

PART 1: BASIC DATA

Title of the experience: “My City, My Future”		
Name of the city/region: Nilüfer/Bursa		
Country: TURKEY		
Institution presenting the candidacy: Nilüfer Municipality		
Start date of the experience: 01.01.2019		
End date of the experience: 01.01.2020		
Type of candidacy	New experience	
	Innovation on an existing experience	X
Type of experience (<i>you may choose more than one</i>)	Participatory budgeting	X
	Urban planning	
	Council	
	Workshop/meeting for diagnosis, monitoring, etc.	X
	Audience/forum	
	Poll/referendum	
	Citizen jury	
	E-government/open government	
	Citizen initiative	
	Other (specify):	
Objective of the experience (<i>you may choose more than one</i>)	To achieve higher levels of equality in terms of participation and to incorporate diversity as a criterion for inclusion	
	Community empowerment	
	To empower non-organised citizens	
	To increase citizen’s rights in terms of political participation	X
	To connect different tools of participation within a participatory democracy “ecosystem”	
	To improve the effectiveness and efficiency of the mechanisms of participatory democracy	
	To improve the quality of public decision-making through the mechanisms of participatory democracy	X

	To improve the evaluation and accountability of the mechanisms of participatory democracy	
Territorial area	All the territory	X
	District	
	Neighbourhood	
Thematic area	Governance	X
	Education	
	Transport	
	Urban management	
	Health	
	Security	
	Environment and/or urban agriculture	
	New social movements and associationism	
	Culture	
	Housing	
	Job creation	
	Decentralization	X
	Local development	X
	Training/learning	
	Economy and/or finances	
	Legal regulations	
	Social inclusion	
	All	
	Other	

PART 2: DESCRIPTION OF THE EXPERIENCE

Objectives

Main objective of the innovative experience:

General aim:

To ensure active participation of all citizens in Nilüfer City by creating a sustainable mechanism where resources are managed effectively and transparently with innovative methods to meet public needs.

Specific objectives:

- Creating the Strategic Plan of Nilüfer City for 2020-2024 with active participation of citizens in decision-making mechanisms, determining the priorities of the city and designing vision, mission and strategies
- Creating a participatory, sustainable and healthy city by developing culture of democracy
- Creating local and national models for providing active participation of young people in strategic planning process. Disseminating this model by designing a guideline.

How have you achieved this objective?

- The "My City, My Future" campaign was organized along with a road map of 15 steps for participatory new generation strategic planning.
- "Strategic Planning Team" was formed under the coordination of Strategy Development Department. One person from each department of the municipality joined the team alongside the representatives from Innovation Centre, Equality Unit, Unit for People-With-Disabilities, Addictions Unit, Women&Children Unit, Regional Officers and Nilüfer Community Council Youth Assembly.
- The representatives of the Strategic Planning Team reflected the perspective of their units and departments by participating in Strategic Planning Workshops and analysis studies (PESTEL, SWOT, urban data analysis, spatial analysis, higher policy and legislative analysis).
- In the participatory strategic planning process; the ideas and suggestions of all segments of the society were collected and evaluated through practices such as strategic plan workshops, expectation surveys for stakeholders, workshops in neighborhoods with the theme of "My City, My Future", workshops with children, participation board, and meetings with NGOs, Professional Chambers and members of City Council. Besides, digital tools have been used for collecting and evaluating the ideas.
- Participatory strategic planning workshops and workshops for children were organized with local stakeholders (citizens, NGOs, neighborhood committees, etc.) in 42 urban and 22 rural neighborhood of Nilüfer city. The outputs of the workshops with broad participation covering 10 regions and 64 neighborhoods were thematically classified and used as input in the participatory strategic planning process.
- Three workshops were held at local, national and international scale on active citizenship and effective participation of young people and youth workers in decision-making mechanisms. 87 young people and youth workers from Turkey and 6 other countries had participated in these workshops.
- Non-formal education methods were used in project activities and gender equality was highly considered among participants.

To what extent has this objective been achieved?

