

FROM URBAN ENTREPRENEURIALISM TO MUNICIPAL
ENTREPRENEURIALISM: THE CASE OF SOCIAL PROJECTS IN İZMİR
METROPOLITAN MUNICIPALITY

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GİZEM AKDOĞAN

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ENTREPRENEURIALISM: THE CASE OF SOCIAL PROJECTS IN İZMİR
METROPOLITAN MUNICIPALITY**

submitted by **GİZEM AKDOĞAN** in partial fulfillment of the requirements for the degree of **Master of Science in Urban Policy Planning and Local Governments, the Graduate School of Social Sciences of Middle East Technical University** by,

Prof. Dr. Yaşar KONDAKÇI
Dean
Graduate School of Social Sciences

Assist. Prof. Dr. E. Attila AYTEKİN
Head of Department
Department of Political Science and Public Administration

Assoc. Prof. Dr. Mustafa Kemal BAYIRBAĞ
Supervisor
Department of Political Science and Public Administration

Examining Committee Members:

Prof. Dr. H. Tarık ŞENGÜL (Head of the Examining Committee)
Middle East Technical University
Department of Political Science and Public Administration

Assoc. Prof. Dr. Mustafa Kemal BAYIRBAĞ (Supervisor)
Middle East Technical University
Department of Political Science and Public Administration

Assoc. Prof. Dr. Ayşe ÇOLPAN KAVUNCU
Ankara Yıldırım Beyazıt University
Department of Political Science and Public Administration



I hereby declare that all information in this document has been obtained and presented in accordance with academic rules and ethical conduct. I also declare that, as required by these rules and conduct, I have fully cited and referenced all material and results that are not original to this work.

Name, Last Name: Gizem AKDOĞAN

Signature:

ABSTRACT

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AKDOĞAN, Gizem

M.S., The Department of Urban Policy Planning and Local Governments

Supervisor: Assoc. Prof. Dr. Mustafa Kemal BAYIRBAĞ

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Enterprises, entrepreneurs, and entrepreneurial functions have started to be studied in the 1920s under Max Weber's influence. From that day to today, scholars have studied "entrepreneurship" and since the 1990s "social entrepreneurship" has drawn the attention of scholars, the private sector, and the public in general. In recent years, social entrepreneurship has received attention also in Turkey; however, it is still a new concept for the country. Although there seems not to be consensus on the definition and social entrepreneurship studies have proliferated, it has rarely been discussed from a local government perspective. This Master's thesis seeks to develop a better understanding of how local governments approach social entrepreneurship and how urban entrepreneurialism changes into municipal entrepreneurialism in the case of İzmir Metropolitan Municipality. In the scope of this study, the policies and actions of the İzmir Metropolitan Municipality regarding municipal entrepreneurialism during the presidency periods of Ahmet Piriştina, Aziz Kocaoğlu and Tunç Soyer and the social entrepreneurship ecosystem dynamics in İzmir will be examined.

Keywords: Social Entrepreneurship, Urban Entrepreneurialism, Municipal Entrepreneurialism, Local Development, İzmir Metropolitan Municipality



ÖZ

KENTSEL GİRİŞİMCİLİKTEN BELEDİYE GİRİŞİMCİLİĞİNE: İZMİR BÜYÜKŞEHİR BELEDİYESİNDE SOSYAL PROJELER ÖRNEĞİ

AKDOĞAN, Gizem

Yüksek Lisans, Kentsel Politika Planlaması ve Yerel Yönetimler Bölümü

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1920’lerde Max Weber’in etkisi altında işletmeler, girişimciler ve girişimcilik fonksiyonları araştırılmaya başlanmıştır. O günden bugüne akademisyenler “girişimcilik” üzerine çalışmalar gerçekleştirmektedir. 1990’lardan itibaren ise “sosyal girişimcilik” kavramı hem akademisyenlerin hem de özel sektör ve kamuoyunun dikkatini çekmektedir. Son yıllarda Türkiye’de de ilgi görmeye başlayan sosyal girişimcilik hala ülke için yeni bir kavramdır. Her ne kadar tanımı üzerinde bir fikir birliği olmamasına rağmen sosyal girişimcilik çalışmaları hızla artsa da bu konu yerel yönetim perspektifinden nadiren tartışılmıştır. Bu yüksek lisans tezi, yerel yönetimlerin sosyal girişimciliğe nasıl yaklaştığını ve İzmir Büyükşehir Belediyesi örneğinde kentsel girişimciliğin belediye girişimciliğine nasıl dönüştüğünü daha iyi anlamayı amaçlamaktadır. Bu çalışma kapsamında, Ahmet Piriştina, Aziz Kocaoğlu ve Tunç Soyer’in başkanlık dönemlerinde İzmir Büyükşehir Belediyesi’nin belediye girişimciliğine ilişkin politika ve eylemleri ile İzmir’deki sosyal girişimcilik ekosistem dinamikleri incelenecektir.

Anahtar Kelimeler: Sosyal Giriřimcilik, Kentsel Giriřimcilik, Belediye Giriřimcilięi, Yerel Kalkınma, İzmir Břyřkřehir Belediyesi



To My Family



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LIST OF ABBREVIATIONS

| | |
|--------|---|
| ANAP | Motherland Party |
| APIKAM | Ahmet Piriřtina City Archive and Museum |
| APSE | The Association for Public Service Excellence |
| ARIZKO | Arab and İzmir Municipality Tourism Trade Joint-Stock Company |
| BBOM | Başka Bir Okul Mümkün |
| BLLC | Benefit Limited Liability Companies |
| CDFIs | Community Development Finance Institutions |
| CHP | The Republican People's Party |
| CIC | The Community Interest Company |
| CITR | The Community Investment Tax Relief |
| DSI | The State Hydraulic Works |
| DSP | Democratic Left Party |
| DYP | True Path Party |
| EGİAD | Aegean Young Business Association |
| EMES | EMES International Research Network |
| FabLab | Fabrikalab İzmir |
| FAO | United Nations Food and Agriculture Organization |
| GDP | Gross Domestic Product |
| IPS | Industrial and Provident Society |
| İEF | İzmir International Fair |
| İEKKK | İzmir Economic Development Coordination Board |
| İKEMA | İzmir City Archive and Museum |
| İzBB | İzmir Metropolitan Municipality |
| İZKA | İzmir Development Agency |
| İZMEDA | İzmir Mediterranean Academy |
| İzQ | Entrepreneurship and Innovation Centre |
| İZTO | İzmir Chamber of Commerce |

| | |
|--------------|--|
| JSC | Joint-Stock Company |
| L3C | The Limited Liability Company |
| LLC | Limited Liability Companies |
| LLP | Limited Liability Partnership |
| SE | Social Entrepreneurship |
| SHP | Social Democratic Populist Party |
| SMEs | Small and Medium-Sized Enterprises |
| SPC | Social Purpose Corporations |
| TANSA/TANSAŞ | Tanzim Satış Mağazaları |
| TARKEM | Historical Kemeraltı Construction Investment and Trade Corporation |
| TL | Turkish Lira |
| VLR | Voluntary Local Review Report |

CHAPTER 1

INTRODUCTION

Enterprises, entrepreneurs, and entrepreneurial functions have started to be studied in the 1920s under Max Weber's influence. The interest in the study about entrepreneurs peaked in 1958, which led to the foundation of the Research Center in Entrepreneurial History at Harvard University. This centre published their studies in their journal named *Explorations in Entrepreneurial History*. From 1949 to 1979, the studies focused on small and medium-sized enterprises (SMEs), entrepreneurs, and new firm formation. In 1979, Birch published his report "The Job Generation Process", which aroused great interest in the political arena and academia (Veciana, 2007, p. 25). From the first day to today, scholars have studied "entrepreneurship", and finally, social entrepreneurship has drawn the attention of academia, the political arena, and the private sector in the early 1990s. It has been forty years and more, it has become a focus of interest in Europe and the United States. Although it has been studied over four decades, there seems not to be consensus on its definition. As Aslan, Araza, & Bulut (2012) provide a summary table for social entrepreneurship literature, which has been developed until 2012, and it seems the definition and the conceptual framework have differed over forty publications. While social entrepreneurship studies have proliferated worldwide, in recent years, it has also received attention in Turkey; however, it is still a new concept for the country. Pioneers of social entrepreneurs in Turkey make an effort to introduce this concept to both society and the decision-makers in the country, yet it is not well-conceptualised in their own ecosystem. However, social entrepreneurship is always a complex concept that differs worldwide, so in Turkey, both the members of civil society and the local governments have a chance to form this concept to their own needs and problems.

1.1. The Aim and Scope of the Thesis

This study examines the boundaries of social entrepreneurship and where Turkey locates in that literature. Social entrepreneurship, which has been studied with great interest in the world since the 1990s, is still a new concept for Turkey. In the context of Turkey, social entrepreneurship is discussed mainly in business administration studies, and it is either discussed briefly under the title of entrepreneurship (Demirel, 2015; Özdevecioğlu & Karaca, 2015) or studies focused on the character traits of social entrepreneurs (Işık & Aydın, 2017; Paksoy, Özbezek, & Gül, 2019; Büyükaslan & Kızıldağ, 2017). For this reason, it is worth studying social entrepreneurship as an urban policy to understand the perspectives and practices of local governments towards social entrepreneurship and social entrepreneurs.

Besides, understanding the historical process of social benefit creation is important to comprehend the change in creating social benefit in Turkey. Moreover, to locate Turkey in social entrepreneurship literature, it is essential to grasp how this concept is discussed and implemented in other parts of the world. To position Turkey, the two main traditions that the United States and Europe in the social entrepreneurship literature will be discussed with the examples of conceptual and legal frameworks of the United States and the United Kingdom. This leads to discussing the legal formations of social enterprises in Turkey and their challenges since there is no legal framework for social entrepreneurship in the Turkish Constitution. At this point, it is seen that having no consensus on the definition of social entrepreneurship and their financial status in Turkey creates a disorder about who are social entrepreneurs and which organisations are social enterprises. This thesis discusses that disorder in Turkey and brings a new definition to social entrepreneurs and their enterprises in this respect.

Another critical point discussed in this thesis is how social entrepreneurship became an urban policy tool in the hand of municipal entrepreneurialism in changing from urban entrepreneurialism. To better understand this process, İzmir Metropolitan Municipality is chosen as a case study due to urban entrepreneurialism has already developed in the city. Although it is essential to study the country's political and economic changes in the 1980s and the local development policies of the case municipality, seeing its effort to pursue social purpose in the İzmir Metropolitan

Municipality policies is also meaningful. Municipality's effort to manage the entrepreneurial activities within this social purpose necessitates the discussion of municipal entrepreneurialism. In addition, as this effort combined with creating entrepreneurs, it makes the study of social entrepreneurship essential. Under these conditions, this study uses urban entrepreneurialism and municipal entrepreneurialism theories to research and analyse the social entrepreneurship ecosystem in İzmir, its contribution to the development of the city and the policies of İzmir Metropolitan Municipality (İzBB) towards social entrepreneurship.

1.2. Research Methodology

This work started in the fall of 2020 when I was accepted into the FikrimİZ Social Entrepreneurship Programme. In that programme, I have met with social entrepreneurs who are accepted as pioneers in Turkey, taken lectures from them, attended their workshops. Although İzmir Earthquake and Covid 19 pandemic conditions delayed the planned end date, I still ended the program in the first place. During that programme, I have seen different thoughts about the social entrepreneurs are and the line they can stay within, even in the small group of successful social entrepreneurs. At that point, this research has shaped to reveal circumstances of social entrepreneurship in Turkey, especially in İzmir. As the municipality operated the FikrimİZ programme, this study tries to answer how local governments can contribute to this system to improve their local development policies. Therefore, this research employs a case study method as a research strategy. In order to understand the social entrepreneurship ecosystem in İzmir and its place in the municipalities' development policies, the social entrepreneurs and İzmir Metropolitan Municipality are examined as the units of analysis. It aims to examine social entrepreneurship in Turkey and how the local development policies of İzmir Metropolitan Municipality has changed over time. In other words, this thesis tries to answer the following:

- How local government ideology changed from the 1980s to today;
- How different social entrepreneurship is defined and applied in the world and Turkey;

- How local development policies of İzmir Metropolitan Municipality changed in time and whether it has a point of view of social entrepreneurship;
- What dynamics social entrepreneurship ecosystem in İzmir have and what they demand from the municipality; and
- What roles for the municipality can support this ecosystem as an urban policy.

Three phases are followed in the research as in below:

- i. Literature Review: a literature review is conducted about urban entrepreneurialism and municipal entrepreneurialism to grasp the transformation. In addition, social entrepreneurship literature and relevant field that has a relation with local governments are reviewed.
- ii. Secondary Data Analysis: studies of relative organisations about the social entrepreneurship ecosystem in Turkey and the archive of İzmir Metropolitan Municipality about policies and initiatives regarding economic and social actions are examined.
- iii. Field Study: focuses on gathering the stakeholders' perspectives about social entrepreneurship and the role of municipality about this subject in İzmir. Hence there are three levels of analysis: experts and social entrepreneurs who founded an enterprise in İzmir, participants of FikrimİZ Social Entrepreneurship and Food Entrepreneurship Programme as candidate social entrepreneurs, and municipality.

Altogether this study draws a framework about the relation between the social entrepreneurship concept and local governments involving 20 semi-structured interviews with experts, social entrepreneurs who founded an enterprise in İzmir, participants of FikrimİZ Social Entrepreneurship and Food Entrepreneurship Programme. Many illustrative figures are prepared for the study to evaluate the data gathered from the field and get the relation among them and the secondary data.

1.3. The Structure of the Thesis

This thesis is composed of five chapters. In the first chapter, the context of the study is defined to inform the readers about the processes that bring up the research problem

of this thesis. The aim and the scope of the thesis are given with the reasons to carry out this study, and it is followed by the research methodology. At the end of that chapter, the structure of the thesis is defined to give an introductory outlook about the thesis.

The second chapter of the thesis discusses urban entrepreneurialism and municipal entrepreneurialism, which are the main theories behind studying the local governments in this thesis. This brings us the social entrepreneurship as it is discussed in later chapters as an urban tool of municipal entrepreneurialism. In this context, the similarities and the differences between social and commercial entrepreneurship will be discussed in terms of motivation, team building, and organisational forms. Furthermore, European and the United States traditions on social entrepreneurship will be examined through the literature to understand why and how they have differences and commonalities. And then, the legal frameworks for social entrepreneurship will be discussed through cases of the United Kingdom, the United States and Turkey. While different types of economic formations will be discussed under three legal frameworks, the challenges, risks, and benefits faced by social enterprises in Turkey due to their economic formation types will be analysed in detail. At the end of this part, the historical process of social benefit creation in Turkey is discussed so that understanding possible reasons behind the disorder in the concept of social entrepreneurs in the country.

The third chapter provides a brief history of local government in İzmir after the 1970s regarding economic and political changes in the country. Policies and efforts at the governmental level will also be discussed in the first part. In that sense, the legal framework and economic formations will be detailed to understand better how municipalities realise their social and economic initiatives with the legislation. To give the reader an introductory outlook of entrepreneurial local development policies, the economic initiatives of İzmir Metropolitan Municipality and their social effects will be reviewed between the 1980s and 2021. The second part collects the data together to explain the local development policy of İzmir Metropolitan Municipality through the last 22 years with three different mayors in five terms of office. In the first part, neoliberal municipalism is discussed by the case of İzmir Metropolitan Municipality, considering the economic and political changes to give an introductory outlook. Then

Ahmet Piriřtina, Aziz Kocaođlu, and Tunç Soyer periods are discussed regarding policies and actions for building economic, social, and cultural capital related to these periods. The economic initiatives of İzmir Metropolitan Municipality and their social effects will be reviewed in three periods. In this context, actions of the mayors and their mottos for the city that have an essential role in the development in İzmir are discussed. This chapter draws a general picture of İzmir Metropolitan Municipality.

