



"Building Effective Partnerships among European and Mediterranean Municipalities for Local Economic Development Promotion"

MED PACT - Local Authorities Partnership Programme in the Mediterranean

**SWOT Analysis and Proposal of Co-operation
Municipality of Bodrum**

Project Leader: Municipality of Prato

Project Co-Leader: City of Marrakech

Partners: Municipalities of Sin El Fil, Bodrum, Brtonigla, Lucca, Rio Marina and City of Skopje

**Questions used to prepare the SWOT analysis of Sub-Topics
SWOT Analysis and Proposal of Co-operation
Project MED PACT – PAMLED**

COOPERATION SOUGHT AND OFFERED: SUMMARY

Partner:	Municipality of Bodrum
Priorities	1) Protection of historical, archaeological and environmental values of the Bodrum peninsula 2) Solid waste management and water supply 3) Urban life quality improvement and citizen involvement in city management 4) Reduce tourism's pressure on environmental values
Policy experiences and practices to share in PAMLED	City marketing and city image creation Solid waste management and water supply

OBJECTIVE

The aim of this analysis is twofold

- On the one hand, to provide the basic information concerning the local context (socio-economic situation, its recent evolution, institutions, the role/organisation of Municipality/City, problems, priorities, potentialities, policies, etc.
- On the other hand, to justify, on the local needs, the choice of specific cooperation proposals within PAMLED Project

Section 1. Introduction: Local Context

Bodrum is a peninsula with a total area of 557 km². The peninsula has 19 villages and 11 municipalities including the central municipality. The peninsula has protected areas of 66.48 km² for archeological reasons and 135.87 km² for natural reasons. The total urban area is 1.69 km². The remaining area of the peninsula (363.14 km²) consists of forests. This geographical situation limits any urban expansion, bringing the need of effectively using any usable areas.

While left out of the mass tourism movement and displayed only a limited touristic potential with home-based pensions in 1960s, Bodrum experienced a radical changed starting from the mid '80s of the last century. This period witnessed Bodrum gaining recognition both within Turkey and abroad and facing a rapid growth in demand. Today, the city's biggest source of income and primary economical activity is tourism. In addition, yacht building, fishing and fish production, tangerine and oil production are other income sources worth mentioning.

Structure of companies by type and sectors:

Confection, upholstery, glassware	1501
Bar, restaurant and entertainment	1204
Food	888
Services	825
Consumer Durables, Stationery	822
Accommodation	736
Construction	557
Finance corporations and cooperatives	518
Transport	255
Yacht Building	230
TOTAL	7536

Number of employees per sector in the Bodrum Peninsula:

Sector	Number of Employees
Accommodation	15271
Bar, restaurant and entertainment	10138
Food	4602
Services	3821
Consumer Durables, Stationery	3321
Accommodation	3108
Construction	2953
Finance corporations and cooperatives	2868
Transport	1622
Yacht Building	1281
TOTAL	48985

Bodrum has different characteristics in terms of population. The population changes every season depending on tourism movement. The winter population of the peninsula is around 100.000, while it drastically rises in summer, reaching an overall of 1.000.000 people. Large population fluctuations throughout the year affect service planning and increases pressure on environment.

The recent increase in tourist demand causes important problems for Bodrum, including narrower urban areas and extinction of environmental resources. The lack of adequate areas for urban settlement and not being able to use existing areas within a comprehensive and long term planning approach cause lots of problems.

The central government plays the primary government role in Turkey, having the majority of authorities. The authorities and tasks delegated to municipalities are limited. In addition, the municipalities are also not provided with adequate financial resources. Within the EU candidacy process, the local government reform increased the municipalities' authorities and tasks. According to the new Law on Municipalities no. 5393 that came into force in 2005, Municipalities are given authority in urban planning and organization, water and solid waste management, improvement of city economy and the protection of environment and the historical and cultural heritage of their respective cities. However, the Central Government has not yet provided municipalities with adequate financial resources to perform these tasks due to the bill on resource allocation not being passed yet. Therefore, the Municipality of Bodrum is managing numerous problems in Bodrum's urban area all by itself.