“New Generation Strategic Plan for 2020-2024” of Nilüfer City has been created with participation of all stakeholders by deciding on vision, mission and values of Nilüfer Municipality together. An innovative and sustainable strategic plan covering 64 neighborhood of Nilüfer has been created. 27 strategies and 89 performance indicators have been determined in “2020-2024 Strategic Plan” to guide the city with reconciliation and dialogue under the 5 main goals such as “Economic Development, Ecological Balance, Social Development, Urban and Rural Development, Corporate Development”. 149 projects allowing stakeholders and citizens directly affect the investments in Nilüfer have been identified to generate those strategies. In order to measure the effectiveness of 2020-2024 Strategic Plan 25 key performance indicators have been determined based on the current situation.

As a result of the studies carried out with young people in every stage of the strategic planning process, a strategic goal supporting the youth has been determined with new generation perspective and projects have been developed based on this goal. A youth commission has been establishment under the City Council with elected members and representatives from Community Council's Youth Assembly.

This commission meets twice a year to evaluate and monitor the activities in the strategic plan from the perspective of youth. As a result of the work with young people and youth workers, a guide has been created to provide participation of young people in local governments’ strategic plans and disseminated to all municipalities nationwide. The methodology has been shared with other local governments at national level with awareness-raising activities.

Dimensions of the experience

Which is the most innovative aspect of the experience?

The first strategic plan in local governments has been implemented by Nilüfer Municipality in Turkey, in 2002. A sustainable model has been created for the participatory budget and strategic plan with the continuous improvement activities carried out over the years. Increasing the participatory approach with direct participation of citizens in decision-making mechanisms highlights our project among other strategic plan studies. Nilüfer has been the only municipality that made decisions by discussing its vision, mission, values, strategies and projects directly with citizens in the workshops conducted in all neighborhoods during the strategic planning process in Turkey. It is aimed to reach children from all ages with workshops conducted for children where they can draw their dreams and mark them on the city map. The framework of the strategic plan has been shaped by analyzing the feedback received from all stakeholders in detail and creating concept pools. After all these studies, the strategic plan prepared was presented to public audience and explained in detail to be clearly understood before it was presented to city council. In this framework, the road map consisting of 15 steps in a one-year period have been implemented with comprehensive participatory studies and created a new generation strategic plan covering the years 2020-2024.

In the studies with youth, it has seen that youth has never been in the “shared decision-making” step of Roger Hart's participation ladder model in previous strategic plans. In this context, local, national and international studies were carried out in order to reflect the

perspective of youth in strategic plan and to include project ideas that will make life easier for young people in the city. As a result of these studies, a national model has been created to ensure the participation of young people in the strategic plans of local governments. With the implementation of this model, a Youth Commission consisting of young elected-members of the City Council and representatives of the Nilüfer Community Council Youth Assembly was formed and a sustainable structure was established.

To what extent is the procedure transferable?

Participatory strategic planning studies for local governments were implemented with a methodology consisting of 15 steps. This participatory model which can be implemented by all local governments is shared with the Nilüfer Municipality 2020-2024 Strategic Plan in detail and publicly on online platforms. Besides, this model was shared with other local governments as a best practice in workshops and symposiums during and after the strategic planning process. It is also shared in benchmarking visits in Nilüfer Municipality, as one of the best practices. As a result of the works carried out with young people and youth workers at local, national and international scale, a guide has been created to ensure the participation of youth in decision-making mechanisms of local governments. This guide has been disseminated nationwide to all local governments, community councils' youth assemblies and youth NGOs.

Why do you consider that the experience is feasible?

The strategic planning process of Nilüfer Municipality has been redesigned by making improvements in order to make it more participatory and effective. In this context, various platforms were created to design the future of the city together ensuring the active participation of citizens, and comprehensive analysis were carried out in economic, technological, institutional and socio-political contexts. These analyses have been prioritized according to impact and level of significance, and participation methods have been developed to see which stakeholder group will participate in the process at which stage using which tools. Thus, a Stakeholder Analysis was conducted in line with the data obtained from all units in order to identify key stakeholders and to design appropriate methods for the active participation of them in the process. 332 stakeholders have been identified out of 815 entries. With top policy and legislation analysis, 45 top policy documents were examined and analyzed by experts from relevant departments, and points that could affect the institution and possible improvement needs were identified. With this study, 197 tasks were determined and 82 improvement suggestions were made. These determinations provided contribution to external environment analysis and the tasks determined were taken into account conducting the scorecards. Six separate teams have been established as political, economic, social, technological, legal and environmental, which were open to volunteer participation, according to PESTEL Analysis methodology. After that SWOT Analysis have been made by matching the threats and opportunities coming from the PESTEL analysis, and the strength and weaknesses from internal environment analysis, and strategies were developed. Additionally, the current situation in Nilüfer Municipality has been examined in line with 17 Sustainable Development Goals of UN and the areas that should be prioritized in the new strategic plan have been determined.