The fourth chapter, constructed by the data gathered from the field study, examines the social entrepreneurship ecosystem in İzmir. For this purpose, primarily the organisation forms, social network types, challenges, and the relations with the municipality of the social enterprises already founded and running will be discussed. To understand the differences between being a social enterprise in İzmir and other cities, some social enterprises are chosen due to their operations in another city. Furthermore, the last part, in which the city's candidate social entrepreneurs and their relations with the municipality are aimed to discuss, written and perceived functions of the FikrimİZ department and the outcomes of the FikrimİZ Social Entrepreneurship Programme are defined with respect to interviews.

The conclusion chapter firstly summarizes and interprets social entrepreneurship in Turkey, its place in the literature, and the changes in the local governments' policies. Then social entrepreneurship ecosystem in İzmir and the policies of İzmir Metropolitan Municipality are discussed through the context of the thesis, which is stated at the beginning part. This chapter ends with the policy suggestions to local governments to reevaluate their policies on social entrepreneurs for local development.

CHAPTER 2

FROM URBAN ENTREPRENEURIALISM TO MUNICIPAL ENTREPRENEURIALISM

One of the theoretical objectives of this thesis is to show the transformation in urban governance from urban entrepreneurialism to municipal entrepreneurialism. As this thesis discusses that social entrepreneurship became an urban policy tool in the hand of municipal entrepreneurialism in this transition, İzmir Metropolitan Municipality was chosen as a case study due to urban entrepreneurialism was already developed in the city. While there is an effort to pursue social purpose in the İzmir Metropolitan Municipality policies and the entrepreneurial activities, the municipality also effort to manage these activities. This effort necessitates the discussion of municipal entrepreneurialism. Moreover, this effort combined with creating entrepreneurs makes the study of social entrepreneurship essential.

In that regard, first, the research will briefly touch upon where urban entrepreneurialism came from and how it started to give its place to municipal entrepreneurialism in our case. Then, social entrepreneurialism will be discussed regards municipal entrepreneurialism.

2.1. Urban Entrepreneurialism vs. Municipal Entrepreneurialism

The role of urbanisation and the urban change in the service provision and local development policies have changed through the years. In the late 1980s, urban entrepreneurialism discussions took a major place in the literature. David Harvey's 1989 article, named "From managerialism to entrepreneurialism: the transformation of urban governance", quickly has become a classic for urban governance discussions.

In that article, Harvey argues that the reorientation of attitudes to urban governance with the capitalist developments resulted in the shift from urban managerialism to urban entrepreneurialism. Before going into the details of urban entrepreneurialism discussion, the outline of urban managerialism and its differences from urban entrepreneurialism will be reviewed below.

As Lauermann (2017) states, both urban managerialism and urban entrepreneurialism share a focus on urban growth and the role of the local governments in urban development. Urban managerialism refers to bureaucratic forms in the management and planning where they derive their funding from external resources. However, urban entrepreneurialism refers to these management resources that should be used to create profit-earning ventures and be in alliance with the private sector to sustain them. This difference of views mainly comes from their historical backgrounds. The evolution of urban managerialism has gone back to welfare state policies when the Traditional Public Administration approach is ascended and implemented. As the Traditional Public Administration was shaped by the conditions of the mid-twentieth century, such as industrialisation, urbanisation, and the rise of the modern corporation (Bryson, Crosby, & Bloomberg, 2014), so did urban managerialism. Therefore, together with the economic crisis of the early 1970s, urban entrepreneurialism started to criticise urban managerialism when the Traditional Public Administration Model has received harsh criticisms from The New Public Management proponents. Later adopting the neoliberal policies, local government budgets decreased as a part of policies aimed to reduce the size of government; therefore, attitudes towards the political, cultural, and organisational practices in urban also started to change.

Harvey (1989) identifies three aspects that urban entrepreneurialism differentiates from urban managerialism. First, urban managerialism distributes revenues while entrepreneurialism pursues them. Municipal activities speculate on the land or infrastructure mega-projects, which means that the public sector takes risks, and the private sector takes the benefits. Second, managerialism relies on government institutions, but entrepreneurialism relies on public-private partnerships. This is a way to attract external sources to invest and create new employment sources in the city. Third, in managerialism, the urban political economy pursues an even distribution of

investment on managed territories, while in entrepreneurialism, it is an uneven urban political economy of individual places. It is assumed that surrounding neighbourhoods or places will also benefit from the chosen place's economic development. In a nutshell, Harvey (1989) highlights the character of urban entrepreneurialism as:

“...typically rests, then, on a public-private partnership focusing on investment and economic development with the speculative construction of place rather than amelioration of conditions within a particular territory as its immediate (though by no means exclusive) political and economic goal.” (p.8)

Then he categorises urban entrepreneurialism into four basic types: i) *Competition for the production of goods and services*. It involves the exploitation of particular local advantages for the production of goods and services within the international division of labour. ii) *Increasing the share of consumption taking place locally*. It is a less traditional strategy that tries to bring money into the city through tourism and retirement attractions. It involves upgrading the urban environment, providing consumer attractions (sports stadiums, convention and shopping centres, etc.), organisation of urban spectacles, and general marketing. iii) *Acquiring key control and command functions* in high finance, government, or information gathering and processing through infrastructure provision, subsidies etc. (Department for International Development, 1998). iv) *Competing for central or state government surpluses* in urban programmes and budgets.

It is essential to notice that these four basic types are not mutually exclusive; they can exist together concerning the time and scale of the urban area. Furthermore, urban entrepreneurialism implies inter-urban competition which can operate as an external coercive power to reproduce development patterns in individual cities. Harvey argues that inter-urban competition of the 1970s and 1980s is rooted in “reduction in spatial barriers to the movement of goods, people, money and information” (Harvey, 1989). The emphasis on inter-urban competition means that this competition can drive to maximise the city's attractiveness for broader access to capitalist investment. As mentioned above, to attract the private sector to invest in the city, local governments take part in the risks and production costs. However, while urban entrepreneurialism contributes to upgrading the landscape and local development by enhancing property

values, local circulation of revenues and employment growth, it also contributes to urban impoverishment and unequal wealth and income distribution (Wood, 1998). The rising urban inequality and poverty push local governments to rethink their political agenda and development policies.

Before going into the process of rethinking the role of municipalities in local development, it is essential to understand that all these years in neoliberal policies implemented, it is accepted that innovation means economic and social development. However, municipalities were never seen as the initiators of innovation. Even after the responsibility of the local development shifted from central government to local governments, municipalities were only considered as the enabler of market-driven innovation processes (Harvey, 1989; Cooke, Heidenreich & Brazyk, 2004 cited in Shearmur & Poirier, 2017). In other words, municipalities are seen as adopters of the developed technologies or products of their partnership with the private sector; moreover, they are often criticised for being a failure in innovation and not having the spirit of entrepreneurship (Mbecke, 2015). As a result, urban entrepreneurialism was discussed by making marketisation and privatisation aspects the focal point of the local development.

On the other hand, Shearmur & Poirier (2017) claim that municipalities can be innovators in their own right and introduce product, process or service innovations to their management responsibilities. Although urban entrepreneurialism conceptualises entrepreneurship as market-driven and political-economic oriented, this conceptualisation is not essential for municipal entrepreneurialism. As Shearmur & Poirier (2017) emphasise if innovation is acknowledged as generating and applying new ideas to solve a problem, motivation for profit or growth is no longer in the centre. In other words, contrary to Harvey (1989), entrepreneurial activities of local governments do not necessarily facilitate accumulation or economic growth (Leyden & Link, 2015 cited in Shearmur & Poirier, 2017); in that case, it does not need to reference the market. As The Association for Public Service Excellence (APSE) (2012) Report has identified, municipalities can pursue innovative changes to the provision of public services to reduce their costs or generate additional revenue to

offset budget cuts (p.7). Municipalities can cultivate innovation within their service provision system to manage new opportunities with these motivations.

The APSE Report (2012) identifies four roles that successful municipal entrepreneurship should involve: i) *catalysts* scanning for new opportunities for organisational change. This role usually has taken by senior managers and operational managers. ii) *stewards* who are the people who ensure spaces for collaboration, facilitate interaction between the stakeholders to enable innovation. Senior management teams and community action officers usually hold this role. iii) *mediators* are responsible for managing and resolving the potential conflict in the process of innovation. Operational managers and elected members usually fill this position. iv) *deliverers* take responsibility to ensure the outcomes and keep the other three committed to improving service provision.

As understood from the roles mentioned above, municipalities' being an initiator of innovation depends on their internal capacities, which allow them to take in information and know-how from external sources and use this to learn and develop innovations. Therefore, it remarks a problematic of how municipalities should organise their staff to develop or identify innovation.

Since it is not easy to introduce and embrace entrepreneurialism activities in the municipality without a partnership with the private sector, risk-taking with the public resources reveals another problematic of municipal entrepreneurialism. In entrepreneurship, the risk is usually the personal financial risk of the individual; however, in municipal entrepreneurialism, the risk belongs to the municipality is not about only wasting the limited resources of the local government but also the time and accountability. Since innovation can end in failure, municipalities should consider the costs and benefits of the innovation together because they are putting people's trust at risk. As Leyden and Link (2015) state that the city's economic growth is still an inescapable aim of municipal entrepreneurialism, this thesis tries to understand better if the municipalities support and encourage social entrepreneurship in the city as a part of municipal entrepreneurship policies. Is it a new policy for reducing the risk has

taken by municipalities for economic growth in the city or a way to provide services to the public with less cost and effort?

Under the shed light of these questions, it is time to understand what social entrepreneurship is and how it can be a part of municipal entrepreneurialism policies.

2.2. The Framework of Social Entrepreneurship

Social entrepreneurship (SE) has been receiving growing attention since the early 1990s from scholars, politicians, practitioners, and the public. Since it has been discussed over the years by scholars from different academic backgrounds and cultures, it is acceptable that there is a lack of a unifying definition. However, it is acknowledged that social entrepreneurship will play an increasingly important role in future social and economic development. In the beginning, social entrepreneurship may sound like an oxymoron because these “social” and “entrepreneurship” are usually associated with the opposite contexts. However, how this concept works would be clearer when further definitions of social entrepreneurship and comparisons between commercial and social entrepreneurship were made.

Before discussing which aspects of social and commercial entrepreneurship are differentiated from each other, a brief introduction to the variety of social entrepreneurship definitions must be reviewed. As Aslan, Araza, & Bulut (2012) present in their article, early studies largely describe social entrepreneurship on non-profit principles with a social mission (Boschee, 1995; Campbell, 1997; Leadbeater, 1997; Dees, 1998). Those early contributions to the literature often focused on the different contexts, but they still tried to create a concept driven by social impact. In the 2000s, there was a distinct increase in the studies on social entrepreneurship, which led to the foundation of the *Journal of Social Entrepreneurship* in 2010 (Pierre, von Friedrichs, & Wincent, 2014). In all those years, many studies have tried to answer what SE does mean, who are the social entrepreneurs and what they do (Dees, 1998; Thompson, 2002; Sullivan Mort, Weerawardena, & Carnegie, 2003; Mair & Marti, 2006; Peredo & McLean, 2006; Martin & Osberg, 2007, Zahra, Gedajlovic, Neubaum, & Shulman, 2009).

However, all these studies emphasise that social purpose is central; therefore, in order to understand similarities and differences between social and commercial entrepreneurship, we can go through a broader definition. For Nicholls (2008, p.23):

“Social entrepreneurship is a set of innovative and effective activities that focus strategically on resolving social market failures and creating new opportunities to add social value systemically by using a range of resources and organisational formats to maximise social impact and bring about change” (cited in Bacq & Janssen, 2011).

Simply Austin, Stevenson, & Wei-Skillern (2006) summarise it as an innovative, social value creating activity, and they discuss that it can occur within or across the non-profit, business, or government sectors. For theoretical comparison, Austin, Stevenson, & Wei-Skillern (2006, pp. 2-3) offer four variables to distinguish the differences between social and commercial entrepreneurship: market failure, mission, resource mobilisation and performance measurement.

Market failure: Social and commercial entrepreneurship lead to different approaches to entrepreneurial opportunities. When market forces do not meet a social need, social entrepreneurship emerges to solve that social-market failure. In other words, what commercial entrepreneurship sees as a problem is an opportunity for social entrepreneurship.

Mission: It is the most differentiating criteria between social and commercial entrepreneurship. The mission of social entrepreneurship is to create social value for the public good, while commercial entrepreneurship's is gaining profit. Although both have a surplus and create value at the end of the day, their purposes and motivations are different.

Resource Mobilisation: They also differentiate about managing their human and finance resources. While commercial entrepreneurs use their profit to make investments for profit maximisation, it is out of the question for social enterprises. However, there are different views on surplus management for social

entrepreneurship. In general, it is accepted that social entrepreneurs should use the surplus for enhancing the effect of created social value.

Performance Measurement: Commercial entrepreneurship measures performance by financial indicators such as market share and customer satisfaction; however, measuring social change is more complicated for social enterprises. It is more about how many people are reached, what kind of impact touches upon their lives and what contributions social enterprise put in the process of solving problems.

Although they have distinct differences, Austin, Stevenson, & Wei-Skillern (2006, p.3) argue that the relationship between social and commercial entrepreneurship is not dichotomous but rather continuous. For example, every commercial entrepreneurship creates benefits for society, such as jobs and new services by economic activity, and every social entrepreneurship still needs to reflect economic activities for being sustainable.

Under the shed light of these studies, this thesis defines social entrepreneurship as the exploitation of opportunities in order to provide an innovative product or service to satisfy an unmet need that the public or private sector will not or cannot meet (Thompson, Alvy, & Lees, 2000), with prioritizing social benefit maximization rather than profit (Peredo & McLean, 2006; Stoffers, Gunawan, & Kleefstra, 2018). Since social entrepreneurs are accepted as agents of change trying to solve the unsolved problem, they must have financial sustainability to continue what they do (Mair & Marti, 2006; Zahra, Gedajlovic, Neubaum, & Shulman, 2009). Therefore, non-profit organisations that create social impacts are not considered social enterprises in this thesis because it is crucial not to forget that social enterprises are still a form of entrepreneurship.

After clarifying the SE definition used for this thesis, it is important to give more information about how SE is studied and discussed worldwide. As mentioned before, different perspectives have studied SE since the 1990s; therefore, the culture and meaning of creating social value are examined differently (Bacq & Janssen, 2011).

Two different traditions studied SE in the literature are American School and European School, but why?

According to Albert (1991), two different expressions of capitalism have developed in Europe and the US (cited in Austin, Stevenson, & Wei-Skillern, 2006), which led to different governmental concerns and social policies on the two sides. In the American model of capitalism, individual and financial success is central, so if a person is poor, they are lazy and irresponsible. However, in the European model, shared values of equality and collective consciousness see the poor person as not the one that should be blamed; they are just the victim. As a result, these two different forms of capitalism reflect upon the evolution of SE. For instance, the welfare state in Europe has taken action against social problems such as poverty and exclusion.

In contrast, social entrepreneurship plays the same role in the United States because poverty or exclusion is not the government's concern. In other words, SE in the United States can be considered a substitute for the welfare state. Nevertheless, there are two schools in the United States with different perspectives of SE: The Social Innovation School and The Social Enterprise School. The first one focuses on creating new and better ways to deal with social problems or meet social needs. On the other hand, the latter focuses on income generation in operating a social mission. However, the differences between The Social Innovation School and The Social Enterprises School should not be overstated (Hoogendoorn, Pennings, & Thurik, 2010). In Europe, the EMES defines social enterprises as organisations to create social benefits initiated by a group of citizens. The material interest of capital investors is subject to limits (Defourny & Nyssens, 2006 cited in Bacq & Janssen, 2011). In order to have a better understanding of how European and American traditions differentiated about studying social entrepreneurship, Table 1 summarises individual, process and organisational dimensions for three different schools.

