre and 40 kilometres in rural areas	20,000,000	84.3
			To start the construction of wastewater treatment plants in five districts	1,500,000	80.0
	33	To create a rainwater network for existing residential areas and to design a rainwater system for new development areas	To lay 70 kilometres of rainwater network	31,000,000	67.1
			To lay 60 kilometres of sewerage network	22,000,000	178.3
TOTAL				76,616,000	

Renewable energy investments

While a remarkable success was achieved in the areas of drinking water, wastewater and rainwater, a very limited progress was made in the works planned in terms of renewable energy investments. The success rate in this area was 17,34%.

Two works were planned in order to reduce energy costs with renewable energy investments. In this context, while the SPP Project in Bismil district was successfully completed, the larger Pump Station SPP Project could not be realized.

Details of the works conducted in the area of renewable energy investments are summarized in Table 6.21.

Table 6.21: Renewable energy investments performance results, 2018

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget (TL)	Completion Rate (%)
<i>Renewable Energy Investments</i>	34	To reduce energy costs with investments in the energy field	To implement the Bismil district SPP Project	3,186,000	100.0
			To implement the pump station SPP Project	15,186,000	0.0
TOTAL				18,372,000	

Institutional structuring and expansion

In 2018, a significant amount of budget (40.49 million TL) was allocated for institutional structuring and expansion. However, the budget-weighted success rate in this area was 40.92%. While two of the three studies planned within the scope of two strategic goals were not conducted, the third study was completed by about three quarters.

As detailed in Table 6.22, the supply of 34 vehicles and construction equipment planned to strengthen the machine park capacity and to continuously modernize it as well as the project and construction of machine supply hangar, workshop and administrative building were not completed. On the other hand, it was aimed to maintain and improve drinking water/sewerage systems that were determined by the relevant institutions prior to the Law No. 6360 and which are currently inoperative or partially active. In this context, it was planned to rehabilitate 71 facilities while the said maintenance and repair works were carried out in 52 facilities.

Table 6.22: Institutional structuring and expansion investments performance results, 2018

Service Area	Strategic Goal No	Strategic Goal	Performance Target	Planned Budget	Completion Rate (%)
<i>Institutional Structuring and Expansion</i>	10	To strengthen the machine park capacity and to continuously modernize it	To supply 34 vehicles and construction equipment	12,865,000	0.0
			To project and construct the machine supply hangar, workshop and administrative building	5,000,000	0.0
	38, 43	To raise operating standards by rehabilitating the drinking water/sewerage systems that were determined by the relevant institutions before the Law No. 6360 and which are currently inoperative or are partially active	To maintain and improve 71 facilities	22,622,000	73.2
TOTAL				40,487,000	

6.3. Participation in the planning, monitoring and evaluation process

With regard to participation in the planning, monitoring and evaluation process, tools and mechanisms similar to previous years were used.

As detailed in Table 6.23, the 2018 Performance Program was also prepared with a mechanism that was limited to in-house structures.

As in the previous years, the institutional auditors carried out an internal audit. Institutional reports were submitted to the Court of Accounts within the scope of external audit studies. As for the internal audit, institutional studies were audited and reported in terms of administrative and financial aspects by the auditors assigned by the General Assembly of DiSKİ.

Table 6.23: Monitoring and evaluation mechanisms, 2018

Service Area	Strategic Goal No	Strategic Goal	Performance Target
Strategic and Financial Services	5	To increase efficiency and effectiveness in financial services	
	5 ANNEX	To create a strong financial structure in accordance with the strategic management approach	To monitor the Internal Control Compliance Action Plan once
			To perform preliminary financial control of 2,500 transactions
Press and Public Relations	45	To provide a better public relations service to the citizen	
	46	To better publicize the services of the institution and to raise awareness.	To prepare and distribute an average of 80,000 awareness-raising materials in order to promote the institution
			To organize ten trips to drinking water and wastewater facilities for primary school students
			To organize 40 seminars to raise awareness for primary school students
47	To conduct citizen satisfaction research and to make necessary changes according to the results in order to provide better service	To conduct a citizen satisfaction survey of 2,000 people	

When the performance results on monitoring and evaluation are examined, different from the previous years, it was planned to monitor the Internal Compliance Control Action Plan once a year and to perform preliminary financial control of 2,500 transactions. Whereas in practice, the aforementioned monitoring study was carried out and preliminary financial control of 3,041 transactions was performed.

Within the scope of monitoring and evaluation, it was also planned to distribute 80,000 promotional materials, to organize ten trips to the drinking water and wastewater facilities of primary school students, and to give seminars in 40 primary schools in order to introduce the institution's work and increase social awareness. In practice, 84,530 materials were distributed, 35 students visited the facilities within the scope of two trips, and seminars were given to 3,000 students in 32 schools.

Although it was planned to conduct a satisfaction survey with 2,000 citizens to provide better service, a survey of 994 people was carried out. The study in question was planned for the previous three years but was not conducted. In this sense, although the scope of the survey was limited in number, it is worth noting that it was conducted.

7. COMPARISONS OF KİŞANAK/ANLI – TRUSTEE ATILLA PERIOD

In the previous sections, the period 2015-2018 was examined under three headings on a yearly basis: budget results, performance results regarding infrastructure investments and participation in planning, monitoring and evaluation processes. After year-based analysis, this section compares Kışanak/Anlı period and Trustee Atilla period.