The existence of 10 other municipalities in the Bodrum peninsula in addition to the central municipality makes problems even harder to be solved. The "Union of Bodrum Municipalities" consisting of 11 municipalities within the peninsula, was established in order to act together to solve common problems. However, the Union is not effective as of yet. The Law on Local Government Unions no. 5355 that came into force in 2005 provides a suitable ground for effective performance by The Union of Bodrum

Municipalities. Therefore, the Union of Bodrum Municipalities is expected to become a more active structure in the upcoming future.

Profile of the Municipality of Bodrum (society, environment, economy, etc.)

Bodrum is an ancient settlement with its roots extending to the period Before Christ (BC). The city's ancient name was "Halikarnassos". Halikarnassos was the capital of the Caria region in 4th century BC. Bodrum was also dominated by Byzantines and the Templar of Rhodes in history. The city was taken by the Ottomans in 1522. Since Bodrum has a very long history, the city has numerous historical monuments.

The Municipality of Bodrum was established in 1881 (The municipalities in the Ottoman Empire were established in the 19th century according to the French model of government, with Istanbul being the first municipality in 1855).

Bodrum was a Mediterranean town until the 1970s, when it became a tourist center thanks to the development of the tourism sector in Turkey. Especially in the '80s and '90s of the last century the city became a world-renown tourist center.

Therefore, today the city's economy depends mostly on tourism. This line of activity causes the peninsula's winter population of 100,000 inhabitants to increase to one million during the summer time. The nine-tenth of this population consists of tourists who visit the Bodrum peninsula for vacation and recreation. Yacht/boat building and fishing are other important sources of income for the Bodrum economy.

The Bodrum peninsula has wonderful beaches, an important archeological heritage and a favorable nature. However, the intense tourism activity within the peninsula causes important environmental problems such as water, land and air pollution, the extermination of forests and the building of intensive settlements. Furthermore, the water supply also arises as a problem since the fresh water sources of the peninsula are limited and that causes a shortage of supplies.

Section 2. Partner Profile

The Municipality of Bodrum: structure, organisation, role, level of Government responsibility (central? Municipal? District/Regional? etc.) on the priorities/issues identified, etc

The Bodrum municipality has 12 departments and is currently employing(**missing data**) employees in total. The departments of the Bodrum municipality are:(**missing data**)

Turkey is a unitary state and the majority of public service authorities and responsibilities rest with the central government. The central government in Turkey is divided to cities, which are also divided to districts. Turkey has 81 cities and 3250 municipalities in total. The municipalities are authorized in a limited area within cities and districts.

Following the local government reform run by the central government within the EU Candidacy process, a new municipalities' law passed in 2005, providing municipalities with extended authorities and responsibilities. The law also reduces the level of supervision by the central government on municipalities. Therefore, the municipalities' autonomy increased as predicted by the European Local Governments Autonomy Condition.

According to the new Law on Municipalities, Municipalities are given authority in improvement of city economy, the protection of environment and the historical and cultural heritage and professional education of adult population in addition to basic urban services. However, the Central Government has not yet provided municipalities with adequate financial resources to perform these tasks

Section 3. Problems and Potentialities – Overall SWOT Analysis

The Swot Analysis shall focus on the main socio-economic and environmental issues:

Internal Factors

- **Strengths**
 - Experienced personnel specialized in urban services
 - A participatory and cooperation-oriented management approach
- **Weaknesses**
 - Lack of adequate financial resources
 - Lack of adequate specialists in environmental and other issues
 - Lack of a functional solid waste treatment system
 - Problems in urban planning
 - Problems with urban traffic

External Elements

- **Opportunities**
 - Turkey's EU candidacy
 - Turkey's position in World tourism
 - Bodrum's natural properties
 - Bodrum's historical and cultural heritage
 - The tourism potential of the Bodrum peninsula
 - Marine sectors (yacht building, fishing, etc..)
- **Threats**
 - Environmental problems emerging throughout the peninsula
 - Central government interventions
 - Political events that adversely affect tourism
 - Individuals' insensitivity against the environment
 - Lack of fresh water resources