Table 1 Summary of the literature review's outcomes

| Variables | Criteria | American Tradition | | European Tradition |
|--------------|---------------------------------------|---|--|---|
| | | The Social Innovation School | The Social Enterprise School | The EMES Network |
| Individual | 1. The entrepreneur | Central Figure | Secondary Role | Collective action: 'initiative launched by a group of citizens' |
| Process | 2. The mission | The mission is at the core of the social innovation process | The first objective of SE is to pursue social goals | 'Explicit aim to benefit the community' |
| | 3. Link mission-productive activities | Direct | No constraint: SE consist in the implementation by non profits of commercial Dynamics in order to fund their social activities | Direct: 'the nature of the economic activity must be linked to the social mission' |
| Organisation | 4. The Enterprise | Secondary importance: activity set up by a social entrepreneur | Central: stress on the risks associated with market income | Central: 'significant level of economic risk' |
| | 5. The Legal Form | No clear constraint: the choice regarding the legal form should rather be dictated by the nature of the social needs addressed and the amount of resources needed | Social enterprises are nonprofit organizations | Some constraints: new specific legal forms have been created to encourage and support social enterprises in some cases, use of traditional business legal forms |
| | 6. Profit Distribution | No Constraint | Profit non-distribution constraint | Limited: 'organizations that avoid a profit-maximizing behaviour' |

Source: Adapted from Bacq&Janssen (2011)

To conclude, what we see in Table 1, *the entrepreneur* is only central to the Social Innovation School. In this school of thought, the individual's characteristics and behaviour are significant for success. On the other hand, the Social Enterprise School gives individuals the secondary role while the EMES approach collective action is more important than the individual themselves. All three schools of thought acknowledge the social mission as a primary objective of SE. On the third criteria, The Social Innovation School and the EMES require a direct *link* between the social mission and the enterprise's product or service; however, the Social Enterprise School does not require a strong link. When we look at the organisation part, the social *enterprise* is critical for both the Social Enterprise School and the EMES when the Social Innovation School gives secondary importance after the entrepreneur themselves. The Social Innovation School put no limitation on *legal forms* when the EMES accepts only specific ones, and the Social Enterprise Schools considers only non-profits organisations. Last but not least, *profit distribution* is almost totally prohibited in the Social Enterprise School and partially in the EMES to prioritize the social mission. The Social Innovation School put no constraint (Bacq & Janssen, 2011).

2.3. The Legal Frameworks for Social Entrepreneurship

As the general framework of SE is discussed, it is time to understand how "social" and "entrepreneurship" words come together and work as a single concept in the competitive market. The answer for how efficiency and financial stability go with prioritising social purpose, especially when the market chooses not to meet the need that social enterprise tries to meet, lies in the legal frameworks specialised for social enterprises. Like there is no consensus on the single definition of SE, it is the same with social enterprises' legal forms. Each country forms their legislation with different incentives and restrictions within its constitutions. Therefore, it can be easily said that social enterprises can assume a variety of legal and organisational models in each country.

Abdou, Fahmy, Greenwald, & Nelson (2010) describe four main legal and organisational models of social enterprises: leveraged non-profits, enterprising non-

profits, hybrid enterprises, and social businesses. *Leveraged non-profits* are social enterprises that secured their sustainable partnerships and funding to differentiate from the traditional donor-dependent model but still do not have their own income-earning strategy. *Enterprising non-profits* are registered as non-profits because they have a strategy of earning a part of or all of their income and compensating a part of or all of their costs. Since they depend on funds and grants less than leveraged non-profits, they are able to afford greater creativity and innovation. *Hybrid enterprise* combines the aspects of both for-profit and non-profit legal forms. The Community Interest Company (CIC) in the United Kingdom or The Limited Liability Company (L3C) in the United States are examples of innovative legal forms for hybrid enterprises. *Social Business* is a social enterprise registered as a for-profit company. Different from profit-driven commercial enterprises, it explicitly aims for social objectives. The surplus is either reinvested in the business or distributed to stakeholders. According to Abdou, Fahmy, Greenwald, & Nelson (2010), these four categories can be placed in a spectrum where philanthropic organisations are at one end, and commercial enterprises are on the other hand. Therefore, it can be said that they are not dichotomous.

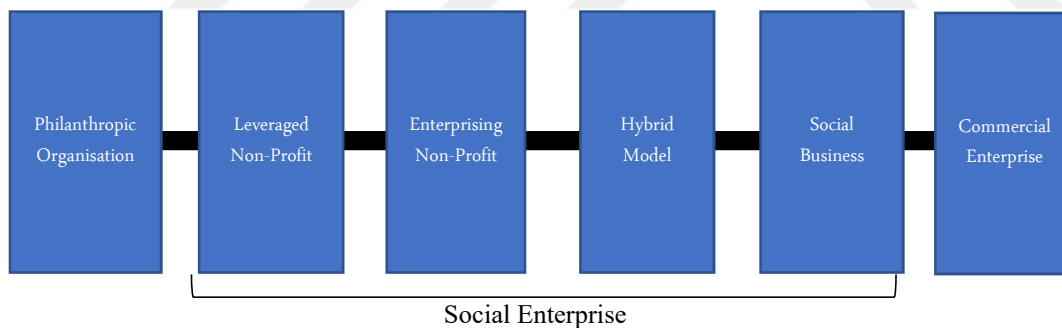


Figure 1 The spectrum of Social Enterprises according to legal forms (Abdou, Fahmy, Greenwald, & Nelson, 2010)

Abdou, Fahmy, Greenwald, & Nelson (2010) present these legal forms in their study of social entrepreneurship in the Middle East. They conducted their research with 78 social entrepreneurs globally recognized and operating in the region. 73 out of 78 social entrepreneurs are from Egypt, The West Bank and Gaza, Jordan, Lebanon, and Morocco. Therefore, these four legal forms are shaped by the unique environment in the region.

2.3.1. The Legal Frameworks for Social Enterprises in the United States and the United Kingdom

Social enterprises have not been established as a separate entity in most countries (included Turkey, as discussed later), but some steps are taken in this direction. As Tunar (2020) presents in her study, some countries have established a separate corporate structure for social enterprises. These countries are The United States, the United Kingdom, Austria, Belgium, Canada, Lithuania, and Greece. However, since this is a master thesis, only the legal legislations in the United States and the United Kingdom will be discussed as examples of American and European Tradition of SE.

In the case of the United States, there is no legal or governmental working definition of social enterprises; however, four legal forms have been created to enable those organisations. Although every legal form is not available in all federal states, choosing which state the social enterprise is found in is possible. These four legal forms are social purpose corporations (SPC), benefit corporations, low-profit limited liability companies (L3C), and benefit limited liability companies (BLLC) (Triponel & Agapitova, 2017).

Social purpose corporation was created in Florida in 2011. Some studies refer to it as flexible purpose corporation, but its name changed to SPC in 2015. It benefits from its corporate form's advantages, and the enterprise's social purpose is refined in its articles. They are asked to prepare an annual benefit report that explains how they deliver on their purpose. Directors consider their decisions according to impacts on the specific purpose written in their article. The SPCs are not exempt from tax (Tunar, 2020). *Benefit corporations* represent a form of for-profit business that is required to create general public benefit. It differentiates from the SPC by state legislations. Benefit corporations are created by a larger number of states, and the directors consider the impact of their decisions on stakeholders. A public report is required for measuring its social and environmental performance. *Low-profit limited liability companies (L3C)* have emerged as a new form of business entity in 2008 for closing the gap between for-profit and non-profit legal entities. It has been described as a hybrid form of business that is run as a for-profit company with a "charitable purpose"; therefore,

investor gain is permitted but cannot be a significant purpose (Artz, Gramlich, & Porter, 2012; Clement, Lang Jr., & Jatar, 2010). L3C features pass-through taxation, which means the entity itself is not taxed; instead, the tax liability is passed through to the individual owners of the L3C (Toson, 2018). In addition, L3C's are structured to receive funds from private foundations (Triponel & Agapitova, 2017) and obtain funds from banks and pension funds (Feldman, 2020 cited in Tunar, 2020). Lastly, *benefit limited liability companies (BLLC)* aim to create general public benefit, and they differentiate from traditional Limited Liability Companies (LLC) in regard to their purpose, accountability and transparency (Utah Department of Commerce, 2021). Although its accountability is stronger than traditional LLC's, it is not as strong as benefit corporations (Triponel & Agapitova, 2017).

Meanwhile, in the United Kingdom, a governmental social enterprise strategy was launched in 2002. The government has defined social enterprises as “a business with primarily social objectives whose surpluses are principally reinvested for that purpose in the business or in the company, rather than being driven by the need to maximise profit for shareholders and owners” (Department for Business Innovation & Skills, 2011, p. 2). Since there is no requirement that a social enterprise uses a specific legal form, commonly used legal forms are Community Interest Company (CIC), Industrial and Provident Society (IPS), and Limited Liability Partnership (LLP).

Community Interest Company (CIC) was introduced in the United Kingdom in 2005, and since that date, its popularity has been growing. It has a limited company structure with a secure “asset lock” and focuses on community benefit; therefore, it is subject to additional regulation to ensure community benefit. The members CIC liability is limited to the amount unpaid on shares or by guarantee but can pay limited dividends to private investors. The primary source of financing of CICs is usually their trading income; in this way, CICs can sustain sustainability. CICs are governed by company law, and they are eligible for the same tax reliefs available to other companies. They are subject to corporation tax and VAT. However, the government supports through the tax system. For instance, The Community Investment Tax Relief (CITR) gives tax benefits to investors who back businesses in less advantaged areas through Community Development Finance Institutions (CDFIs). CITR provides tax relief of 5% per annum

to investors who invest in an accredited CDFI. In addition, CCS can be invested by accredited CDFIs (Department for Business, Energy & Industrial Strategy, 2017). Lastly, the directors have an additional obligation to prepare an annual CIC report that shows CIC is still satisfying the Community Interest Test (which examines the motivation for what CIC do with its profit/surplus) (Department for Business, Energy & Industrial Strategy, 2016). *Industrial and Provident Society (IPS)* are cooperatives run and owned by their members but operate for the community benefit in addition to benefiting its members. It has two forms which are Cooperative Societies and Community Benefit Societies. Their difference is that while the first one serves members' interests by trading with them or supplying goods/services, the other benefit the community other than its members and applies asset lock (Inspire2Enterprise). Both forms have a separate legal identity from its members, and members' liability limited to the amount unpaid on shares. Although IPS are not as well recognised as CICs, it is a legal form good for promoting democratic ownership. It is governed by Financial Conduct Authority. Lastly, *Limited Liability Partnerships (LLP)* has a separate legal personality. It differentiates from the standard partnership; its members enjoy limited liability like CICs and IPSs. The partnership is transparent for tax purposes: non-corporate partners pay income tax on their share of profits while corporate partners pay corporation tax on the profits shared. Although this legal form is not designed initially for social enterprises, its flexibility is suitable for them, mainly where they search for partnerships with other organisations or investors. In other words, an LLP can be a social enterprise if it is decided that the profit will be dedicated to a social purpose rather than to share with members (Department for Business Innovation & Skills, 2011).

2.3.2. The Legal Frameworks for Social Enterprises in Turkey

The Republic of Turkey positions at the crossroads of Europe, Asia, and Africa. It is surrounded by the Mediterranean, Black Sea, and the Aegean Sea. It is at the intersection of the Balkans, Caucasus, Middle East, and Eastern Mediterranean. Turkey has a population of 84.3 million and a Gross Domestic Product (GDP) of 720.1 US\$ billion at the end of 2020, with a GDP per capita of approximately 8,635 US\$ (World Bank, 2021). Turkey has faced several economic crises in the last three decades, and together with the pandemic conditions, it has been experiencing another

economic crisis. Since it has a very fluctuating economy (currency and inflation rates have steep change day by day), sharing other economic indicators will be irrelevant at this point.

Therefore, before going into the legal framework in Turkey's detail, it is good to overview the evolution of creating social value in Turkish history to understand better how the social entrepreneurship concept comes today. From the Ottoman Empire to the Republic of Turkey, foundations (*vakıf*) have played an essential role in creating social value in education, health services, culture, and economy. Although it was different from the modern non-governmental organisation's understanding, they have been acting to impact the social problems; therefore, foundations can be accepted as a base for creating social value in Turkey. Then together with the development of other NGOs like cooperatives and associations, their impact on various social issues has expanded. Since there is no working legal definition for social enterprises, social enterprises adopt the same legal structure, which causes conceptual confusion between them and NGOs. To that end, the legal framework stands out as an important constraint for social entrepreneurship.

Before extending upon the legal framework discussion, it should be noted that Social Entrepreneurship Ecosystem in Turkey Baseline Report (2020) states that a holistic ecosystem approach is required for the development of social entrepreneurship. In this approach, not only the social entrepreneurs but also the effects of various actors on social entrepreneurship are involved. In this thesis, this approach gives the possibility to evaluate the effect of structures such as legal framework, municipality support, investment opportunities and challenges faced by social entrepreneurs.

According to the Social Entrepreneurship Ecosystem in Turkey Baseline Report (2020), the legal framework is considered the most serious problem all social entrepreneurs face. Since the law did not define social enterprise and social entrepreneurship, they established within dual structures: association/company (*dernek/şirket*), association/foundation (*dernek/vakıf*), association/economic enterprises (*dernek/iktisadi işletme*) (Özeren & Saatçioğlu, 2016). To have a general overview of the state of Turkey in this, we must look at The State of Social Enterprise

in Turkey Report published by the British Council in 2019. The data analysed in the report has been collected through one-to-one interviews, focus group meetings and online surveys, consultation meetings and roundtables between October 2018 and May 2019. This report points out that there are around 9000 social enterprises within the diverse range of sectors in Turkey, and most of them are located in major cities like İstanbul, Ankara and İzmir. Although a total of 804 surveys were distributed, the final sample of the report is 129. Elimination was based on three criteria which are core mission, revenue through trading, profit/surplus utilisation. Therefore, Figure 2 shows the legal status of social enterprises regarding 129 social entrepreneurs' answers.

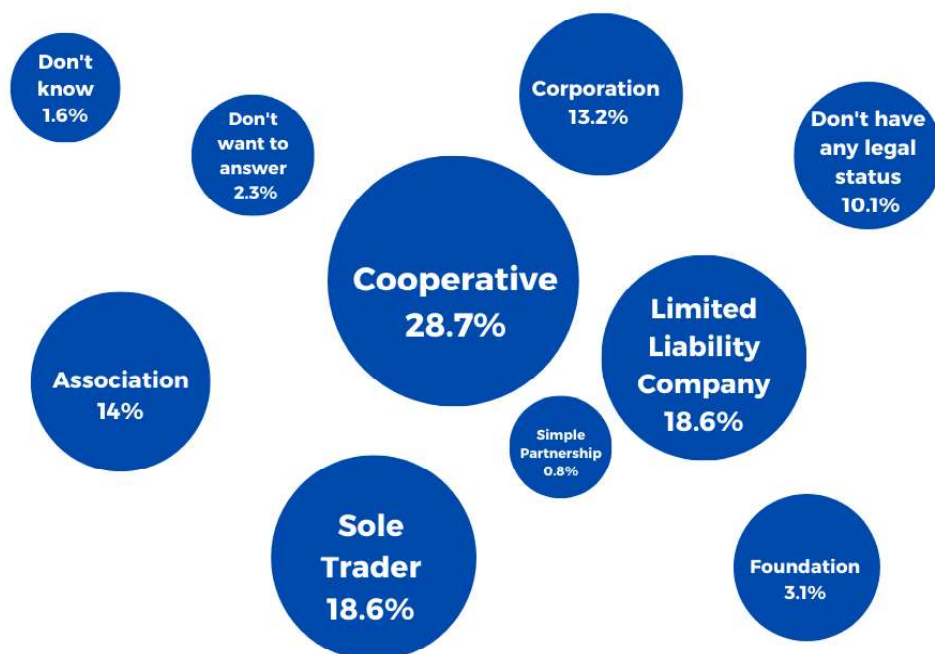


Figure 2 Social entrepreneurs' responses about the legal status of their enterprise (Turkey) (The State of Social Enterprise in Turkey Report, 2019)

As Figure 2 shows that the majority of the social enterprises (28.7%) are registered as cooperatives. The second highest chosen legal statuses are limited liability companies and sole traders (both 18.6%). While 14% have chosen to establish associations, only 3.1% have chosen to be a foundation. A total of 10.1% of social enterprises do not have a formal status. In addition, The State of Social Enterprise in Turkey Report

points out that 9.3% of social entrepreneurs have chosen a hybrid model, a dual structure. So why are the choices of the legal form so scattered? To have a better understanding of this, Table 2 reviews the general framework of the legal forms used by social entrepreneurs in Turkey below.