7.1. Budget comparisons

The total budget planned in Kışanak/Anlı period covering the years 2015 and 2016 was 440 million TL. Looking at the budget realization levels, it is seen that the total revenue was 524.35 million TL and the total expense was 507.15 million TL. When these figures are taken into account, it is seen that 19.17% more revenue was obtained from the revenues projected in the 2015-2016 period budget planning and 15.26% excess was spent. An excess of 17.2 million TL was obtained compared to the expenses incurred within two years.

On the other hand, a budget of 905,16 million TL was planned for the period of Trustee Atilla covering the years 2017-2018. This corresponds to more than twice the budget of the previous two years. However, when the realized budget is analysed, it is seen that the revenues were 552.25 million TL in total and the expenses were 597.47 million TL. The comparison of the planned budget and the realized budget shows that there is a negative 38.99% deviation at the level of revenues and a 33.99% negative deviation at the level of expenses. Within two years, the expenses were 45.2 million TL more than the revenues.

These figures show that there is a stable trend in terms of realized revenues and incurred expenses in 2015-2018. However, in the period of 2015-2016, while there was average revenue of six units, an expense of five units was planned. On the other hand, it is seen that there was a big deviation in budget planning in the period of 2017-2018. While there was average revenue of five units, it is seen that an expense of nine units was planned.

Budget figures for Kışanak/Anlı and Trustee Atilla period are summarized in Table 6.24.

Table 6.24: Budget comparisons 2015-2016/2017-2018

Items	2015-2016		2015-2016	
	Amount (TL)	Ratio (%)	Amount (TL)	Ratio (%)
Total projected budget	440,000,000	100.00	905,163,000	100.00
Personnel expenses	83,402,000	18.96	102,388,000	11.31
Purchases of goods and services	190,874,000	43.38	290,831,000	32.13
Capital expenses	83,974,000	19.09	412,984,000	45.63
Realized revenues	524,350,166	119.17	552,249,868	61.01
Incurred expenses	507,146,906	115.26	597,471,710	66.01
<i>Planned Investments</i>				
The budget allocated to investment works within the goods and service purchases and capital expenses (strategic goals in Table 6.1)	171,473,000	38.97	240,341,000	26.55
Budget allocated for drinking water supply and distribution works and investments to be made in this area	68,165,000	15.49	86,945,000	9.61
Budget allocated for wastewater and rainwater works and investments	53,317,500	12.12	91,137,000	10.07
Budget allocated for renewable energy investments	4,000,000	0.91	18,372,000	2.03
Budget allocated for institutional structuring and expansion works	45,991,000	10.45	43,987,000	4.86

7.2. Comparisons of infrastructure investments

Since there is a considerable difference between the planned and realized budgets, it would be appropriate to analyse the results of the implementation over the investments made. As seen in Table 6.25, investments have been made in four areas. These areas are:

1. Drinking water investments
2. Wastewater and rainwater investments
3. Renewable energy investments
4. Institutional restructuring and expansion investments

When the data in Table 6.25 are examined in terms of four investment areas, it is seen that the period of Kışanak/Anlı was more successful in the area of drinking water and institutional structuring and expansion whereas Trustee Atilla period was more successful in the area of wastewater and rainwater as well as renewable energy investments.

Table 6.25. Comparisons of infrastructure investments, 2015-2016 / 2017-2018

Investments	Unit	2015-2016 Period	2017-2018 Period
<i>Drinking Water Investments</i>			
The number of neighbourhoods where disinfection system is installed in district centres and rural areas	piece	147	192
The number of reservoirs maintained and repaired in rural neighbourhoods	piece	0	259
The number of promotion buildings maintained and repaired in rural neighbourhoods	piece	0	12
The completion rate of hydraulic modelling in all pressure levels	percentage	100	0
The number of isolated zones created in pressure floors	piece	50	0
HDPE pipe length installed instead of AÇB pipe	km	25	5
The number of new neighbourhoods (villages and hamlets) supplied with a drinking water system	piece	216	37
The number of new neighbourhoods (villages and hamlets) where the electrical facilities of the drilling wells are made	piece	58	20
The number of districts for which district water projects are prepared	piece	1	1
The length of drinking water network laid	km	413	252
100 cubic metre capacity water reservoir construction	piece	10	8
50 cubic metre capacity water reservoir construction	piece	68	20
Rehabilitation rate of Gözeli Water Basin	percentage	0	100
<i>Wastewater and Rainwater Investments</i>			
Purchase of vacuum and propulsive sewerage trucks	piece	0	4
Purchase of channel monitoring device	piece	0	2
Number of peak caps replaced with composite caps	piece	2,488	3,910
The length of sewerage network cleaned	km	497	243
The length of sewerage subscriber connection laid	km	0	15
The length of sewerage network laid	km	65	120
The completion of the remaining 4 kilometres of the western collector	percentage	100	0
Number of districts with completed treatment facilities	piece	2	5
Length of rainwater network laid	km	60	107
<i>Renewable Energy Investments</i>			
Making HEPP	piece	0	0
Bismil district SPP Project construction work	percentage	0	100
Pump station SPP Project construction work	percentage	0	0

Investments	Unit	2015-2016 Period	2017-2018 Period
<i>Institutional structuring and expansion investments</i>			
Number of districts established with the Unit (Branch Office)	piece	13	0
The number of vehicles and construction equipment provided for the districts	piece	89	0
Number of employment in districts	piece	443	0
The number of acquired facilities that have been maintained and repaired	piece	70	69

Drinking water investments

In the area of drinking water, it is seen that more investments were made in Kışanak/Anlı period compared to Trustee Atilla period. Undoubtedly, the most important work that draws attention in this area is the laying of the drinking water network. A total of 413 kilometres of drinking water network was laid in the 2015-2016 period, while this number was 252 kilometres in the 2017-2018 period. In other words, 63.89% more drinking water networks were laid in the Kışanak/Anlı period compared to the next period.