Section 4. Priorities and Cooperation Sought

For each priority (i.e. water, waste disposal, urban planning, tourism, small business development, etc. please develop one by one and separately, the following arguments:

A) Problems' specification

Provide a short description of the problem (overall and sub-topic/priority) to be addressed;

- **The Bodrum Municipality lacks of adequate financial resources:** Turkish municipalities are not authorized to impose taxes or to increase the rates of existing taxes. The Turkish system causes municipalities to depend on financial resources allocated by the central government with very low income. Each year, 6% of Turkey's national budget is allocated to 3250 municipalities. The criterion for resource allocation is the resident population within a municipality's borders. Hence, the financial resources allocated to the Bodrum Municipality are inadequate, since the resident population of the Bodrum municipality is around 30 thousand, while in summer several hundreds of thousands of people are provided with services by the municipality. Therefore, the municipality's financial resources are inadequate.
- **Distinguished collection of solid waste and modern methods of disposal:** the Municipality of Bodrum could not establish a modern solid waste disposal facility as of yet. This situation is mainly due to two important reasons. Firstly, is the lack of the necessary financial resource for the solid waste disposal facility (the efforts to find loans from international institutions is still in

progress). Secondly, there are natural and geographical conditions constraining that progress. The majority of the Bodrum peninsula is covered with forests and declared a protected area by the central government due to its natural and archeological properties. This status although important and useful, limits the available area for such a facility.

- The rapid development of tourism in Bodrum in the '80s and '90s brought an intense settlement movement. The limited urban areas of the peninsula require careful urban planning, which was lacking at the time. Today, the urban planning authority for the Bodrum peninsula is assumed by the central government; however, a valid urban plan has not yet been developed for the Bodrum peninsula. The central government and the municipalities are still working on this issue.
- The new Law on Municipalities dated 2005 assigned the duty of environment protection to municipalities. Until 2005, the sole authority in terms of environment was the Ministry of Environment and Forestry. The Municipality of Bodrum is currently making hard efforts to employ personnel specialized in environmental issues.
- Lack of adequate water sources: Multidimensional efforts to address the inadequacy of drinking and usage water are still in progress. On the one hand, a cooperation effort has been carried out with the central government to resolve this problem (the Public Waterworks Administration is authorized in this matter), while on the other hand joint actions are being taken with the other 10 municipalities of the peninsula. The efforts for extracting potable water from sea water have been investigated, too.

B) Current situation: Responsibilities/Roles in dealing with the problems identified and with the corresponding delivery of policies/services

- The central government always assumes the primary role in public services in Turkey. Therefore, the authorities and responsibilities of municipalities are limited to those assigned by the central government. According to the new Law on Municipalities dated 2005, the main responsibilities of municipalities in Turkey are (Art. 14):
 - Urban infrastructure including development, water supply, sewer system and intercommunication;
 - Environment and environmental health, geographical and urban information systems
 - Cleaning and solid waste;
 - Urban traffic;
 - Parks and greenfields;
 - Residence;
 - Culture and art, tourism and promotion, youth and sports;
 - Social services and allowances, profession and skill development;
 - Improvement of economy and trade
- As stated before, the new Law on Municipalities increased the responsibilities and authorities of municipalities. However, since the law regulating the sources of income of municipalities has not been revised yet, the municipalities encounter problems in performing certain tasks due to lack of financial resources.

Within this context, the municipalities have little to do to solve the lack of financial resources. The matter has to be resolved by the central government through the necessary legislative amendments.

The Municipality of Bodrum is still working to collect solid wastes separately at the source and to establish a solid waste treatment facility. The "Regulation on Control of Packaging Waste" issued by the central government (the Ministry of Environment and Forestry) in 2007 includes arrangements for packaging waste. According to Art. 5 of the mentioned regulation: "It is prohibited to expose the environment directly or indirectly to packaging wastes and to store and dispose of such wastes in regular waste storage areas." The Art. 8 of the regulation assigns the responsibility to separately collect packaging wastes to municipalities. The Municipality of Bodrum prepared its own action plan to separately collect packaging wastes for the recycling

process. However, since this process is still at the beginning stage, there is still a lot of work to be done.