Table 2. Basic information on legal forms used by social enterprises in Turkey

| Legal Form | Description | Tax-Related Issues |
|--------------------|---|---|
| Sole Trader | <p>A business run by a sole trader does not constitute a separate legal entity. It is not distinct from the owner.</p> <p>Suitable only for small single-owner businesses that do not carry high risks.</p> | <p>The sole trader will be taxable regarding the business income according to Income Tax Code (Law No. 193). The applicable rates in the taxable year 2021 are as follows:</p> <ul style="list-style-type: none"> • From 1 to 18.000 (32.000) TL Rate: 15% • From 18.001 (32.001) to 40.000 (70.000) TL Rate: 20% • From 40.001 (70.001) to 98.000 (170.000) TL Rate: 27% • From 98.001 (170.001) to 500.000 (880.000) TL Rate: 35% • From 500.001 (880.001) TL to above Rate: 40% <p>In the taxable year 2022, the amount to be applied is written in bold in parentheses (The Official Gazette, 21 December 2021, No.31696).</p> |
| Simple Partnership | <p>It is defined as an agreement that two or more persons undertake joint efforts to reach a common goal and share profit among themselves.</p> <p>It does not have a legal personality. Contractual joint ventures and consortiums are organised as simple partnerships.</p> | <p>As it does not have a legal personality, taxation will be realised based on the partners' legal status.</p> <p>If the partners are natural persons, the income derived from the partnership activities will be taxed based on the Income Tax Code over the above-stated amounts. If the</p> |

Table 2. (Continued)

| | | |
|--|--|---|
| | Partners are jointly and severally liable for the debts arising from operations and transactions of the partnership. And their liability is unlimited. | partners have legal personality (e.g. Limited Liability), taxation will be realised based on the Corporate Tax Code (Law No. 5520). The flat tax rate is 22% for 2018, 2019, 2020, 25% for 2021 and %23 for 2022 (The Official Gazette, 25 May 2021, No.31491). |
| General Partnership - Collective Company | Partners are liable for the company's debts if the company fails to make the required payment. This secondary liability is, however, unlimited. Only natural persons can be partners. | Although the collective companies have a legal personality, they are not taxed according to the Corporate Tax Code. Instead the partners will be taxed with respect to their legal status. As the partners of a collective company can be only natural persons, taxation will be realised according to the provisions of the Income Tax Code. |
| Partnership Limited by Shares - Commandite Company | Some partners (active partners which only natural persons are allowed to act as) are liable for the company's debts if the company fails to make the required payment. And their liability is unlimited. However, certain partners' liability is limited to their capital contribution. Both natural persons and legal entities are allowed to create commandite companies. | Commandite companies are taxable according to the provisions of the Corporate Tax Code. The flat tax rate is 22 % for 2019 and 2020, 25% for 2021 and %23 for 2022 . Under the Corporate Tax Code, provisions are stating that tax reductions and exemptions are allowed under some circumstances. |
| Limited Liability Company (LLC) | The incorporation of an LLC is not subject to the approval of any administrative body. Registration to the relevant trade registry is sufficient. It can be established by a single shareholder. A minimum capital of 10.000 TL is required. | Limited liability companies are taxable according to the provisions of the Corporate Tax Code. The flat tax rate is 22 % for 2019 and 2020, 25% for 2021 and %23 for 2022 . Under the Corporate Tax Code, provisions are stating that tax reductions and exemptions are |

Table 2. (Continued)

| | | |
|----------------------------------|---|---|
| | <p>Shareholders are liable for the company’s unpaid public debts if the company fails to make the required payment. If the articles of association do not provide for any ancillary obligations, the shareholders’ liability are limited to their capital contribution.</p> <p>It is the most common type of companies established in Turkey.</p> | <p>allowed under some circumstances.</p> |
| <p>Joint-Stock Company (JSC)</p> | <p>JSCs can be established either as a public company or a private company. It can be established by a single shareholder. A minimum capital of 50.000 TL is required.</p> <p>Only JSCs can operate in certain regulated industries like banking and TV broadcasting. Shareholders’ liability is limited to their capital contribution to the company. They are not liable for unpaid public debts of the company if they are not on the board of directors.</p> | <p>Joint-stock companies are taxable according to the provisions of the Corporate Tax Code. The flat tax rate is 22 % for 2019 and 2020, 25% for 2021 and %23 for 2022.</p> <p>Under the Corporate Tax Code, provisions are stating that tax reductions and exemptions are allowed under some circumstances.</p> |
| <p>Cooperative</p> | <p>It is an entity with a legal personality established to maintain certain economic interests of its members, especially regarding their professional life and living conditions through mutual aid, solidarity and guarantee through their labour and monetary contributions.</p> <p>A cooperative is established under an article of association which is signed by at least seven members before the authorised personnel at the trade</p> | <p>Cooperatives are taxable according to the provisions of the Corporate Tax Code. The flat tax rate is 22 % for 2019 and 2020, 25% for 2021 and %23 for 2022.</p> <p>Under the Corporate Tax Code, provisions are stating that tax reductions and exemptions are allowed under some circumstances.</p> |

Table 2. (Continued)

| | | |
|--------------|--|--|
| | <p>registry office. In establishing, the capital of the cooperative may not be limited to a certain amount. The value of a single membership share is set under the law and is 100 TL.</p> | |
| Associations | <p>Associations are entities with a legal personality formed by at least seven (real or legal) persons. Members of associations join their know-how and work towards a specific and common purpose other than profit sharing. Associations may operate commercial enterprises. However, profits gained through such activity must be used for the association's purpose. It cannot be shared among members.</p> <p>Associations operating commercial enterprises are subject to the rules governing merchants. However, this does not apply to public benefits associations. Associations with a socially beneficial purpose, engaging in socially beneficial activities over a year may apply to acquire a special status as a "public benefit association" (Law no. 5253 art. 27). This status is granted by a presidential decision upon application and gives the associations privileges with regard to tax law and charity collections. Forming an association is relatively simple.</p> | <p>Associations are not subject to taxation. However, if they operate a commercial enterprise, they will be taxed according to the provisions of the Corporate Tax Code. Additionally, even if they do not have formal commercial enterprise but do commercial activities, they are deemed commercial enterprise and taxed according to the Corporate Tax Code. The flat tax rate is 22 % for 2019 and 2020, 25% for 2021 and %23 for 2022.</p> <p>Additionally, public benefits associations are exempted from value-added tax, inheritance and transfer tax, real estate tax, stamp tax, and fees under tax legislation. The income of the public benefits associations derived from operating a rehabilitation centre is exempted from corporate tax during five taxable periods.</p> <p>Under certain conditions, charities to public benefits associations are deductible. The allowable charity amount, for which a receipt must be obtained, may not exceed 5% of the donor's taxable income in the relevant taxable period.</p> |

Table 2. (Continued)

| | | |
|--------------------|--|---|
| <p>Foundations</p> | <p>Foundations are entities with a legal personality, consisting of a collection of funds and rights endowed for a specific and continuous purpose. A foundation may be formed by one or more (natural or legal) persons. The intention to form a foundation shall be expressed by either a formal document drafted by a public notary or a will.</p> <p>Supervision of foundations is carried out by the General Directorate of Foundations.</p> <p>Foundations, the purpose of which is to engage in activities related to certain fields such as health, social aid, education, scientific research and development, protection of cultural and environmental protection, are granted tax privileges.</p> | <p>Foundations are not subject to taxation. However, if they operate a commercial enterprise, they will be taxed according to the provisions of the Corporate Tax Code. Additionally, even if they do not have formal commercial enterprise, but they do commercial activities, they are deemed as a commercial enterprise and taxed according to the Corporate Tax Code. The flat tax rate is 22 % for 2019 and 2020, 25% for 2021 and %23 for 2022.</p> <p>Under the Corporate Tax Code, provisions are stating that tax reductions and exemptions are allowed under some circumstances. Under certain conditions, charities to tax-exempt foundations are deductible. The allowable charity amount, for which a receipt must be obtained, may not exceed 5% of the donor's taxable income in the relevant taxable period.</p> |
|--------------------|--|---|

Source: Adapted from The State of Social Enterprise in Turkey Report, 2019

As can be understood from Table 2, all legal forms available for social enterprises have their advantages and disadvantages. Although some policy efforts are ongoing by Vehbi Koç Foundation, Ankara Development Agency, İstanbul Chamber of Commerce and other social entrepreneurship pioneers like Açık Açık and Prosumer Economy Society (Turkey Social Entrepreneurship Network, 2020), there is still no related policies has developed on the agenda.

In a nutshell, legal problems that social entrepreneurship encountered regarding their organisational structure are considered their leading problem. In Social Entrepreneurship Ecosystem in Turkey Baseline Report (2020), more than three-four of the study participants expressed that legal and bureaucratic procedures are not

understandable and accessible. In addition, the current legal framework grants tax exemptions only to certain legal forms and potentially creates perverse incentives by tax-related issues for social enterprises. Social entrepreneurs assert that lack of legal entity defined specifically for them makes a barrier to growth because these constraints make them access to the support and funds harder because many organisations allow only legal entities' applications (Türkiye Sosyal Girişimcilik Ağı, 2020; Türker, Özerim, & Yıldız, 2014). According to data, The State of Social Enterprise in Turkey Report (2019, p.65) shows that most social entrepreneurs feel there should be certain tax reductions for social enterprises.

In that regard, this chapter discussed the transition from urban entrepreneurialism to municipal entrepreneurialism. Since this thesis proposes that İzmir Metropolitan Municipality can use social entrepreneurialism as a local development tool in the transition to municipal entrepreneurialism, the general and legal framework of social entrepreneurialism was explained with the comparison of the United States, the United Kingdom and Turkey in detail. By doing so, it has been attempted to create a baseline for the next chapter to understand better how local development policies changed through urbanisation and urban change, and also how social entrepreneurship is needed for this transition. Therefore, the next chapter has been dedicated to the analysis of the policies and implementations of İzmir metropolitan Municipality Mayors from the 1970s to this day, and tried to convey the municipality's effort of integrating new institutions and implementations related to the social entrepreneurship ecosystem.

CHAPTER 3

CASE OF İZMİR METROPOLITAN MUNICIPALITY

This chapter consists of two parts. The first part indicates the background for İzmir Metropolitan Municipality in historical context with respect to its previous mayors and the political context in the country. This part starts with the İhsan Alyanak Period (1973-1980) and ends with Burhan Özfatura's second period (1995-1999). In the meantime, the local development policies of the mayors and the municipality's economic initiatives in İzmir are briefly discussed.

The second part of this chapter is focused on the last three mayors' periods from 1999 to 2021. Firstly, Ahmet Piriştina Period is introduced to understand the changing understanding of municipalism. In this study, this period is evaluated as the root of the transition. Then Aziz Kocaoğlu Period is discussed as a transition period of local development policies that focus primarily on rural areas. Since Aziz Kocaoğlu served three terms as Mayor of the İzmir Metropolitan Municipality, it can be seen that he has followed the footsteps of his predecessor's point of view. This second part of the chapter is finalised with Tunç Soyer Period, which has policies to develop the city's entrepreneurship ecosystem.

3.1. History of Municipalism in İzmir After the 1970s

The public administration model, which preserved its validity in Western European countries until the 1970s within the welfare state understanding, has transformed into a new model with reforms from the 1980s. In this process, "decentralisation", which emerged in different forms such as privatisation, a delegation of authority and width of authority, has been a development that increased the responsibilities and importance of local governments (Es, 2007). In Turkey, social-democratic municipalities in the second half of the 1970s started to build mass housing projects, metro projects, bread

factories, regulation sales companies, etc. However, these initiatives were severely interrupted by the 12 September 1980 coup. Since the 1980s, neoliberal policies began to be applied in Turkey; Metropolitan Municipality Law No. 3030 entered into force in 1984. This law put into practice the two-stage municipality concept in Turkey. It made a significant change by increasing municipalities' authority and autonomy by allowing metropolitan municipalities to receive a share of 3 to 6% from the general budget tax revenues. However, this rate was fixed to 5% with the Council of Ministers' decision in 1985. Increasing the resources and powers of municipalities were the result of the social municipalism discussions and experience of the problematic growth processes of cities.

Moreover, during these periods, regardless of the political party of the mayors, all made an effort for solving the infrastructural problems of İzmir, besides founding municipal corporates to develop economic activities of the municipality. As strong evidence of making an effort for transition to municipal entrepreneurialism, some mayors even went against their head of the political party to maintain those economic initiatives. Since between the early 1970s and late 1990s can be defined as a beginning period that effort had been made to transition to municipal entrepreneurialism, how the conditions in those years in country were experienced in İzmir is explained below over the mayors.

İhsan Alyanak (1973-1977, 1977-1980 (CHP)) was elected mayor in the 1973 local elections with The Republican People's Party (CHP) and followed the principle of continuity in the municipal works. In his first period, many projects that had been started to be implemented during the previous mayor's term were developed and continued. However, as Bayraktar (2007) states, the presence of different political parties in the central government and local government resulted in the central government's restriction of the financial autonomy of the municipalities. The most critical problems in İhsan Alyanak Period were lack of accessible water, increase in squatter houses and infrastructure needs, traffic and the high prices of consumer goods (Serçe, 2018). To solve these problems, İhsan Alyanak accelerated the works of DSI (The State Hydraulic Works) and increased the number of water wells in the city, but the water problem could not be fully resolved. In order to solve the traffic problem,

the number of buses was increased, the main transportation work was carried out, and parking lots were built at different points of the city. Social Housing Directorate was established to solve the increasing population and housing problem, and social housing projects were carried out in different city neighbourhoods. The most important step of the İhsan Alyanak period was the establishment of the Regulation Sales Directorate (*Tanzim Satışları Müdürlüğü, TAN-SA*) (1978 İzmir Belediyesi Çalışmaları, p.267; Koç & Koç, 1999). This directorate aimed to sell the basic consumer goods directly from the producer to the consumer. With the coup of 12 September 1980, İhsan Alyanak was dismissed, and Cahit Günay, the director of ESHOT, was appointed instead. In this period, *tanzim* sales were increased, the surrounding municipalities and villages were connected to İzmir with the metropolitan city implementation that started in 1981. 80% of the work on the İzmir Great Drinking Water Project was completed, the construction of Konak Ferry Pier started, the zoning regulation was issued (Serçe, 2018). After Cahit Günay's resignation in 1983, Ceyhan Demir was appointed. In 1984, with the Decree Law No. 195, it was decided to establish metropolitan municipalities in İzmir and central district municipalities in districts within the boundaries of big cities. Law No. 3030 on the Management of Metropolitan Municipalities was adopted in the same year, and job descriptions were determined. Lastly, in the 1984 local elections, Burhan Özfatura was elected mayor.