Regarding the replacement of AÇB pipes with HDPE pipes within the scope of improving operating conditions and establishing a drinking water distribution system at the level of EU cities, while a distance of 25 kilometres was covered in 2015-2016 period, this figure was only 5 kilometres in 2017-2018 period.

Again, within the scope of providing infrastructure services for drinking water to new neighbourhoods (villages and hamlets), drinking water facilities were established in 216 neighbourhoods during the 2015-2016 period and electricity facilities were built in boreholes in 58 neighbourhoods. On the other hand, in the 2017-2018 period, drinking water facilities were established in 37 neighbourhoods and electricity facilities were built in boreholes in 20 neighbourhoods.

Considering the reservoir construction works aimed at increasing the drinking water reserves, while ten reservoirs with a capacity of 100 cubic metres and 68 reservoirs with a capacity of 50 cubic metres were built in the 2015-2016 period, 8 and 20 of both types of reservoirs were built respectively in the 2017-2018 period.

On the other hand, it is seen that the period of Trustee Atilla was more successful in the establishment of a disinfection system in district centres and rural areas, and in the maintenance and repair of rural reservoirs and promotion buildings. While a disinfection system was established in 147 neighbourhoods during the Kışanak/Anlı period, it was carried out in 192 neighbourhoods during the Trustee period. Again, during the Trustee period, while

maintenance and repair of 250 reservoirs and 10 promotion buildings were carried out in rural neighbourhoods, no work was carried out in this regard during the period of Kışanak/Anlı.

Another area that achieved success in the area of drinking water during the Trustee period compared to the previous period is the rehabilitation of the Gözeli water basin. The renovation and improvement work, which could not be done although planned in previous years, was completed in 2018.

Wastewater and rainwater investments

While Kışanak/Anlı period was more successful in the area of drinking water investments, it is seen that the Trustee period was more successful in the area of wastewater and rainwater investments. Undoubtedly, the most important work in this area is the level of laying the sewerage network and the rainwater network. A total of 65 kilometres of sewerage and 60 kilometres of rainwater network were laid in the 2015-2016 period, while a total of 120 kilometres of sewerage and 107 kilometres of rainwater network were laid in 2017-2018. Again, in the 2017-2018 period, a total of 15 kilometres of sewerage subscriber connections were made.

Within the scope of strengthening the vehicle-equipment capacity and improving the technical infrastructure, four vacuum and propulsive sewerage trucks and two channel monitoring devices were purchased during the Trustee period, and a total of 3,910 peak caps were replaced with composite caps. Although it was planned to purchase a sewerage truck and channel-monitoring device during the Kışanak/Anlı period, they were not supplied. On the other hand, 2,488 peak caps were replaced.

Considering the construction of treatment facilities, while two facilities were built during the Kışanak/Anlı period, five facilities were built during the Trustee Atilla period. However, it should be noted that both drinking water and wastewater treatment facilities were works that were spread over the years, and many of their construction were started in previous years and were completed in the relevant period.

Compared to the Trustee period, it is seen that more success was achieved in two areas during the Kışanak/Anlı period. While the sewerage network of a total length of 243 kilometres was cleaned during the Trustee period, this work covered 497 kilometres during the Kışanak/Anlı period. Again, the remaining four kilometres of the western collector was completed during the Kışanak/Anlı period.

Renewable energy investments

Renewable energy investments were brought to the agenda during the Kışanak/Anlı period and various investments were planned. Decisions to in-

vest in this area were also taken during the period of Trustee Atilla. However, the only work carried out in this area was the SPP Project in Bismil district, which was conducted during the trustee period.

Institutional structuring and expansion investments

With the Law No. 6360, which was put into effect in 2014, the jurisdiction of the Metropolitan Municipality expanded from Diyarbakır city centre to the provincial borders. As a result of this situation, the need to spread the institutional work and institutional structure throughout the province emerged in the area of infrastructure as in other municipal services.

In this context, institutional structuring and expansion works in the 2015-2018 period were determined as the fourth investment area. When the works in this area are examined, it is seen that the main investment was made in the period of Kışanak/Anlı.

During Kışanak/Anlı period, DİSKİ units were established in 13 districts. Again, 89 vehicles and construction equipment were supplied; to be used in these district units, and a total of 443 personnel were employed. On the other hand, during the trustee period, no work was done regarding these three areas.

On the other hand, it is observed that a similar performance was displayed in both periods in the maintenance and repairs of the facilities transferred to DİSKİ as a result of Law No. 6360. Maintenance and repairs of 70 facilities were carried out in 2015-2016 and 69 facilities in 2017-2018.

7.3. Comparison of participation in the planning, monitoring and evaluation process

The preparation process of DİSKİ 2015-2019 Strategic Plan was handled together with the Diyarbakır Metropolitan Municipality 2015-2019 Strategic Plan preparation process. DİSKİ 2015-2019 Strategic Plan was prepared with the participation of citizens, mukhtars, NGOs and other public institutions and organizations. A household survey of 7,800 people, 15 thematic forums organized under different topics, meetings held with the participation of 778 mukhtars in 17 districts were reported, and opinions and suggestions from external stakeholders were included in the planning process.