How has the experience been coordinated with other actors and processes?



The project has been coordinated by Strategic Management and Planning Bureau under the Directorate of Strategy Development of Nilüfer Municipality. The Directorate has formed the Strategic Planning Team to create the preparation program, carry out the strategic planning process in accordance with this program, coordinate the necessary activities, and prepare the documents to be submitted for the approval of the Board of Strategy Development. The team consisted of at least one person from each department of the municipality. Additionally, Nilüfer Innovation Centre, Equality Unit, Unit for People-With-Disabilities, Addictions Unit, Women&Children Unit, Regional Officers and Nilüfer Community Council Youth Assembly volunteers were included as natural members of the team to bring different perspectives. One female and one male representatives from Nilüfer Youth Assembly took part in the Strategy Development Board (Mayor, Deputy Mayors and Heads of the Specialization Commissions) to ensure direct participation of young people to the decision-making processes while planning the new generation Nilüfer. Representatives of Strategic Planning Team participated in all analysis studies and Strategic Planning Workshops to reflect perspective of their departments. Besides, six separate teams which were open to volunteer participation have been established according to PESTEL Analysis methodology which has been used as an external environment analysis method since 2014. Additionally, representatives from platforms such as Community Council, Elected Neighborhood Leaders (Mukhtar), and Neighborhood Committees, Council Members, public institutions, universities, CSOs and academic chambers took place as active actors during the preparation and implementation periods of strategic planning process. The effectiveness of the strategic planning process was evaluated together with Strategic Plan Team In the evaluation workshop held after the process was completed, and feedbacks on participatory implementations and coordination recorded as very positive.

What has been the level of co-responsibility?

A participatory methodology has been implemented in Nilüfer City during the 2020-2024 Strategic Planning process, representing all segments of the society with “My City, My Future” slogan. There have been workshops and activities organized with external stakeholders such as citizens, youth, children, women, neighborhood committees, mukhtars, representatives of public institutions, universities, associations and academic chambers in addition to internal stakeholders. So the platforms representing stakeholders in the ecosystem such as Neighborhood Committees, Union of Academic Chambers, NGO Campuses, and Nilüfer Community Council were actively involved in the strategic planning process. Neighborhood committees are the most decentralized local participation units which has elected and natural members. And there are quotas to ensure the participation of women, youth and people with disabilities. Those committees voluntarily took part in workshops in "My Neighborhood, My Future" theme and reflected the views of the citizens of Nilüfer in strategic plan. They also facilitated the "Participation Board" implementation created by Nilüfer Municipality in the neighborhoods. Strategic planning workshops were organized with different assemblies of the Nilüfer Community Council such as Youth Assembly, Children's Assembly, Women's Assembly, Retirees Assembly and the Environment Assembly. The results of these workshops were prioritized and reported by Community Council and became an input for the 2020-2024 Strategic Plan. Nilüfer Community Council also facilitated the “Neighborhood Workshops” and reported the results. Youth Participation Model created and implemented with Nilüfer Community Council’s Youth Assembly. Opinion-sharing meetings were held with

the participation of representatives from NGOs and academic chambers, and also public institutions and city council members where the expectations and contributions were received. As a result of these studies, the opinions of the stakeholders were taken and successfully reflected in the Strategic Plan.

Which evaluation and accountability mechanisms were used?