Burhan Özfatura (1984-1989 (ANAP)): He was elected mayor from Motherland Party (ANAP) in the 1984 local elections. In the same year, Law No. 2981 on Zoning Amnesty was enacted; therefore, squatter housings were legalized countrywide. Since this law enabled squatter owners to provide housing for themselves and their children by transferring their rights to property developers (*yapsatçı*), squatters benefited from zoning rents. Özfatura quickly implemented Zoning Amnesty No. 2981, and of the 255000 applicants, 155974 belong to the squatter owners. According to Uyanık (2018), İzBB acted fastest among municipalities and made İzmir the first city that was planned and legalized the squatter housing areas (p.52). In 1985, Zoning Law No. 3194 was enacted, and Özfatura had 1/25000 scaled Zoning Plan Revision prepared within the scope of this law. Thus, mass housing areas were opened for fixed and low-income people, and Özfatura enabled the municipality to implement the Mass Housing Law No. 2985 through cooperatives and around 20.000 houses built with Evka 1, 2, 3 and

Ege-Kent projects. At that time, it was thought that urbanisation and housing shortages could be solved by mass housing provision (Tekeli, 2018). Since he entered the 1984 election with the slogan "A Clean Sea-Green City", importance was given to the Grand Canal Project, which started in the period of İhsan Alyanak. This project aimed to save İzmir Gulf from pollution by treating domestic and industrial wastewater before discharging. Other areas focused on during 1984-1989 term were the signalling system, the construction of crossroads and multi-storey car parks, the transportation master plan, the arrangement of garbage dumps, the placement of glass boxes, and the implementation of the infected hospital waste control regulation (Serçe, 2018).

The most important development in this period was Burhan Özfatura's implementation of ANAP's understanding of the municipality in İzmir. During this period, the municipality established many joint-stock companies with foreign partners. Arab and İzmir Municipality Tourism Trade Joint-Stock Company (ARİZKO), İZBETON, TANSAS, İzmir Zoning Limited Company, İzmir Metropolitan Municipality Ege Urban Planning Technological Cooperation Centre Inc., İzmir International Hotel Inc. (Hilton), Düksaş Tüktil Döküm Sanayii Joint-Stock Company, İzmir Technopark Joint-Stock Company (İTAŞ) had established to increase the planning and project designing capacity of the municipality and tourism capacity in the city (Uyanık, 2018). As mentioned in Alyanak Period, *Tanzim Satış Mağazaları (TANSA)* was established to provide meat, food, and coal to low-income citizens. In Özfatura's period, although the head of ANAP declared his desire to make *tanzim* sales stop, Özfatura transformed it into a joint-stock company called TANSAS. By 1989, it was turned into a chain store by increasing the number of stores from 28 to 65 and played a role in regulating prices (Koç & Koç, 1999). However, in 1989, with the decreasing public support for ANAP, Yüksel Çakmur was elected as the mayor instead of Burhan Özfatura in the local elections.

Yüksel Çakmur (1989-1994 (SHP)): As Social Democratic Populist Party (SHP) candidate, Yüksel Çakmur was elected mayor with 54% of the votes. During his election campaign, he promised to create a city worth living, eliminate the infrastructure deficiencies, and give their homes to the squatter owners (Uyanık, 2018). In this period, the central and local governments were in the hands of different

parties; therefore, the biggest problem of İzmir Metropolitan Municipality was the lack of money. In order to solve this situation, the municipality under the administration of Çakmur went to the way of incorporation. First of all, İZFAŞ was established due to the replacement of international fairs by specialised fairs. Special attention was paid to TANSAS since it had reached 2 million customers. Çakmur appointed Ahmet Piriştina, later elected mayor in the 1999 election, to TANSAS management. In that period, TANSAS Integrated Facilities were established, and TANSAS increased the number of stores to 80 in 1991 while also commissioning a bakery capable of producing 40,000 bread a day. It started to sell gasoline and diesel at lower prices in its store in Narlıdere and opened stores outside İzmir after 1993 (Tekeli, 2018).

As Çakmur promised in his election campaign, the municipality started İZKENT mass housing project to deliver houses to squatter owners. To solve the traffic problem, İZULAŞ was established, and it purchased 800 busses with ESHOT. Furthermore, pedestrianization works on inner-city streets, and the implementation of a computerized signalling system were also carried out together with the start of metro construction. While Çakmur continued environmental projects that had started on Özfatura term, he also wanted to continue on a shopping mall project in Konak Square that received harsh criticism in Özfatura's term. Together with the reaction of the public to the projects on Konak Square, such as shopping mall construction and filling concrete to the coast for road, Çakmur lost the 1994 elections against Burhan Özfatura (Uyanık, 2018; Tekeli, 2018)

Burhan Özfatura (1994-1999 (DYP)): He entered the 1999 local elections as the candidate of the True Path Party (DYP). Özfatura, who was elected as the mayor of İzmir Metropolitan Municipality for the second time, continued the projects that he had started but could not complete in his first term, such as the construction of mass housing (Evka 4,5,6,7), Grand Canal Project, rail system and zoning plan studies.

One of the most remarkable developments in this period was about TANSAS. In 1996, TANSAS had become the second-biggest supermarket chain with a total of 91 stores and shopping centres which of 78 in İzmir and 13 located outside İzmir (Koç & Koç, 1999). At the same year, 32.98% of İzmir Metropolitan Municipality shares in

TANSAŞ were opened to the public, and this resource was used to advance the Grand Canal Project. In 1999 İzmir Metropolitan Municipality transferred all of its remaining shares to Doğu Group and completely distanced itself from TANSAŞ (Tekeli, 2018). According to Koç&Koç (1999), this was “the end of the first municipally owned supermarket chain in Turkey” (p.120).

The projects that Özfatura tried to implement in Konak and Kordon have received the most reaction from the public and the professional chambers. Starting to construct a highway that prevents the sea view from Konak Square without having necessary approvals from Conservation Boards caused intense tension in the city (Uyanık, 2018; Tekeli, 2018). Although the Conservation Board’s decision numbered 7089 in 1998 declares the construction area includes historical sites and demanded to end the concrete filling to the sea, under the administration of Burhan Özfatura, the municipality continued the construction process. This dictated implementation undoubtedly played an important role in Burhan Özfatura losing the 1999 local elections against Ahmet Piriştina.

3.2. Ahmet Piriştina Period (1999-2004)

Ahmet Piriştina, who was a candidate from Democratic Left Party (DSP) in the 1999 local elections, was elected as the İzmir Metropolitan Municipality Mayor. He conducted the election campaign with a “common mind” theme, and he frequently used the concepts of “running the city together with NGOs, equality, justice, democracy, direct participation, local participation” throughout the campaign (Yayman Özsüphandağ, 2007). In the first days of his appointment, he stated that his biggest project would be “the renewal of understanding”. This was the signal that a different understanding of municipalism would develop in İzmir.

Ahmet Piriştina stated his goals in his election campaign as protecting and evaluating İzmir’s identity, making İzmir a cultural capital attracting foreign investments with its quality city services. He had proposed the establishment of institutions such as the Great İzmir Metropolitan Foundation (*Büyük İzmir Metropoliten Vakfı*), municipal district centres (*belediye semt merkezleri*) and the Service Foundation (*Hizmet Vakfı*) in order to realize the promise of establishing a participatory government.

Furthermore, the new projects Piriştina had proposed to İzmir are new exhibition areas in İnciraltı, halls for performing arts, meeting halls, a cultural centre which includes museums and galleries, increasing the share of the rail system in public transportation, development of maritime transport, pedestrian ways, increasing the mass housing supply through cooperative unions, making İzmir one of the leading cities of the Mediterranean in tourism, completion of the Grand Canal Project, increasing the efficiency of the Aegean Municipalities Union, making İzmir a green city etc. can be listed (Tekeli, Aziz Kocaoğlu Belediyeciliğinin Birinci Dönemi (2004-2009), 2018). Along with the new projects, it can easily be said that Piriştina followed a strategy to remove public tension around the projects that previous mayors had tried to realize by dictating. As a part of this strategy, the arrangement of Konak Area, which was strongly opposed by the public and professional chambers but continued by Burhan Özfatura, was replanned by taking the public's wishes into account. Therefore, Konak Square has maintained its symbolic value to a certain extent by being freed from vehicles and arranged as a pedestrian space. Another tension point was Özfatura's project of constructing a highway by filling concrete to the coast. Since it was stopped by the lawsuit filed by the İzmir branch of the Chamber of Architects, Piriştina started a project in accordance with the conservation development plan that consisted of green space, promenades, bicycle and jogging paths, and a double-lane road. Between the years 1999 and 2003, 3 million 500 thousand m² of green space was arranged under the administration of Piriştina, and the amount of green space per capita exceeded 7 m². In that period, over 860 thousand saplings were planted (1999-2003 İzmir Değişiyor, 2003).

Ahmet Piriştina attached great importance to planned development in the city. He gave priority to the İzmir New Master Zoning Plan, İzmir Port Area Master Zoning Plan, and İzmir New Zoning Regulation. With these plans, it was aimed to turn Alsancak-Turan region into a tourism and trade zone of the city, to shape the "New City Centre", and to set certain standards for the new buildings to be built. Moreover, he made an effort to accelerate the construction of The Grand Canal Project, which was carried out to prevent domestic and industrial waste flow to the Gulf. In order to reach that aim, 40 kilometres of trunk sewers and 527 kilometres of sewer network were laid, and wastewater treatment plants were built. Simultaneously, the demolition of Ragıp

Paşa Dalyan and the rehabilitation of Meles Delta were carried out. With the completion of the project, it had been determined that the seawater measurements carried out in İzmir Gulf have become compliant with the European Union Bathing Water Regulation (1999-2003 İzmir Değişiyor, 2003), and the life in the Gulf started to become active.



Figure 3 Grand Canal Project- From Çiğli to Güzelbahçe (1999-2002 İzmir Değişiyor, 2002; 1999-2003 İzmir Değişiyor, 2003)

During Piriştina period, the opinions and reports of the academicians were given importance, and the municipality worked with universities on many projects. Some of these were about the prevention of floods, preparing earthquake scenarios, and protecting water resources. In order to solve the increasing traffic problems, the standard of urban transportation had been raised, alternative modes of transportation other than cars had become widespread, and an integrated system of buses, ferries, and the metro had been ensured to facilitate urban access. As of 2002, İzmir Metropolitan Municipality took over the operation of the ferries and piers in the Gulf and increased the number of ferries. Thus, the number of daily passengers increased from 5000 to 50000, and as in cars transported with ferryboats from 4000 to 45000. While the metro

was put into use in 2000, the Cumaovası-Aliğa metro route, which was opened later in the Aziz Kocaođlu period, was planned. With the transportation regulations, a 50% decrease was achieved in the traffic accident ending in death in İzmir. Mimar Kemalettin Street was closed to traffic and reorganized as suitable for events (Figure 4).





Figure 4 Mimar Kemalettin Street Before and After the Arrangement (1999-2002 İzmir Değişiyor, 2002, pp. 130-131)

For the first time in Turkey, Bulletin and Advertisement Regulation was prepared to prevent visual pollution and combine urban space with urban aesthetics. Billboards,

pedestal boards and roof advertisements in the city had brought into compliance with the regulation. Buildings and streets, which were historical-cultural heritage, were repaired and renovated. The use of monuments and sculptures were often preferred in landscape designs. Since Piriştina had given great importance to urban culture, urban history and urban consciousness concepts, activities and arrangements that will create awareness of being from İzmir had been carried out. İzmir City Books and urban culture exhibitions, IKEMA (İzmir City Archive and Museum, later called APIKAM), open-air film screenings, symposiums and colloquiums were held. In addition, İzmir Art, İnciraltı Open Air Theatre, Ekrem Akurgal Archeology Museum and Ahmed Adnan Saygun Cultural Centre were some of the spatial cultural projects in his period. Lastly, during the Piriştina Period, İzBB developed projects to support individual and team sports. In order to increase the opportunities of amateur sports clubs, Metropolitan Municipality built sports halls and transferred them to district municipalities and provided equipment support. Open-air sports fields, bicycle, jogging and pedestrian paths had been included in recreation projects in every part of the city. Together with the cleaning of the Gulf, sea sports were hosted and supported. Since İzmir was being prepared to host UNIVERSIADE 2005, an “Olympic Village” was built to host the athletes and new sports facilities (Tekeli, 2018).

As it is seen from the policies and the projects implemented in this period, Ahmet Piriştina can be accepted as the mayor who started to systemise municipal entrepreneurialism activities. In this period, while the long run projects were completed, and the municipal corporates were also supported to expertise in their specific working fields. On the other hand, urban entrepreneurialism practices were not abandoned. As mentioned above, hosting mega-events like UNIVERSIADE 2005, and planning the city’s tourism zones as a new city centre were still in the focus of the municipality to attract investors to the city.

In March 2004 local elections, he was a candidate from CHP and elected as the İzmir Metropolitan Municipality Mayor for the second time. He had stated that in his second term, he would transform İzmir into a city where people will be happier living here and adopt a more democratic and more participatory management approach. He had proposed increasing green and open spaces, supporting educational and cultural areas,

constructing congress centres, strengthening public transportation, prioritizing urban renewal projects and using clean energy. However, his death due to a heart attack in June 2004 significantly impacted the city. Piriştina's dream for İzmir was to turn it into a "city of fairs and congresses" (Serçe, 2018).

3.3. Aziz Kocaoğlu Period (2004-2019)

Following the death of Ahmet Piriştina, who was re-elected mayor for 2004 - 2009, Aziz Kocaoğlu, who was Bornova mayor at that time, was elected as mayor by the İzmir Metropolitan Municipality Council under the 93rd article of the Law No. 1580. Since Piriştina had presented a program in his election campaign and was re-elected by increasing his votes, Kocaoğlu would not implement a new program in his first term. Under these conditions, he tried to complete unfinished projects that were started in Ahmet Piriştina Period. He focused on the metro, high-speed train, infrastructure works, the relocation of the fair and the zoo (Uyanık & Serçe, 2018), determination of the first Strategic Plan of İzmir, the realisation of UNIVERSIADE 2005, the candidacy of EXPO 2015, the urban transformation, increasing green space and recreation areas in the city. The first Strategic Plan, which was a promise had made by Piriştina in his election campaign, was realised in this term. Therefore, the investment priorities of İzBB, financial improvement and fiscal discipline were established during the Kocaoğlu period.

İzBB's 2006-2017 Strategic Plan has developed over 13 basic topics which are 1) Management, 2) Environmental Protection and Environmental Health, 3) Reconstruction-Urban Protection and Design, 4) Urban Infrastructure, 5) Transportation, 6) Health, 7) Culture, Sports, Education and Social Services, 8) Tourism, Fair Organization and Foreign Relations, 9) Fire Brigade and Disaster Management, 10) Information and Communication Technologies, 11) Green Space, Recreation Areas and Parks, 12) Energy, 13) Budget and Procurement (Tekeli, 2018).

Furthermore, Law No. 5216 had came into force in 2004, and the jurisdiction of İzmir Metropolitan Municipality become to cover 21 districts and 166 villages other than urban areas. With this development, producers in the rural area became the most important group for development from the local (*yerelden kalkınma*). İzmir

Metropolitan Municipality has supported the rural cooperatives and bought the products from them. By following this policy, it was encouraged that small scale producers be part of a cooperative (Tekeli, 2018). For instance, in 2007, the municipality started to buy the saplings and flowers that were used for landscape works from the cooperatives, especially Bayındır and Ödemiş. Besides, it started to buy daffodils and hyacinth bulbs, which are native to İzmir, from producers from Karaburun and used them in the open areas of the city. In the same year, İzmir Metropolitan Municipality has started to purchase milk – which they distribute in the schools- from the milk producers in Tire and its vicinity, which were in the economic crisis. With the milk started to be bought from Tire Cooperative, the Cooperative started to develop by overcoming the crisis since regular purchases made a significant contribution. So, Tire’s milk production has also increased significantly and has become an important sector in the region again. Moreover, İzmir Metropolitan Municipality put into practice the proposal of the “Water Basin Protection Regulation”, “Controlled organic agriculture in the basins” to support agricultural activity (Tekeli, 2018).