However, when comparing the studies carried out to plan, monitor and evaluate performance programs, it is seen that there is no remarkable difference between the Kışanak/Anlı period and the Trustee Atilla period. In both periods, annual performance programs were prepared with in-house structures and mechanisms based on the strategic goals and objectives determined in the DİSKİ 2015-2019 Strategic Plan, and the participation of external stakeholders such as citizens, mukhtars and NGOs was not ensured. The only study planned in this area is the annual citizen satisfaction survey. However,

although the research in question is planned every year, it could only be conducted in 2018.

Internal audits were carried out in both periods within the scope of monitoring and evaluation studies. Again, institutional reports were sent to the TCA for external audit.

Participation of non-institutional actors such as citizens, mukhtars and NGOs in monitoring and evaluation studies was limited to informative activities, which also remained at a very limited level.

The works conducted in the area of planning, monitoring and evaluation in both periods are summarized in Table 6.26.

Table 6.26. Comparisons of infrastructure investments, 2015-2016 / 2017-2018

Works done	2015-2016 Period	2017-2018 Period
The number of internal audits	2	2
The number of external audits (TCA audit)	1	0
The number of monitoring the Performance Program	3	0
The number of monitoring the Internal Control Compliance Action Plan	0	1
The number of transactions with preliminary financial control	0	3,041
The number of districts where Alo 185 line was created	13	-
The number of materials distributed to promote the institution	120,000	105,530
The number of trips to drinking water and waste water facilities for primary school students	35	10
The number of students participating in trips to drinking water and waste water facilities for primary school students	1,650	3,235
The number of seminars aimed at raising awareness for primary school students	57	40
The number of students participating in awareness-raising seminars for primary school students	14,300	6,200
The number of periodic publications	4	0
The number of citizen satisfaction surveys	0	1

CONCLUSION AND EVALUATION

In this chapter, the infrastructure works carried out by DİSKİ, which is affiliated to the Diyarbakır Metropolitan Municipality mayor and its council and which has a different institutional structure than the municipality, were analysed.

Cumali Atilla, who was appointed as trustee by the central government after the dismissal and arrest of Diyarbakır Metropolitan Municipality co-mayors Gültan Kışanak and Fırat Anlı, continued to implement the DİSKİ 2015-2019 Strategic Plan while he repealed the Diyarbakır Metropolitan Municipality 2015-2019 Strategic Plan and prepared the 2017-2021 Strategic Plan instead of this plan. Annual performance programs were prepared based on this strategic plan.

Considering that the strategic plan remained in effect, performance programs, which are budgeted annual plans, are analysed in this section. These analyses were conducted at three levels on a yearly basis: Budget analysis, infrastructure investments and participation in planning, monitoring and evaluation processes. After analysing three headings on a yearly basis, a comparison was made between Kışanak/Anlı and Trustee Atilla periods.

The main finding revealed by the analysis made in the aforementioned section is as follows: Unlike the Diyarbakır Metropolitan Municipality, there was no significant difference in the works of DİSKİ during the administration of Trustee Cumali Atilla. There was an experience where the DİSKİ bureaucracy was decisive rather than the senior management. The works determined within the scope of the strategic goals and objectives prepared during the Kışanak/Anlı period were continued to a large extent during the trustee period, although there were some numerical changes in the performance indicators. This may be due to reasons such as seeing the infrastructure works as a “technical” job or DİSKİ having a different institutional structure outside the municipality.

When the budgets of the four years are analysed, it is seen that there is a generally stable picture in the level of realized revenues and incurred expenses. However, in the performance targets, an expense planning was made partially below the revenues realized during the period of Gültan/Anlı administration. On the other hand, a planning was made that included an expense equal to two thirds of the revenues realized during the administration of Trustee Atilla. In this sense, it seems that the Gültan/Anlı administration was more successful in terms of resource planning.

Considering the implementation results, it is seen that DİSKİ investments are concentrated in four areas: (1) drinking water, (2) wastewater and rainwater,

(3) renewable energy investments, and (4) institutional building and expansion. Among these four areas, it is seen that the Gültan/Anlı administration was more successful in terms of drinking water and institutional structuring and expansion, and Trustee Atilla administration was more successful in the area of wastewater and rainwater. Different from the Kışanak/Anlı administration, Trustee Atilla administration also succeeded in realizing one of the projects planned within the scope of renewable energy investments.

Finally, with regard to planning, monitoring and evaluation studies, it is seen that there was no significant difference between the two periods. It is observed that there were no structures and mechanisms that enabled the participation of external stakeholders such as citizens, mukhtars and NGOs, and a planning approach limited to in-house structures was preferred in both periods. Also, as in planning, participation of external stakeholders was not ensured in monitoring and evaluation works in which a limited amount of work was conducted with informative materials, trips for primary school students and educational seminars.

CONCLUSION AND EVALUATION

POLICY RECOMMENDATIONS FOR THE DEVELOPMENT OF LOCAL DEMOCRACY

Participation of citizens in local governments is very limited in Turkey. In local governments where public resources are managed with the authority obtained from the public, planning, implementation, monitoring and control processes are managed without the participation of the public in most of the localities. Determining local needs and priorities, medium and long-term goals, preparation of implementation plans are prepared behind the closed doors in processes limited with the knowledge of the bureaucracy. Again, since the participation of actors other than bureaucracy cannot be ensured in the monitoring and control of implementation processes, the development of transparent and accountable institutions cannot be achieved.