The amendment on the Law on Environment in 2006 prohibited disposal of domestic solid wastes in natural environment. However, municipalities who did not establish domestic solid waste disposal facilities were given time to establish such facilities. The time allowed to the Municipality of Bodrum ends in 2013. The municipality is working to establish the facility long before the deadline.

Urban planning is a task assigned to municipalities. However, due to the importance of the Bodrum peninsula for the tourism in Turkey, the central government has assumed the responsibility as of now.

Since the new Law on Municipalities allow municipalities to have responsibilities and authorities on environmental issues, the Municipality of Bodrum is trying to increase its capacity in terms of an efficient environmental protection.

Finding the necessary water sources and supplying them as potable water is the responsibility of the municipalities. The Municipality of Bodrum possesses the required capacity for this service. However, the increase in potable water demand during the summer creates a pressure on the municipality in terms of capacity.

The new Law on Municipalities provides the municipalities with the authority to issue "regulations" on their areas of authority. Based on this new authority, the Municipality of Bodrum can issue a regulation for the management of potable water and the prevention of uncontrolled usage; however there are no actions taken by the municipality on this issue yet.

The municipality is working hard to improve tourism activities and to increase the quality of related services to create socio-economic development. Additionally, activities are pursued to develop fishing, yacht building and trade sectors. The municipality cooperates with the Bodrum Chamber of Trade and the Bodrum Chamber of Marine Trade for these activities. Furthermore, the municipality works together with NGOs and Trade Associations for issues within its area of authority.

C) Proposed approach for changing

- Increasing management capacity
- Experience transfer from successful models

D) Expected results or expectations on improvements

- Establishing a sustainable solid waste management system
- Increasing the municipality's problem solving capacity

Section 5. Practices and Experiences

- **Describe briefly the good practice managed by your local authority in collaboration with other stakeholders. The following questions should provide an outline of the issues to be considered (where applicable):**

City promotion and marketing

- **What is the problem/issue addressed?**
Promotion of Bodrum's tourism potential, natural riches and historical heritage
- **When a specific action begun to take place?**
Since early 1990's
- **What have been the main activities carried out during this period to address the problem?**
 - Printed materials (Brochures, promotional booklets, etc...)
 - Media ads (national and international)

- **To which target beneficiary groups activities have been referred?**
Efficient and accurate promotion to external tourist operators, to the citizenry and the economic sector
- **How has the role of local authority evolved during time? What is the present role of the local authority?**
The municipality contributed by allocating resources and joining in efforts.
- **How has the role of other stakeholders evolved during time? What is their present role?**
 - The central government provided significant contributions for this effort.
 - The NGOs supported the initiative.
- **Main results achieved – Describe shortly, pointing out issues such as innovation, and impact;**
- **Why would you describe the practice as a good one? Are there external factors/elements to confirm that a specific practice is recognised as a good one? (such as international or national standards applied as reference, etc.?)**

Bodrum's current level of recognition as a tourism centre both in national and international arena is the best indicator of the success of this effort.

Section 6. Final remarks and information sources

Briefly speaking

- **Which are the main issues that you wish to address in the exchange of experience with the other MEDA and European Project Partners?**
 - Environmental protection and solid waste management improvement
 - Improving the problem-solving capacity
 - Developing tools and opportunities for participation in city management

Other issues

- **With regard to sustainable development, is there the possibility to provide systems for water harvesting (among the actors involved for example)?**

The Municipality may engage in sustainable development efforts in cooperation with the central government (especially with the Ministry of Environment and Forestry). In addition, the "Union of Bodrum Municipalities" may prove to be a good partner for these efforts. The municipality can also develop a system to reduce the water usage on its own.

- **Which are the potential obstacles to the development of these actions/activities?**
 - Lack of financial resources
 - Perspectives of central government and municipality not matching perfectly
 - Lack of special experience
- **At Municipal/City level are there feasibility studies available on the sub-topics/priorities identified? List and describe any document material available about the experience (projects, actions, particular events, etc.), please list any available documentation.**

There is a feasibility study for solid waste disposal.