Figure 5 Tropical Centre in Sasalı Wildlife Park (İzmir Wildlife Park Introductory Booklet)

In this term, İzBB continued to work on the maintenance of existing parks and the acquisition of new large recreation areas (such as Homeros Valley, İnciraltı Urban Forest, Sasalı Natural Life Park, and Aşık Veysel Recreation Area). In addition, to maintain the Gulf as clean, studies on the creeks were emphasized in this period. The project of converting solid wastes into fertilizers, which started in the Piriştina period, continued in this period as well, and solid wastes were approached in terms of reducing, recycling, and reusing.

During this period, new cultural areas continued to be brought to İzmir. First of all, the Ahmed Adnan Saygun Culture Centre (later called Ahmed Adnan Saygun Art Centre) project planned during the Piriştina period was redesigned, and the opening was held in 2008. Along with this, local cultural centres were built in different city districts. However, the most important implementation was the restoration of the Historical Coal Gas Factory (*Tarihi Havagazı Fabrikası*) and its conversion into a cultural centre.



Figure 6 Historical Coal Gas Factory was re-functionalised as a cultural centre (İzmir Metropolitan Municipality Archives)

The surroundings of Agora and Kadifekale, where excavations were supported during the Piriştina period, maintained their importance in this period as well. “Archaeology and History Park” project was developed; therefore, expropriations began in the area. İzBB supported the excavations of the Ministry of Culture in İzmir. Smyrna, Yeşilova Mound, and Foça excavations were among these. The name of IKEMA was changed to Ahmet Piriştina City Archive and Museum (APİKAM) to honour late mayor Ahmet Piriştina. For unemployed women and youth, Vocational Training and Skills courses (İZMEB) were opened in disadvantaged regions. Besides, Sister-Brother-Sibling Project (*Abla Ağabey Kardeş Projesi*), where university student volunteers come together with primary school students with limited urban and social opportunities, launched. This project aimed to reduce the inequalities and support the social lives of primary school students.

As seen from the policies and the projects implemented in 2004-2009, Aziz Kocaoğlu followed Ahmet Piriştina’s steps and continued the systemise the efforts in the transition of municipal entrepreneurialism. Also, in this term, Kocaoğlu supported cooperatives as a part of development from the local policies by purchasing goods from them. In addition, Kocaoğlu made an effort to add new functions to the field of expertise of some of the municipal corporates such as Grand Plaza and İZENERJİ. Still, hosting mega-events (candidacy of EXPO 2015) creating recreational areas (Homeros Valley, Sasalı Natural Life Park, etc.) to develop urban environment were on his agenda.

In the 2009 local elections, Aziz Kocaoğlu was a candidate from CHP and elected mayor with 56% of the votes for the 2009-2014 period. In this election period, Kocaoğlu used the slogan “Our job is İzmir, our strength is İzmir” and emphasized three basic values in his program: 1) there will be no imposition in lifestyle choices, 2) republican values will be defended, and 3) the understanding of solidarity and justice will be based in harmony with the basic values of social democracy (Uyanık & Serçe, 2018).

In his second term, although he shared the same goal of making İzmir one of the leading cities of the Mediterranean with Piriştina, he determined his own program and

proposed fourteen policies and actions. These are 1) *participatory democracy*: same with Piriştina, but this time it was aimed to establish İzmir Economic Development Coordination Board (İEKKK). According to Tekeli (2018), İEKKK was established to bring together all persons, institutions, and organisations related to economic development to discuss the city's economic problems and develop decisions on the necessary interventions by monitoring the development process. İEKKK had been proposed as an option within the civil society against the İzmir Development Agency (İZKA) for local development. 2) *Structural transformation in public transportation*: development of the rail system, converting Kentkart to İzmirkart so that it can be used in all municipal services, increasing comfort in transportation were the main objectives under this policy. 3) *Urban transformation and housing renewal*: based on the right to live in a healthy environment. 4) *Preparedness for disasters*: developing earthquake scenarios and building a fire brigade capacity. 5) *Culture, art, historical heritage*: it has focused on protecting the historical and cultural heritages of İzmir, developing cultural industries in the city, and being a leading city of culture in the Mediterranean. 6) *Urban economy*: keeping the tourism sector alive, encouraging entrepreneurship, increasing fair and congress organizations were prioritized under this aim. Moreover, İEKKK has decided that these were its primary focus areas. The municipality established the Historical Kemeraltı Construction Investment and Trade Corporation (TARKEM) to realise some of these aims. 7) *Agriculture/livestock*: while the projects on agriculture and livestock continued, the establishment of organic marketplaces in Balçova, Bornava and Buca were realised in this term. The realisation of Floristry Organized Zone in Bayındır, a Livestock Organized Zone in Kemalpaşa, a modern slaughterhouse in Yarımada, and an exemplary "ecological village" in the Menderes Basin were other economic goals of the metropolitan municipality under this policy. 8) *Social policies*: The practices of the previous period continued; in addition, a Social Life Campus was established for disadvantaged groups (especially for the disabled, children and the elderly). 9) *Greener İzmir*: aims to increase existing green spaces, parks and squares, establish thematic parks such as Akdeniz Theme Park and Akdeniz Botanic Park that highlight the Mediterranean nature of İzmir. 10) *New energy breakthrough*: disseminating the use of renewable energy and creating the Environment and Green action plan was committed. 11) *Uninterrupted drinking water/clean environment*: it was stated that the policies implemented would continue.

Furthermore, it is planned that organic agriculture would be supported to protect water basins, new drinking water and wastewater treatment plants would be built in this term.12) *Healthy environment*: solid waste management, fight against noise and air pollution, food inspection, recycling studies were some of the studies that would be made under this goal. 13) *Sports*: about the construction of modern facilities. 14) *Information and communication*: e-municipality system, creation of the 3D digital İzmir guide, renewal of street signs etc. were promised (Tekeli, 2018, pp.66-68)

Moreover, since the Strategic Plans must be renewed every five years in accordance with Law No. 5018, the 2006-2017 Strategic Plan was updated for the years 2010-2017. While the 2010-2017 Strategic Plan maintains the structure and projects of the first plan, some environmental topics have been combined. Therefore, instead of 14, 11 strategic targets were included in the 2010-2017 Strategic Plan. As seen from the second strategic plan, Kocaoğlu had planned to follow the strategies and policies established in 1999 and the projects he had started on his first terms. The projects that had started in his first and second terms and were accomplished in the second term were listed below.

İzmir Transportation Master Plan: It was started to be prepared in 2007 and was completed in 2009. This plan estimates that the transportation demand would be almost 6 million in the urban centre and more than 7 million in the city region in 2030. In addition, it was assumed that 50% of this demand would be realized by public transportation, 12% by private cars and 38% by walking. Based on these analyses, investment plans were made for İZBAN, METRO and İZDENİZ.

İzmir Economic Development Coordination Board (İEKKK): As stated before, the first thing Kocaoğlu did after he took office was to establish the İEKKK to bring actors from industry, trade, chambers of commerce and unions in İzmir together. Consisted of the general assembly, working groups and committees, İEKKK was expected to act as a civil platform that facilitates local development projects in the city.

İzmir Culture Workshop was realized in 2009, six months after the election. The participants were artists, academics, businesspersons, sponsors, cultural managers, and

relevant bureaucrats. Culture workshop aimed to make İzmir an international city of culture, art and design while preserving its Mediterranean identity (İzmir Büyükşehir Belediyesi, 2009).

İzmir Design Forum: As a result of the suggestions had been made at the İzmir Culture Workshop, İzmir Design Forum was held in 2011. Participants were experts from different fields such as shoes, leather, wedding dresses, fashion, jewellery design, textiles, and furniture. They came together and developed discussion and solution suggestions to make İzmir a city of design and innovation (İzmir Büyükşehir Belediyesi, 2012).

İzmir Akdeniz Akademisi (İzmir Mediterranean Academy - İZMEDA): İZMEDA was founded in 2012 as a result of policy suggestions that had raised in İzmir Culture Workshop. It has differentiated from other municipal institutions by its function and organizational structure. İZMEDA has two main functions. One of these functions is being İZMEDA a think-tank that is supposed to develop strategies to expand İzmir's horizon on developing innovations and intellectual capacity in the city. The other function is being İZMEDA a platform where stakeholders interact and work with each other to make İzmir a city of design and innovation. In the beginning, İZMEDA prioritized three objectives. These were reconsidering the history of İzmir regarding its identity, developing the design activity in the vision of being a city of design and innovation, and realising comprehensive programming that will ensure the development of İzmir as a sustainable city (İzmir Akdeniz Akademisi).



Figure 7 İzmir Culture Workshop with 91 participants were held in Historical Coal Gas Factory (İzmir Büyükşehir Belediyesi, 2009)

İzmir-Deniz: It was created based on the İzmir Design Forum held in 2011. Strategies to be implemented in İzmir-Deniz were planned to be developed to strengthen the coastal uses of İzmir. The first level projects were designed to transform the use of the inner gulf and include arrangements for its use as a show venue. In contrast, projects at the second level were designed to make ten defined coastal areas to increase the quality of the environment. Lastly, projects at the third level were planned to create urban terraces or balconies (Figure 8) that improve citizens' visual contact with the sea without going to the shore (İzmir Büyükşehir Belediyesi, 2012).

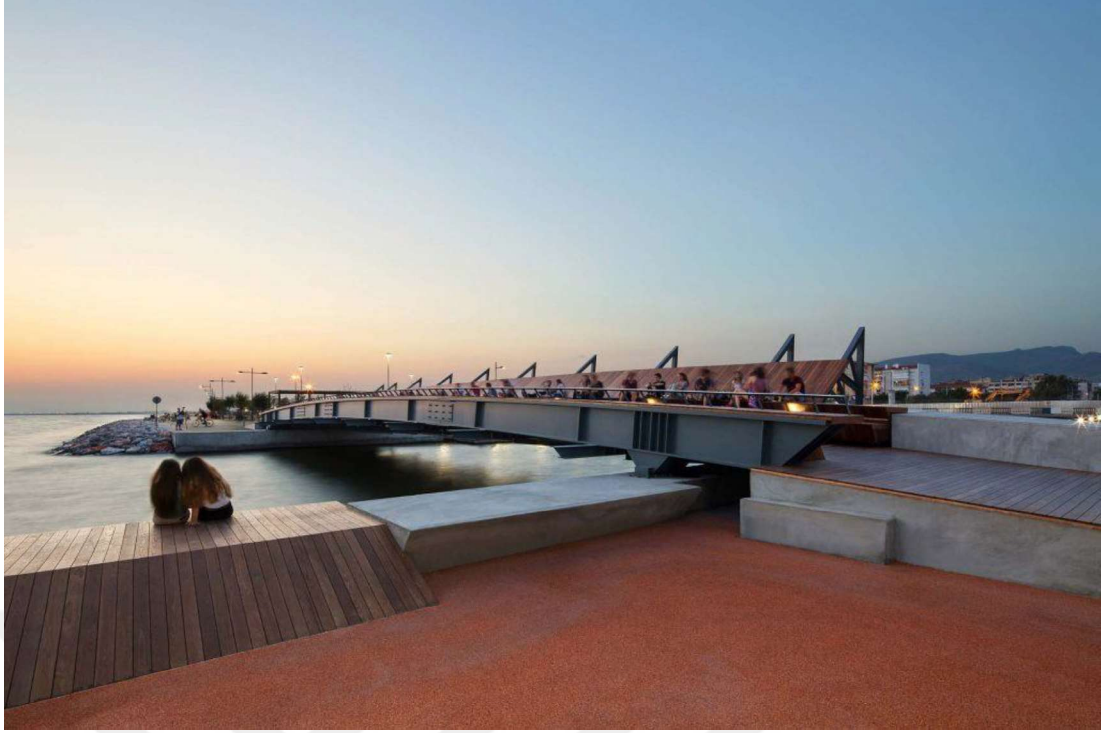


Figure 8 Bostanlı Sunset Terrace (Arkitera, Bostanlı Yaya Köprüsü ve Gün Batımı Terası, 2018)

İzmirNet: In this period, fibre optic cables were laid, routed, and ADSL connections were made in order to ensure uninterrupted voice and data flow in the responsibility area of İzmir Metropolitan Municipality. With the İzmirNet project, İzBB aimed to be a smart city in the field of communication, coordination, and e-municipal services (Uyanık & Serçe, 2018).

İzmir (Urban) Transformation Model: Urban transformation projects were planned in seven regions which were determined in the 1/25.000 scaled “İzmir Urban Zone Master Development Plan” prepared in the previous term. In this model, the implementation was attempted after 100% agreement with the right holders. İzBB was the only addressee for both the right holders and contractors. These two parties did not come face to face in any phases of the transformation (Tekeli, 2018).

Fair İzmir: As discussed before, importance had started to be given to specialised fairs rather than international fairs in the 1980s. Therefore, the relocation of the fair was on the table. The construction of “Fair İzmir”, which was accepted as a local development

project, started in 2013. With this construction, the fair area capacity of İzmir increased five times.

Efforts for İzmir Gulf: In his second term, Kocaoğlu handled the İzmir Gulf with three different dimensions (Tekeli, 2018). The first one was to strengthen the citizens' relationship with the sea. To reach that aim İzmir-Deniz project mentioned above was realised. The second was to improve the conditions of *Kuş Cenneti* (Bird Paradise), which was established in 2003, and ensure that citizens use it. For this purpose, the breeding island for flamingos was increased from 500 m² to 6440 m² to increase the flamingo breeding capacity of the *Kuş Cenneti*. The third was the rehabilitation of the gulf and ports. Under this dimension, the primary goals were to maintain the importance of Alsancak Port and increase the water circulation in the inner gulf and thus the amount of oxygen.

In his second term, the other activities that Kocaoğlu carried out were increasing the number of solid waste collection and disposal stations, constructing a new opera building and improving preventive health services. In his second term, one of the most important policies implemented for local development was *Süt Kuzusu Project*. With this project, 8 litres of milk bought from the local cooperatives were distributed monthly to houses where 1-5 aged children live. This project was the continuation of *Okul Sütü* project, where milk was distributed to students during their daytime in primary schools.

Lastly, Kocaoğlu made efforts to host EXPO 2020 in İzmir, but this application also resulted negative, like his application to EXPO 2015 in his first term.

In the 2014 local elections, Aziz Kocaoğlu was elected as İzmir Metropolitan Municipality Mayor for the third time. For the 2014-2019 period, Kocaoğlu entered the election with a motto of “İzmir of İzmir People” and emphasized democracy and participation like in his previous election program in 2009. In his 2014-2019 program, five strategic themes were based on the suggestions from İzmir Culture Workshop and İzmir Design Forum. These were developing the quality of life and preserving the lifestyle, developing İzmir's economic place in the world, developing the culture of

living and existing together in solidarity, sustainable urban development, and participatory democratic urban governance (Tekeli, 2018).

In his third term, the Strategic Plan was updated for 2015-2019. The third Strategic Plan maintained the structure of the previous plans; in addition, "Regulation on Procedures and Principles Regarding Strategic Planning in Public Administrations" was taken as a basis, and the 10th Development Plan, the Urban Development Strategy (KENTGES) and the İzmir Regional Plan were examined so that objectives in the Strategic Plan would be in harmony. In this plan, municipal activities were gathered into nine sectors. These are 1) Governance, 2) Environmental Management, 3) Urban Conservation and Planning, 4) Urban Infrastructure, 5) Transportation, 6) Social Solidarity and Health, 7) Culture, Art, and Sports, 8) Tourism and Local Economy, 9) Disaster Management and Security.

Some of the projects that had started in his second and third terms and were accomplished in his last term were listed below.