Ensuring the participation of citizens in local governments is above all a requirement of public responsibility. This is because local governments take both their powers and resources from the citizens and in this sense they are the institutions responsible to the public.

In addition to public responsibility, it is necessary to ensure the participation of citizens to enable contact, dialogue and negotiation between social groups with different interests at the local level. In other words, in order for democracy to function and deepen at the local level, it is necessary to build participation mechanisms. The contact, dialogue and negotiation enabled by the participation mechanisms also increase the collective learning capacity. Contact and negotiation with differences offer considerable opportunities for the change, renewal and development of ideas and positions.

Participation also increases organizational efficiency and effectiveness because participation makes it possible to identify problems accurately and on the spot and to allocate resources effectively.

Finally, participation is needed to foster community development at the local level. Local governments cannot provide local development on their own with their limited resources. At this point, mobilization of different social resources of the local in line with local needs becomes important. Local governments can mobilize different social resources with participatory structures and processes; and while using institutional resources on the one hand, they can also lead multi-resource mobilization on the other.

This research, conducted for the reasons outlined above, aims to contribute to the development of participatory and accountable, institutional structures at the local scale by strengthening the civilian control of local services in Diyarbakır.

Within the scope of the study, the works of Diyarbakır Metropolitan Municipality covering the years 2015-2018 were examined in order to set an example. Four main objectives were pursued in this review:

1. To raise awareness about local public services and citizens' rights among civil society actors in Diyarbakır
2. To ensure the control of public services by civil society actors and to support the transparency and accountability of the planning, implementation and control processes in the public
3. To strengthen the relationship between the public and civil society in Diyarbakır and to create a critical cooperation
4. To contribute to the strategic planning processes of Diyarbakır Metropolitan Municipality and DİSKİ for the 2020-2024 period.

Within the scope of the study, the institutional documents prepared by the Diyarbakır Metropolitan Municipality were examined. The main documents considered were strategic plans, performance programs and activity reports. In addition, strategic plan monitoring and evaluation reports were also taken into consideration.

The critical findings of the study are summarized below. In addition, suggestions are presented for the metropolitan municipality and civil society actors taking into account the aforementioned findings in order to strengthen local democracy in Diyarbakır.

KEY FINDINGS

1. MMD 2015-2019 Strategic Plan prepared by Kışanak and Anlı administration and MMD 2017-2021 Strategic Plan prepared by the trustee differ significantly. One of the most important differences between the two plans is the planning process. In the first plan, the planning process itself was considered as important as the plan and it was considered as a process of participation, dialogue, negotiation and learning between different social actors at the local scale. However, the 2017-2021 Strategic Plan was prepared mainly with in-house information. In addition, the opinions of citizens and NGOs were taken, albeit at a limited level, with the surveys conducted on the website.

2. When both strategic plans are compared in terms of content, it is seen that the 2015-2019 Strategic Plan has a local government approach that looks beyond the traditional municipal services prevailing in Turkey. In addition to traditional service areas such as zoning and urbanism, transportation, environment, health services, social services, culture and tourism, fire department and municipal police, it is seen that five important differences are added, which are: (1) decentralization and the construction of direct democracy at the local level, (2) pluralist identity politics, (3) women's politics and gender equality, (4) reinforcing the local economy, and (5) rural development. The first three areas are directly related to the political vision that mainstream Kurdish politics represent around the Kurdish issue, and mainly show that a direct and strong link was established between the Kurdish issue and local governments during the period of Kışanak and Anlı. Attaching a strategic importance to the reinforcement of the local economy can also be associated with the Kurdish issue. This is because it can be said that the chronic socio-economic problems of Diyarbakır and its surroundings, the developmental difference between regions and the limits of the opportunities provided by the central government in this area highlighted the local development discourse. Finally, the development of the rural area is mainly related to the transformation of the municipalities from the organizations that produce services in the urban area to the organizations that produce services in both urban and rural areas with the law no 6360. As far as it is seen, Kışanak and Anlı administration read the mentioned legal regulation as an opportunity to expand the jurisdiction and effects of the municipalities.

3. The 2017-2021 Strategic Plan was mainly created by revising the previous plan and simplifying it by eliminating some elements. However, the elimination and simplifications reflect a traditional understanding of municipal management, unlike the previous plan, because the main elements that were eliminated were the first three of the main areas above. With the reinforcement of the local economy, a more limited strategic importance has been attached to rural development. Reinforcing the local economy and rural development, which were included in 13 strategic areas in the previous plan, were not included in the new plan, and the activities planned within the scope of these areas were simplified and scattered within traditional municipal services such as transportation, environment, zoning and urbanism, culture and tourism.

4. When both plans are examined in terms of budget, it is seen that there is generally a transportation-weighted resource distribution in both plans. About half of the total resources were allocated for transportation services. Undoubtedly, transportation services in strategic plans mainly refer to road construction, maintenance and repair.

5. With a partial differentiation in naming, when the strategic areas in both plans are examined, it can be said that the basic policies in the areas other than zoning and urbanism are largely similar. In the area of zoning and urbanism, both plans offer a different urban envisagement. The first plan includes a zoning and urbanism approach based on multi-scale decentralization and the protection of historical and cultural structures. On the other hand, in the second plan, all binding decisions regarding the aim of decentralization and the protection of historical and cultural heritage were removed. However, with regard to basic policies in the area of transportation, environmental protection and control, parks, gardens and green areas, social policies, health services, reinforcing the local economy, agriculture and animal husbandry and rural development, fire department and municipal police services, there seems to be no significant difference between the two strategic plans in terms of institutional priorities as well as strategic goals and objectives.