During the Strategic Planning process, sharing meetings and neighborhood workshops with the theme of "My Neighborhood, My Future" were organized. The strategic plan was presented to the public before it was presented to city council, and also it was explained in detail to be understood by citizens, including the methodology for monitoring. After the Strategic Plan was created, accountability and monitoring/evaluation mechanisms were established. In the nature of strategic plans there is a vision, there are strategic goals to contribute reaching this vision, there are indicators to assess the success of those goals and there are "Goal Cards" showing the projects and activities which will help to reach those goals. In Nilüfer Municipality 2020-2024 Strategic Plan, there are 5 strategic aims, 27 strategic goals and 89 Performance indicators. With the approval of strategic plan monitoring and evaluation studies are held by municipal executives and assessed on separate platforms. 10 different city council specialization commissions monitor the implementation of strategic plan and performance program indicators in six-month periods, and reports the projects/activities and budget realizations. These reports are presented to Strategy Development Board which includes municipal executives. The reports are evaluated by the board. Additionally, the "Goal Cards" are monitored in six-month period meetings by municipal executives with the "Administration Review" approach. So the municipal executives closely monitor and evaluate the process and take the necessary actions. There is also QPR data system where the municipality's key performance, strategic plan and process performance indicators are monitored for 2020-2024 term. Also, the departments provide comprehensive details of all their activities, target realizations and performance results in the Activity Reports prepared annually. The annual Activity Report and Performance Program documents are shared on the municipal website, open to all stakeholders and public. In addition to all these, the results of the Strategic Plan, which is prepared with participation and transparency, are shared clearly with the citizens and all stakeholders on the website.

Summary of the experience

Nilüfer Municipality is the first municipality in Turkey designing and implementing Strategic Plan in 2002. With this initiatory vision, the municipality implements studies to create a participatory, accountable and transparent structure where the processes can be monitored, and budgets can be divided according to strategic priorities, questioning its capacity, challenges, resources and needs. Strategic Plans have been generalized in Turkey by making obligatory for cities with more than 50.000 population after 2006.

Nilüfer Municipality aims to create its strategic plans with participation of its stakeholders. So based on the previous experience the municipality improved its strategic plan studies for 2020-2024 and designed a participatory process with the understanding of "joint governance". With this context, during the strategic plan studies, activities such as Neighborhood Workshops which brings people with municipal decision-makers in 64 neighborhoods, children workshops, and idea-sharing meetings were organized with the slogan "My Neighborhood is My Future". On the other hand, the needs and priorities of the city were determined in the light of "stakeholder perception surveys" by ensuring the



participation of all citizens in the process. As a result of this participatory process, the 2020-2024 Strategic Plan was designed under 5 main strategic aims: Corporate Development, Urban and Rural Development, Social Development, Ecological Balance and Economic Development. According to these aims, projects related to the concept of “New Generation Nilüfer” have been prioritized while services-investments have been planned.

“New Generation Nilüfer” concept refers to structuring a city by looking at the world through the eyes of a child or a young person. The concept takes into account the needs of children and young generations, who are not only our future, but also today's partners. Nilüfer Municipality has carried out joint studies with the Youth Assembly of Nilüfer Community Council representing young people living in Nilüfer from the early stage of Strategic Planning process until the last decision was made. In this context, a model has been implemented where young people can present their opinions and being included in local decision-making mechanisms.

With "My City, My Future" project, participatory studies carried out not only for a liveable city but also to create a city where people will enjoy living, sustainable development is realized and that brings quality of life to people in all aspects. Activities and projects have been determined for 2020-2024 terms to empower local democracy by increasing participation, integrating arts and sports into daily life, and ensuring children, youth, women, elderly and people with disabilities to take an active part in social life with social municipal implementations and services. During the designing process of Nilüfer's 2020-2024 Strategic Plan, all stakeholders contributed to the vision, mission and values of the municipality and all decisions are made with these contributions. Thus, these studies enabled the five-year-long planned activities to be designed according to the real needs, to be determined in a wider perspective and to be diversified. All these participatory studies make the project sustainable by identifying and implementing activities that can meet Nilüfer's environmental, economic, cultural and social needs. Direct participation of citizens, disadvantaged groups and other stakeholders living in Nilüfer in the strategic planning process enable these groups to increase their belonging to the city and to adopt the concept of active citizenship.