İzmir-Tarih: Although its first draft was created after İzmir Design Forum, its opening was held in 2014. Within the scope of the İzmir-Tarih Project, which was initiated in order to implement an effective improvement and revitalization of the entire historical city centre, two main objectives were determined: 1) *to strengthen the relationship of the people of İzmir with history*. The archaeological layers and historical building stock belonging to different time periods would be used as sources to achieve this aim. 2) *to prevent the formation of collapsed areas in the historic city centre and to reverse this formation*. In the project area, there are many cultural assets that necessitate the development of revitalization and conservation objectives. In order to achieve this goal, sustainable approaches would be used in terms of revitalization of archaeological heritage, historic building stock, cultural diversity and social structure. İzmir-Tarih plans his sub-projects according to these four strategies: creating social and economic revitalization by preserving local values, attracting young people to the historical area, maintaining traditional and qualified artisanry, and increasing housing and living spaces.

UrbanGreenUp: It is an EU-funded project that aims at developing and applying a methodology to reduce climate change effects, improve air quality and water management and increase sustainability. In this project, İZBB has collaborated with universities and the private sector. Within the project's scope, green routes, resting areas, sustainable drainage systems, green pavements, pollinators, vertical and horizontal green infrastructures, and urban farming are some of the innovative solutions for heavy traffic, air pollution, and loss of natural resources areas.

Reorganisation of Kültürpark and İzmir International Fair: With the completion and success of Fair İzmir, the reorganization of Kültürpark and İzmir International Fair (İEF) was put on the agenda. According to Tekeli (2018), the number of exhibitors, visitors, and the sectors attended to Fair İzmir increased, and only in 2018, the income of Fair İzmir to the city was 3 billion Turkish liras (p.113). Therefore, in the area of Kültürpark and İEF was decided to build a 16000 km² cultural centre and increase the green space instead of demolished concrete buildings of 35000 km² area. However, due to the objections of İzmir Branches of TMMOB Chamber of Architects, Chamber of Urban Planners and Landscape Architects, and the social media users, this reorganisation project was postponed later.

İzmir Transportation Master Plan: In 2015, it was updated with the target of 2030. This plan prioritised environmentally friendly transportation types such as public transportation systems and pedestrians/bicycles. Thus, İZBAN, METRO, tram and electric bus fleet investments were emphasised. In the plan, the length of the metro lines was aimed to reach 164.6 km. In order to ensure the integration of bicycles with the city's transportation system, it was aimed to transport bicycle paths to attraction centres such as transfer centres, business centres, hospitals, schools and universities. In addition, studies were carried out to expand the use of the Smart Bicycle Rental System (BİSİM) (Tekeli, 2018).

In his third term, Kocaoğlu continued his unfinished projects such as increasing the numbers of solid waste collection and disposal stations, constructing new cultural centres in neighbourhoods, increasing the share of the rail system in the transportation and centres for disadvantaged groups like unemployed women, people with disabilities

and children. Furthermore, just like in his first two terms, he carried out studies on increasing green space, parks, and recreation areas in the different parts of the city. At the end of 2018, the amount of green space per capita was 16.6 m², which of 8 m² is active (İzmir Büyükşehir Belediyesi, 2019). In Kadifekale, which has an area of 445000 m², planting works were emphasised, and the Kadifekale urban forest was created. The plants in the streets, boulevards, intersections, and squares of the city are purchased from local cooperatives, and the cooperatives are supported.

There are also two important implementations realised in this term. The first one was the increased support for local cooperatives for the policy of *yerelden kalkınma* (development from local). As mentioned before, İzBB has chosen to buy its needs from cooperatives. The training was provided to support cooperatives with the agriculture and livestock policies about beekeeping and organic agriculture. In addition, İzBB distributed seedlings to agricultural producers and sheep and goats to livestock breeders in rural areas. To increase soil fertility, soil analysis laboratories were established (Uyanık & Serçe, 2018). Purchase agreements were signed with local cooperatives. For example, the model that İzBB supported the milk producers from cooperatives was awarded as the “World Best Rural Development Model” by the United Nations Food and Agriculture Organization (FAO). With this model, milk production in the last ten years increased by 440%. This significant growth had been precisely six times the average of Turkey. On the other hand, it was not only increasing the production but also decreasing the migration from rural to urban (İzmir Büyükşehir Belediyesi, 2019).

Another point that needed to be emphasised in this term was the studies made by İZMEDA. In this term, İZMEDA brought together different actors working in cinema, theatre, music, space, independent publishing, and contemporary art, and started to publish “Pla+form” Magazine, which is published three times a year. In addition, it has started to publish an “Annual” that includes the activities and products in order to create the contemporary art archive of İzmir. Studies such as “Basmane Environmental Design Project”, “KültürLab” project, “Good Design İzmir” events were some of the efforts made by İZMEDA.



Figure 9 The first three "Pla+form" issues (İZMEDA Website)

Lastly, at the end of Kocaoğlu's last term, there were fifteen companies of which İzmir metropolitan municipality is a shareholder. These are listed below (Uyanık & Serçe, 2018):

İZBETON A.Ş.: was founded in 1990. The aim was to provide infrastructure services to municipalities in line with the strategies of İzBB. Over time, it took part in private institutions and organizations such as infrastructure and art structures.

GRAND PLAZA TURİZM A.Ş.: was established in 1985 under the name ARIZKO. It aimed to realize investments that would be beneficial to the socio-economic and touristic development of the country with foreign capital. It took its current name in 2008 and included the food business in its activities. The company provides services to the public by leasing and operating businesses such as cafes, restaurants, and buffets owned by the municipality. It also provides catering services to private and public institutions. Kent Bakery Factory, Historical Elevator Operations and Fair İzmir Cafes and Restaurants are operated by Grand Plaza.

İZFAŞ A.Ş.: was established in 1990 in order to carry out fair, congress and culture and art services more efficiently. It aimed to bring İzmir fairs to a level where they can compete with world fairs. It is one of the rare fair organizations financed by a local government with its own resources.

İZBELCOMA.Ş.: was established in 1986 to protect the environment, land, and natural resources in the best way possible in rural and urban areas. It operates in survey, feasibility, engineering, consultancy, organic agriculture, and projects.

İZENERJİ A.Ş.: established in 2002, the company added human resources, cleaning, maintenance, and organization services to its activities in 2006. Between 2015-2017, provided workforce supply services to ESHOT, İZSU and İzBB.

EGE ŞEHİR PLANLAMA A.Ş.: was established in 1987 for the purposes of protecting and improving the environment, surveying the urban highway structure and traffic arrangement, designing projects, transporting, establishing electricity generation and distribution facilities.

İZELMAN A.Ş.: was established in 1992 to carry out municipal cleaning works. Later, it added personnel recruitment to İzBB and its subordinate directorates, parking lot management and kindergarten management, among its activities.

İZDENİZ A.Ş.: was established in 1992 to contribute to İzmir's sea transportation. Since 2000, urban passenger and vehicle transportation in Izmir Bay has been carried out by itself (Uyanık & Serçe, 2018).

İZULAŞ A.Ş.: was established in 1990 to provide public transportation, individual and group tours within the borders of İzmir. It operates on behalf of the public in the fields of urban transportation, bicycle, and cable car management.

İZBAN A.Ş.: was established in 2006 to operate in the fields of railway, metro, tram and urban and suburban passenger transportation. The company's official opening, which started its pre-operation in 2010, took place in 2011. At the end of Kocaoğlu's third term, İZBAN operates with 39 stations on a 136 km route. Its service is integrated with İzmir Metro A.Ş.

İZMİR ENTERNASYONEL OTELCİLİK A.Ş.: was established in 1987 to operate in the field of tourism and trade centres, socio-economic and touristic investments.

İZMİRGAZ A.Ş.: since its establishment in 2005, it has been the only company authorized to distribute natural gas and transport it via the local gas pipeline network. According to the relevant law, İzBB is a 10% shareholder of the company (İzmir Büyükşehir Belediyesi, 2017).

İZMİR METRO A.Ş.: was established in 1997 to provide and operate all kinds of underground and surface public transportation services with rail, non-rail, rubber, and iron wheeled vehicles that can operate with all kinds of energy.

ÜNİBEL A.Ş.: was an informatics company established by İzBB and Ege University in order to realize Urban Information Systems projects and applications in 1994. Since 1998, it has also started to operate in the fields of software, education, web services and technical support (İzmir Büyükşehir Belediyesi, 2017).

İZMİR JEOTERMAL A.Ş.: It took this name in 2005 with the 50% partnership of İzBB. It was established to use geothermal energy in Balçova-Narlidere and Seferihisar districts effectively.

The policies and the projects implemented in his second and third terms shows that Aziz Kocaoğlu period itself is also a transition period for İzmir Metropolitan Municipality. As Ahmet Piriştina period prepared the ground for municipal entrepreneurial activities by preparing master plans and regulations for the city, he also aimed to sustain urban entrepreneurial activities. As revealed under this sub-title, Kocaoğlu was on the same page as Piriştina. However, to develop the municipality's capacity due to political conflict between İzBB and the central government, he increased the share of municipal entrepreneurial activities in İzBB. He did it by doing, for instance, strengthening the structure of municipal corporates, supporting rural development, searching and using alternative funding sources, and establishing the Directorate of Vocation Factory. The last one can be considered a step for both urban and municipal entrepreneurialism due to the increased labour force in the city by

supporting their capacity. In a nutshell, Kocaoğlu also never abandoned the urban entrepreneurial activities regarding Harvey's four types, but he accelerated the transition process to municipal entrepreneurialism.

3.4. Tunç Soyer Period (2019-2021)

Tunç Soyer, a candidate of CHP, was elected as İzmir Metropolitan Mayor in the local elections held in March 2019. He determined his fundamental values of administration as caring about the priorities of the people, participation in decision-making, defending the rights of people and all other living things, protecting the best interests of children, advocating gender equality, promoting social inclusion policies, protecting historical heritage, protecting nature and soil, being open to international cooperation, providing production-oriented local development, transparency and accountability, sustainability and accessibility.

In the 2020-2024 Strategic Plan, Soyer proposed seven strategic headlines and twenty-six sub-goals in line with the Sustainable Development Goals announced by the United Nations. These strategic headlines are 1) *Infrastructure* (Urban transformation and green infrastructure) 2) *Quality of Life* (public and urban transport, health, sports and clean energy) 3) *Economy* (attracting foreign investors and innovations to the city, tourism, economy model resilient to the economic crisis) 4) *Democracy* (building of participatory mechanisms, sense of belonging to the city, effective representation of disadvantaged groups) 5) *Nature* (a life at peace with nature and other living things, combating climate change, protecting the life below water, life on land and biodiversity) 6) *Learning by Living* (to make the city a place of education and training, to create productive and extraordinary human capital) 7) *Culture and Art* (making the city a centre of culture and art production).

Before going into the details of the activities of Tunç Soyer period, it is vital to remember that since he took office in 2019, İzmir has struggled with extraordinary events. Firstly, in August 2019, a fire started in the forest and lasted for three days. Then at the very beginning of 2020, the COVID-19 pandemic spread in Turkey and pandemic measures that deepened the country's economic crisis were announced by the government. In October, a 6.9 magnitude earthquake followed by a tsunami

occurred in the Aegean Sea (Kandilli Rasathanesi ve Deprem Arařtırma Enstitüsü, 2020). With the earthquake and tsunami, many buildings in İzmir were destroyed, and many lives were lost. In February 2021, one of the heaviest rains in İzmir's history fell and resulted in a flood. In this process, municipal works were disrupted like all other activities in the city. Therefore, these extraordinary conditions should be considered when evaluating the Tunç Soyer Period.

Moreover, it is good to consider the fact that since the Strategic Plan had not been prepared in 2019, performance indicators differ from the following years. In 2019, İZBB gathered the services offered under nine sectors (İzmir Büyükşehir Belediyesi, 2020); 1) *Governance* (activities such as R&D activities, construction and strengthening of service buildings, corporate publicity and public relations, and maintaining a strong financial structure), 2) *Environmental Management* (studies on the prevention of urban pollution and the creation of strategies for environmental health, waste management, sustainability of green spaces and increasing the use of renewable energy resources), 3) *Urban Protection and Planning* (expropriation, geographic information systems-based urban planning, urban transformation and urban aesthetics), 4) *Urban Infrastructure* (infrastructure works for transportation and infrastructure coordination services were carried out), 5) *Transportation* (maritime transportation services, expansion of the rail system network, construction of district terminals and traffic safety are some of activities), 6) *Social Solidarity and Health* (protective and preventive health services, in-kind and cash benefits, family counselling and training centres, activities of facilities for disadvantaged groups) 7) *Culture, Art and Sports* (cultural and artistic competitions, archive and museology activities, activities of İZMEDA, establishment of new culture and art centres, sports-oriented organisations) 8) *Tourism and Local Economy* (participation and hosting with fairs and international organisations, developing tourism and strengthening the image of the city, agricultural projects and laboratory services, purchasing contracts with local producers, supporting income generating activities in the rural, activities of Vocation Factory) 9) *Disaster Management and Security* (Fire Brigade services, fire truck purchases, protection and security services) (p.24).

Tunç Soyer's work and activities since he took office in 2019 are summarised below:

Another Agriculture is Possible: As of 2019, the total agricultural production value in İzmir is 19.9 billion Turkish liras (TL), and the largest share is animal production (46.60%). Crop production has a share of (42.36%), while aquaculture production has 11.04%. The “Another Agriculture is Possible” policy, which was implemented to prevent local producers from abandoning agricultural production and migrating to the city, is the most comprehensive strategy implemented by Tunç Soyer. In line with this policy, the *Halkın Bakkalı* Project was carried out to deliver approximately 300 types of products produced by 27 cooperatives to the citizens. *Halkın Bakkalı*, whose first branch was opened in 2020, has reached nine branches as of August 2021 and started online sales. This project aimed to ensure the sustainability of small-scale farmers and local production. In line with the “Another Agriculture is Possible” policy, İzBB provides purchase guarantee support to cooperatives every year. According to the Ministry of Agriculture and Forestry data for 2019, there are 279 agricultural development cooperatives, three breeding associations and twenty-four producer associations in İzmir. In this context, the total value of purchases made from producer cooperatives is shown in Figure 10.

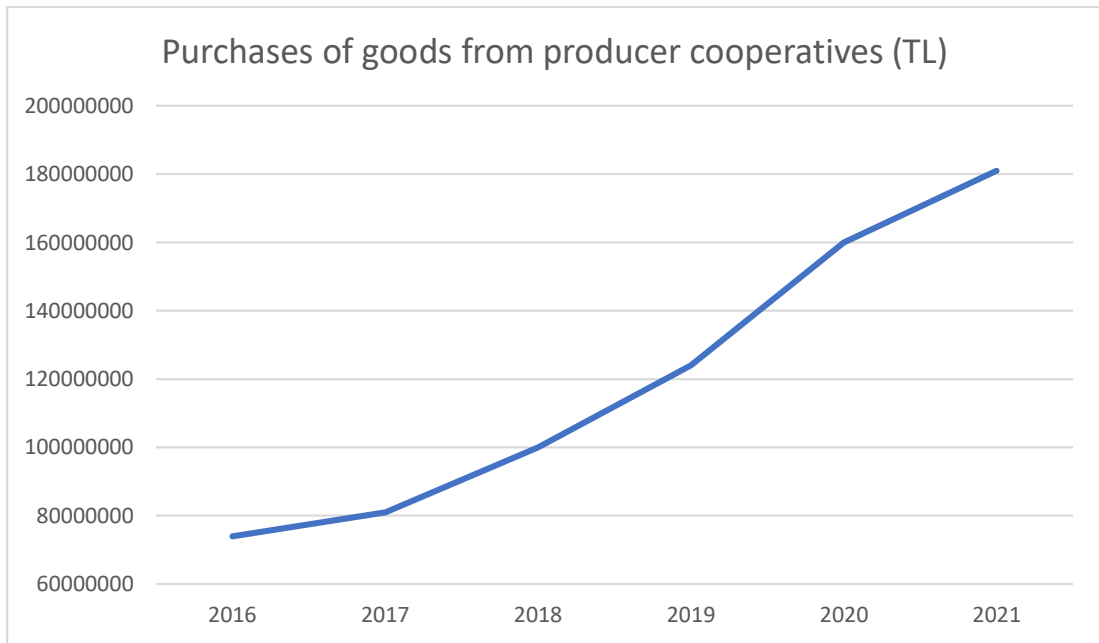


Figure 10 Purchases from producer cooperatives between 2016-2021 (İzmir Sürdürülebilir Kentsel Gelişim Ağı, 2021)

Furthermore, 19 million litres of milk were purchased from Tire, Kiraz and Bergama cooperatives for the “*Süt Kuzusu*” project. In order to support income-generating activities in the countryside, small cattle, buffalos, beehives, fruit and olive saplings, daffodils and lavenders were distributed to the producers.