6. Considering the implementation results, the five-year strategic plans determined the annual plans and activities to a great extent. In this sense, strategic plan, performance program and activity reports are evaluated and used as effective tools in administrative processes.

7. The preparation of performance programs, which are annual plans associated and budgeted with institutional goals, and monitoring and evaluation of implementation processes were carried out only with in-house structures and mechanisms, without the participation of city stakeholders such as citizens, mukhtars and non-governmental actors. This situation applies for both Kışanak/Anlı period and the trustee period.

8. Another commonality of both administration periods is the weight given to road works in municipal services. For four years, institutional resources were transferred to road construction, maintenance and repair works in accordance with strategic plans. The budget shares allocated for road works under transportation services were realized above 40%.

9. In general, the implementation rate of the planned works is very low. This ratio varies between 47% and 66%. This shows that the institution places its goals, objectives and activities beyond its real capacity. Although it does not reflect the real success performance, the rate of realization of the planned activities in numbers is higher during the trustee period. In the period of Kışanak and Anlı, the overall success rate at the level of activities was 47.33% and 51.68% in 2015 and 2016. On the other hand, during the trustee period, these rates were 65.49% and 65.89% in 2017 and 2018, respectively. These figures show that the numerical ratio of the activities realized within the planned works is higher in the trustee period. On the other hand, in the period of Kışanak and Anlı, municipal services were envisaged in a wider area beyond the traditional municipal services with great claims and more

activities were planned. However, limited progress was made in practice. During the trustee period, the works were planned with a simpler planning and activities were completed at a higher rate in practice.

10. It is seen that the works were much more effective in the areas of roads, green areas and rural development during the trustee period. Especially in 2017, large investments were made in the road area. Large-scale parks were completed in the city centre. Symbolic work to support agriculture and animal husbandry in the area of rural development lasted for four years. Further to this, irrigation channels built during the trustee period should be noted as an important success.

11. While the trustee administration was more successful in the areas of roads, green spaces and rural development, it exhibited a mediocre performance in the area of culture and arts compared to the Kışanak/Anlı period. As stated above, activities towards transition to multilingual municipalism were excluded from both the strategic plan and the activity plans. On the other hand, activities in areas such as theatre, cinema, music, festivals and activities aimed at the construction of a culturally and artistically lively city were planned at a very limited level and the planned works were carried out partially. During the Kışanak/Anlı period, strategic importance was attached to these works and also relative progress was achieved.

12. In the period of Kışanak/Anlı, a more successful performance was achieved in opening new areas and making investments other than routine municipal services. Apart from routine activities, important objectives were determined in 2015-2016 to expand municipal services to a wider area, to create new working areas, to make medium and long-term investments. Although the objectives determined were limited in number, significant investments were made for the city of Diyarbakır. On the other hand, during the trustee period, a simpler work was aimed and limited with traditional municipal services. In this sense, it performed better numerically. On the other hand, during the trustee period, municipal services remained largely limited to traditional jobs, and no significant progress was made in terms of creating new areas in municipal services and expanding service areas.

13. Despite the effort in the period of Kışanak/Anlı, new and creative works were limited. Stories to be told from Diyarbakır to other cities of Turkey in terms of municipal services could not be created. In this sense, in the period of Kışanak/Anlı, unique objectives were determined such as creating a balanced structure and relationship between the rural-urban, city centre and surrounding districts, and the districts in the city centre with local democratic models based on direct participation, multilingual municipalism, gender equality, reinforcing the local economy, spatial policies based on multi-level decentralization. However, apart from the partial progress in multilingual

municipalism and gender equality, unique stories that could be told to other localities could not be created. During the trustee period, a much more conservative experience was put forward. No significant application was developed in the area of innovation and creativity in municipal services.

14. With the law enacted in 2014, the jurisdiction of metropolitan municipalities expanded from the city centre to the provincial borders. In addition, rural services such as supporting agriculture and animal husbandry and construction of rural roads have also entered the responsibility area of the metropolitan municipality, which previously provided services in the urban area. In summary, with the Law No. 6360, metropolitan municipalities have transformed from organizations that provide services to the urban areas into organizations that provide services to both urban and rural areas. However, a suitable institutional transformation could not be achieved in the period of 2015-2018, and municipal services remained largely in urban areas. In addition, even in urban areas, most of the resources were allocated for the urban areas of the city centre districts, and limited service was provided to the urban neighbourhoods of the surrounding districts. The most important institutional transformation problem awaiting the metropolitan municipality in the 2019-2024 period is to ensure a balanced service production in both urban and rural areas throughout the province.

15. Unlike the MMD, there was no significant difference in DİSKİ with the trustee administration. This applies to strategic goals, objectives and activities both in terms of budget planning and implementation, and participation in planning, monitoring and control processes. DİSKİ 2015-2019 Strategic Plan, which was prepared in the period of Kışanak/Anlı, remained in practice during the trustee period. Annual performance programs were also broadly similar. The fact that DİSKİ has a different institutional structure and budget than the municipal bureaucracy, it contains a simpler institutional structure compared to the municipality, its working areas are clear and limited, and the area is seen as a “technical” field might be the reasons of this continuity.

16. Considering the implementation results of the works carried out by DİSKİ, in the period of 2015-2018, DİSKİ investments concentrated on four areas: (1) drinking water, (2) wastewater and rainwater, (3) renewable energy and (4) institutional structuring and expansion. During the Kışanak/Anlı period, more investments were made in drinking water and institutional structuring and expansion. In comparison, during the Trustee Atilla period, more investments were made in the area of wastewater and rainwater. However, no significant investment was made in practice. The establishment of a Solar Power Plant during the trustee period was the only achievement in this area.

Based on the findings above, there are studies that both metropolitan municipality and non-governmental actors should do in order to increase participa-

tion in local governments and to build a more transparent and accountable institutional structure. The following suggestions have been developed in this regard.

RECOMMENDATIONS FOR DIYARBAKIR METROPOLITAN MUNICIPALITY

1. The Metropolitan Municipality should build an effective and efficient information mechanism above all in order to build participatory processes in local governments. The reason being, administrators informing the people they manage about works they have carried out in an accurate and efficient manner is the first step of participation.

2. Accuracy, standardization, measurability and simplicity should be ensured in the production of institutional data and information. Especially in order to make temporal comparisons, accurate information must be produced and presented in accordance with certain standards and measurement. In addition, it is important to simplify the produced information by taking it out of the incomprehensible language of the bureaucracy, and to make it readable/ understandable. Otherwise, participation in local services will turn into a job that requires expertise in the first step.

3. Both the preparation as well as the monitoring and evaluation processes of five-year strategic plans, annual performance programs and activity reports can be considered as critical tools in building participatory structures and mechanisms at local level. Participation of the citizens, mukhtars and non-governmental actors in these activities should be ensured. Strategic Planning is carried out once for a five-year period. Again, performance programs are carried out in the second half of each year. Activity reports are prepared in the first three months of each year. In this sense, at least the months of April-May-June can be considered as a period in which the previous year's activities are evaluated and the activities of the next year are planned. Strategic areas, basic service areas or the topics determined in the Municipal Council's specialized commissions can be set as the main axes of the information production processes. Various tools such as mukhtar meetings, participatory budget forums and citizen surveys can be evaluated in order to determine past and future opinions, suggestions and expectations in these topics.

4. The Municipal Council and the City Council can play a key role in building participatory processes by assuming the role of transfer mechanisms in active citizen-NGO-local government relationship.

5. Strategic plans should be simplified. In this context, a two-step simplification can be applied. First of all, rather than a planning based on the general budget, a planning should be made by taking into account "work based"

resources other than fixed expenses. Such a preference alone will provide a considerable simplification. Secondly, routine continuing work and new investments/works should be differentiated with codes such as “routine” (R), “investment” (I), etc. This will make it easier to monitor and evaluate investments and new works outside of routine work not only for the municipal bureaucracy but also for external stakeholders.

6. A year-based prioritization should be made at the level of strategic areas, strategic goals and objectives. No temporal prioritization was made in the previous experiences. Accurate and timely determination of needs, effective and efficient use of resources is essentially a matter of prioritization. These priorities should be made at the level of goals and objectives as well as in temporal planning. Such a regulation would significantly improve the annual planning processes.

7. The same budget management approach should be taken as basis in planning and implementation processes. It can be said that all the works done is a budget management in the last instance. In this sense, budgeting is a key area in monitoring and evaluation as well as planning. While strategic areas were taken as basis in budget planning in past experiences, budget applications were followed on the basis of main service units. This method does not allow for an effective budget control. In order for both the institution and external actors to control the budget, a consistent and measurable budget management is needed. Especially for citizens, mukhtars and non-governmental actors to control the budget, a strategic area/axis-based budgeting should also be applied in addition to unit-based budgeting. It is ideal to do both studies together. However, strategic area-based budgeting should be prioritized.

8. An effective and efficient digitization method should be developed in performance measurement. In organizations such as Diyarbakır Metropolitan Municipality, serving a population of 1.73 million, having thousands of employees, doing business with dozens of units in areas ranging from infrastructure to superstructure, from culture to social policy, performance measurement is not possible without using numerical management techniques. In this sense, a method should be developed that accurately measures performance both in service units and throughout the organization. The current method used has created an important institutional infrastructure. However, it is far from meeting the needs and producing accurate information. There is no weighting in the current digitization method. Activities that differ considerably according to different criteria such as duration, budget, social impact and urgency are evaluated with equal weight. Again, the indicators determined for the activity are weighted equally. For instance, preparing a technical specification for a job and its construction process can be evaluated at the same weight.

The critical issue for good digitization is weighting at the level of strategic areas, activities and performance indicators of each activity. Weighting at the level of strategic areas can be made subjectively, depending on the preferences of the management, or based on the budget shares allocated for the area. Again; taking into account the “demand density” with tools such as mukhtar meetings and household surveys can create a weight coefficient. The relevant unit should weight the performance indicators of the activities. A weight coefficient should be determined by evaluating the place of the said activity in all activities of the unit. Measurements made without such a weighting will not produce a healthy result. An effective and efficient digitization will improve monitoring and evaluation processes on the one hand, and strengthen the collective learning process on the other hand.

9. Local government decisions can be submitted to a referendum considering their level of effect. Considering the scope and effects of such decisions, referendums may be at the neighbourhood, district or city level.

RECOMMENDATIONS FOR CIVIL SOCIETY ACTORS

1. Diyarbakir Metropolitan Municipality has been preparing five-year strategic plans since 2005. As can be seen in this study, in which the last two plans of the municipality and the last plan of DiSKİ are examined, these plans determine the annual plans and applications to a large extent. Civil society actors should evaluate strategic plans as convenient and effective tools to participate in the works of the Metropolitan Municipality, which has a critical role in local public organizations, and to contribute to the development of democracy through participatory mechanisms at local level. According to the legislation, municipalities with a population of more than 50,000 within six months following local elections have to prepare strategic plans for a five-year period.

2. In addition to strategic plans, annual performance programs can also serve as a critical tool in local participation processes. Again, annual activity reports can be considered as one of the critical documents in accounting for the past and planning the future. By law, municipalities are obliged to prepare and share both documents with the public. In this sense, the months of April-May-June of each year can be considered as the period for determining the local agenda and planning the future.

3. Despite all the participation and democracy discourses of local politicians and political groups, inclusive and participatory structures and mechanisms could not be built in the planning, implementation, monitoring and evaluation processes of local services in Diyarbakir until today. In this sense, civil society actors should build their own participation mechanisms without waiting for local governments to open up space.

4. A critical partnership between municipality and civil society actors can be developed through structures such as the City Council. However, even without such a partnership, criticism, opinions, suggestions, demands, expectations can be conveyed to local governments with tools such as expert monitoring and evaluation reports; thematic observation reports (such as on women, children, green areas, economy, transportation), opinion polls, and local forums.

5. Civil society actors should produce their own unique data and information, apart from institutional data and information, in order to strengthen participation in local governments. Such information production will not only support local governments but also strengthen external monitoring and control processes.

6. The first step of a participatory and inclusive local government experience consists of accurate and appropriate information. Building advanced participation mechanisms such as consultation, negotiation, cooperation and joint management requires primarily establishing a well-functioning information system. In this sense, as the first thing to do, civil society actors should aim to build an effective monitoring and evaluation process. On the one hand, while producing direct information, on the other hand, they should demand local governments to provide accurate, reliable, simple, understandable and relevant information. Monitoring and evaluation works to be done based on this information may be general, or they can be carried out on a thematic or sectoral basis.

7. As a first step towards a strong local democracy, a “local monitoring and evaluation network/group” can be established to monitor and control local services.

8. A “City Observatory” can be established with the partnership of civil society actors in the medium and long term.

ANNEX: MAIN DOCUMENTS EXAMINED WITHIN THE SCOPE OF THE STUDY

STRATEGIC PLANS AND STRATEGIC PLAN MONITORING REPORTS

1. Diyarbakır Metropolitan Municipality 2015-2019 Strategic Plan
2. Diyarbakır Metropolitan Municipality 2017-2021 Strategic Plan
3. Diyarbakır Metropolitan Municipality Strategic Plan 2015 Annual Monitoring Report (1 January - 31 December 2015)
4. Diyarbakır Metropolitan Municipality Strategic Plan Monitoring Report - 4th Period (1 January - 31 December 2016)
5. Diyarbakır Metropolitan Municipality 2017 Strategic Plan Evaluation Report
6. Diyarbakır Metropolitan Municipality 2018 Strategic Plan Evaluation Report
7. DİSKİ 2015-2019 Strategic Plan

PERFORMANCE PROGRAMS

8. Diyarbakır Metropolitan Municipality 2015 Performance Program
9. Diyarbakır Metropolitan Municipality 2016 Performance Program
10. Diyarbakır Metropolitan Municipality 2017 Performance Program
11. Diyarbakır Metropolitan Municipality 2018 Performance Program
12. DİSKİ 2015 Performance Program
13. DİSKİ 2016 Performance Program
14. DİSKİ 2017 Performance Program
15. DİSKİ 2018 Performance Program

ANNUAL ACTIVITY REPORTS

16. Diyarbakır Metropolitan Municipality 2015 Activity Report
17. Diyarbakır Metropolitan Municipality 2016 Activity Report
18. Diyarbakır Metropolitan Municipality 2017 Activity Report
19. Diyarbakır Metropolitan Municipality 2018 Activity Report
20. DİSKİ 2015 Activity Report
21. DİSKİ 2016 Activity Report
22. DİSKİ 2017 Activity Report
23. DİSKİ 2018 Activity Report

Local governments have a critical place in the solution of the Kurdish issue and ending violence in Turkey. Thus, they can function not only as appropriate areas but also as effective tools in the recognition of Kurdish identity, participation of the Kurds in government and fair distribution of resources.

Undoubtedly, the local government issue in Turkey cannot be simply reduced to the Kurdish issue. The development of a truly participatory democratic politics, the domination of pluralism in the social sphere, the participation of different social groups in the administration, the increase in efficiency and productivity in public administration, the construction of accountable and transparent governments in Turkey are directly related to local governments. Beyond that, local governments are also an important part of the balance and inspection mechanisms.

This research study of Diyarbakır Metropolitan Municipality, which focuses on the period of 2015-2018 and compares the urban envisagement and actions of the elected administration and the appointed trustee administration, provides important data in order to understand both local governments and local services, as well as the Kurdish issue stuck in the duality of service and politics, in the case of Diyarbakır.



DIYARBAKIR SİYASAL VE SOSYAL
ARAŞTIRMALAR ENSTİTÜSÜ

ENSTİTÜYA DIYARBEKİRÊ BO
LEKOLİNEN SİYASÎ Û CIVAKÎ

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