During the Aziz Kocaoğlu period (2004-2018), there were significant developments in organic agriculture in İzmir. In addition, Tunç Soyer, when he was the mayor of Seferihisar, established the Can Yücel Seed Centre in 2011, intending to protect traditional agricultural culture and biodiversity. In 2021, he continued this vision as the mayor of İzBB and opened the Centre’s second branch in Bornova. Producer markets have started to be established in four different districts of İzmir. Within the scope of supporting the local seed planting in İzmir, the ancestral seed *karakılçık wheat* has started to be planted. İzmir Agricultural Technology Centre was established to bring agriculture together with technology and to adapt to climate change (İzmir Büyükşehir Belediyesi, 2020; İzmir Sürdürülebilir Kentsel Gelişim Ağı, 2021).

Infrastructure works continued during the Tunç Soyer period, just as in the previous periods. In this area, intersections, coastal restorations, and zoning plan revisions were carried out. Urban transformation projects, which started in Aziz Kocaoğlu period, continued in this period as well. In order to make green spaces sustainable and create climate-friendly green spaces, repair and maintenance works were carried out in the Wildlife Park. Thus, panels for solar energy were placed in the parks, and the lighting of the parks was met from this energy (İzmir Büyükşehir Belediyesi, 2021). Children’s playgrounds have been added to the recreation areas.

Within the scope of the UrbanGreenUp Project, improvement of *Peynircioğlu Deresi*, activity and amphitheatre areas, pedestrian and bicycle paths were realised. This implementation was selected as one of the best practices in the Voluntary Local Review Report (VLR) of İzmir (İzmir Sürdürülebilir Kentsel Gelişim Ağı, 2021). Landscape works were carried out in roads, intersections, and squares using local and climate-resistant plant species bought from cooperatives.

In this period, importance was given to the subject of biodiversity and ecology. BİYOATLAS, a website and a digital application, has been developed by İZMEDA to provide information to the citizens who want to have information about the biodiversity in the local area. Also, through the citizens who used this application, it is projected that new species will be defined in the local area of İzmir. Together with these developments and in line with the Climate Action goal of the United Nations, the Green City Action Plan and the Sustainable Energy and Climate Action Plan were prepared. In order to spread the use of clean energy and renewable energy, the municipality has worked to place solar panels on the roofs of many buildings that belong to it (Figure 11).



Figure 11 Solar Panels in ESHOT Gediz Atelier (İzmir Metropolitan Municipality Archives)

For the first time in Turkey, the bus fleet operating with electrical energy was brought to the Municipality during the Tunç Soyer Period.

In addition, İZBB has also taken significant steps regarding generating electricity from methane from waste areas and solid wastes. While Harmandalı Regular Waste Storage and Biogas Facility in Çiğli started to generate electricity with the methane gas, Ödemiş Integrated Solid Waste Management Facility and Bergama Solid Waste Management Facility generate electricity from the organic wastes. As a result of this production, organic wastes turned into fertilizers (İzmir Büyükşehir Belediyesi, 2021).

From 2019 to October 2021, İzBB carried out awareness studies on gender equality; in addition, two women's shelters and ANAHTAR Women's Studies Holistic Service Centre were opened. Activities of the Disabled Awareness Centre and the courses continued so that the disabled can take more part in daily life (İzmir Büyükşehir Belediyesi, 2020). Projects of the Directorate of Vocation Factory, which was established during the Aziz Kocaoğlu period, are increased in this period. Vocation Factory aims to reduce unemployment throughout the city, develop human resources with the qualifications demanded in the local labour market, and provide vocational training services that will help reduce skill shortages and qualification mismatch. In 2020, under the directorate of Vocation Factory, FikrimİZ was established. FikrimİZ started to imply policies that bring entrepreneurs together in the city. Other than FikrimİZ, İzBB established another entrepreneurship centre in the city, called *Girişimcilik Merkezi İzmir*, to attract the entrepreneurs and innovations to the city (İzmir Büyükşehir Belediyesi, 2021). The role of the Vocation Factory, the activities of FikrimİZ and its difference from *Girişimcilik Merkezi İzmir* will be discussed in Chapter 4.

In the culture area, İzBB supported twelve archaeological excavations in 2019, then started to support thirteen as of 2020. Projects such as RURITAGE and İzMiras have started to be implemented in order to bring the relationship between rural and cultural heritage areas to the agenda. This period emphasised the relationship between sustainable tourism and cultural heritage. In 2021, İzmir was awarded the title of the world's first Cittaslow Metropolis. Since İzmir hosted the International Mural Workshop and the UCLG World Culture Summit, the municipality announced that they will apply to EXPO 2030.

Furthermore, in 2022 an international gastronomy fair, Terra Madre Anadolu, will be held in İzmir. In 2026, İzmir will host the Botanical EXPO. Moreover, İzBB stated that İzmir had become a candidate for the 2023 European Youth Capital title.

At the time of this study, the municipality has not yet published a 2021 activity report; therefore, the activities and the results for performance indicators cannot be analysed for 2021.

3.5. Transition from Urban Entrepreneurialism to Municipal Entrepreneurialism in İzmir Metropolitan Municipality?

To define whether there is a transition from urban entrepreneurialism to municipal entrepreneurialism in İzmir Metropolitan Municipality, the history of the municipality in İzmir from the early 1970s to this day was elaborated over the policies and implementations by the mayors. As discussed before, Harvey (1989) categorises four basic types of urban entrepreneurialism as i) competition for the production of goods and services, ii) increasing the share of consumption taking place locally, iii) acquiring key control and command functions, and iv) competing for central or state government surpluses. It can easily be said that there was always an effort that can be fallen under these four categories in İzmir Metropolitan Municipality.

Before discussing in detail whether there is a completed transition from urban entrepreneurialism to municipal entrepreneurialism in İzmir, Table 3 summarises the mayors' policies and activities over time.

Table 3. Summary of Mayors' Policies and Actions

| Mayors | Policies and Actions |
|-----------------------------|---|
| Between 1973-1999 | <ul style="list-style-type: none"> • Infrastructure (canal projects, highways, drinking water and transportation projects, etc.) • Mass housing projects (legalising squatters, projects for shopping malls) • TANSAS (the effort to provide goods to low-income citizens, then abandoned) |
| Ahmet Piriştina (1999-2004) | <ul style="list-style-type: none"> • Effort for mega-events: UNIVERSIADE 2005 • Systemise the municipal entrepreneurial activities (completing long-run projects, preparing a base, specialised municipal companies) |

Table 3. (Continued)

| | |
|------------------------------|--|
| Aziz Kocaoğlu (2004-2019) | <ul style="list-style-type: none">• Effort for mega-events (EXPO, International Specialised Fairs) and strengthening the production of goods and services ("development from local"-cooperatives)• Developing the municipal entrepreneurial activities (adding new fields to companies, organising relations with producers, "buyer" role of the municipality) |
| Tunç Soyer (2019-2021) | <ul style="list-style-type: none">• Efforts for Mega-events, strengthening the production of goods and services (developing the relations with cooperatives, organising the relations between producer and consumer, more developed model of TANSAS - Halkın Bakkalı)• Fastening the transformation by including social entrepreneurship and entrepreneurship ecosystem - tries to create "the entrepreneur." |

From İhsan Alyanak to Tunç Soyer, every mayor has tried to develop an urban environment to make İzmir attractive for foreign investors. Especially starting with the first period of Burhan Özfatura, the implementation of mass housing projects gained speed, and the neoliberal understanding of the municipality started to manifest itself. The establishment of joint-stock companies with foreign partners can be considered under the first category of urban entrepreneurialism as an action taken to develop the economic capacity of the city. Also, even though there was harsh criticism against the project, trying to construct a shopping mall in Konak Square insistently for the three election periods is a sign of the second category of urban entrepreneurialism. Another evidence of the existence of the urban entrepreneurialism approach in the municipality is that the last three mayors, who were Piriştina, Kocaoğlu and Soyer, gave great importance to hosting mega-events in İzmir. In order to bring these events to the city, many consumer attraction places such as opera buildings, art centres and sports stadiums were constructed. Hosting UNIVERSIADE 2005 and UCLG World Culture Summit were examples of these mega-events. In addition, applying to host EXPO2015, EXPO2020, EXPO2030, and other international fest and fairs can be considered under these types of activities. In a nutshell, it is possible to say that İzmir Metropolitan municipality has never abandoned the policy and implementations that can be related to urban entrepreneurialism. Then, what about municipal entrepreneurialism?

It is essential not to forget that urban entrepreneurialism emerged and exists with neoliberal policies. While neoliberal policies resulted in decreased budgets for local governments, municipal entrepreneurialism has emerged as an answer sought to search for an alternative way of service provision. In the case of İzmir, the central and local governments have been held by different political parties for over two decades. The tension between the political parties has resulted in more tension in budget allocation from the central government. As insufficient funds received from the central government stated in the part where mayors' policies and actions were analysed, both Aziz Kocaoğlu and Tunç Soyer openly declared that they were not getting sufficient funds for their projects for local development. In an interview with Son Söz Tv, Aziz Kocaoğlu stated this situation as:

“İzmir Metropolitan Municipality is like an orphan municipality. The State of the Republic of Turkey is a giant. Let the world know that the Central Government invests less in İzmir than the municipality. They said they funded 45 billion... Let us count... The Ministry of Finance has it in its records: The central government had invested around 13 billion in İzmir when we invested around 14 billion. It has seen fit to invest less for 14 years. The point is: ‘O people of İzmir, vote for me, I will serve you. I will not serve you if you do not vote for me.’ They punish the İzmir people because they did not vote for them.” (İzmir Büyükşehir Belediyesi Haberler, 2018).

Tunç Soyer has also stated in Buca Metro groundbreaking ceremony in February 2022:

“We are making this huge investment with the means of the İzmir Metropolitan Municipality, without receiving a single penny of support from the central government... I would like to call out to Ankara from here. Isn't İzmir in this country? Are not the people of İzmir citizens of the Republic of Turkey? Although İzmir paid 133 billion liras in taxes in 2021, it received only 3.5 billion liras from the central government budget. So, we gave forty but took one. This ratio of one in forty is never acceptable.” (İzmir Büyükşehir Belediyesi Haberler, 2022).

As it can be seen from the mayors' statements, as an answer to the problem of insufficient service provision or funds, municipalities started to experience being an innovator in this field. Although it was not riskless and easy for the local governments, municipal entrepreneurialism penetrated the development policies step by step. In our case study, the development process of TANŞAS can be considered as an example of

municipal entrepreneurial policies due to providing basic consumer goods directly from the producer to the consumer cheaper than the market.

When we come back to analyse the last two decades in the municipality, Ahmet Piriřtina can be accepted as starting point of the systemisation of the municipal entrepreneurial activities so that innovative policies can flourish on that ground. As mentioned before, Kocaođlu has followed Piriřtina's footsteps for systematising the development policies that open space to innovation. To do that, he prioritised the rural development policies that support becoming a cooperative in agriculture and livestock production. By purchasing their goods through the municipal corporations, not only the economic sustainability of the cooperatives was supported in this period, but also the municipality also met its needs from the locals. Moreover, Kocaođlu also paid attention to Although these activities give pace to the transition of municipal entrepreneurialism, they have been not enough to address insufficient service provision in some fields.

Moreover, Kocaođlu paid attention to policies for developing İzmir as a capital of culture and design. İzmir Culture Workshop and İzmir Design Forum were realised, and İZMEDA was established as an outcome of these workshops. These types of implementations can be seen as a way of increasing the capacity of the citizens in these areas. Thus, Kocaođlu founded the Directorate of Vocation Factory to train qualified human resources. Although one can discuss that this could also be seen as a part of the urban entrepreneurial policies due to increasing the labour force to compete in production; however, this directorate was not established as market-driven. It was established to develop an employment policy for the poor, the disadvantaged groups such as women and long-time unemployed youth.

When we come to 2019, with Tunç Soyer becoming the mayor, the transition process is introduced to a different dimension. First of all, the municipality started working on entrepreneurship and social entrepreneurship concepts, and new units such as FikrimİZ and Giriřimcilik Merkezi İzmir were established. As FikrimİZ department is explained in the next chapter in detail, a brief definition of these new units will be appropriate in this part. FikrimİZ department was established under the Directorate of

Vocation Factory in 2020 as a pre-incubator centre for social entrepreneurs. It aims to prevent brain drain in the city and get social entrepreneurs involved in innovative problem-solving processes. Since it serves under the Directorate of Vocation Factory, it prioritises the Directorate's motives which are fighting against poverty and creating employment for disadvantaged groups, in their activities to support the social entrepreneurship ecosystem. On the other hand, Giriřimcilik Merkezi İzmir was established as an incubation centre that carries out studies to meet regional and sectoral needs with an entrepreneurial perspective in thematic areas determined every year, taking into account the strategic priorities of the city. The primary aim of the centre is to contribute to the development of İzmir's entrepreneurial ecosystem with basic entrepreneurship training, business development activities, mentoring services and seminars that will guide the entrepreneurial transformation of İzmir and be implemented at the centre.

As discussed in Chapter 2, it is not easy to introduce and embrace entrepreneurialism activities in the municipality by risk-taking. Therefore, these new units sign that İzmir Metropolitan Municipality came to the point that makes a policy to minimize its risk-taking for innovative services. Since the risk belongs to the municipality in municipal entrepreneurialism, supporting the entrepreneurship ecosystem and establishing new units to answer their needs is a way of efficiently using municipalities' limited resources. In addition, supporting the ecosystem brings no risk to the municipality. However, how does it work for the İZBB? Since both the municipality and the social enterprises prioritise social purpose, the municipality shows its eagerness by founding new units and opening training programmes for social entrepreneurs with a prize for the best entrepreneurial idea. Nevertheless, it is clear that they make these without proper feasibility research of the social entrepreneurship ecosystem in İzmir. This part will be discussed in detail in Chapter 4.

As a result, the transition from urban entrepreneurialism to municipal entrepreneurialism in İzmir Metropolitan Municipality has not been completed, yet it is under construction. Together with Tunç Soyer period and his policies implementing on supporting the entrepreneurship ecosystems, this construction process is progressing way faster than before.

CHAPTER 4

FIELD STUDY: “FikrimİZ” AND SOCIAL ENTREPRENEURS IN İZMİR

This field study seeks to find the boundaries of the social entrepreneurship ecosystem in İzmir and its relationship with the municipal unit called FikrimİZ in order to understand how local government can contribute to this ecosystem through policies. For this reason, this study uses quantitative and qualitative data. In this part of the thesis, the field research findings that were held either face to face or via Zoom Meetings due to COVID-19 pandemic conditions between November and December 2021 are issued. In this study, both quantitative and qualitative data were gathered concerning the balance between them. However, this study built on the premises of the qualitative data acquired from the field study. Therefore, the qualitative data gathered from interviews are given in detail. In the field study, semi-structured and relatively unstructured in-depth interviews were done to avoid missing some facts that are expected to uncover.

In addition to in-depth interviews, the data collected through the participant observation of the researcher during the time she spent in FikrimİZ Social Entrepreneurship Programme takes place in this analysis. The participant observation was focused on finding out two points: first, what social entrepreneurs need to establish or improve their social enterprise; second, how the FikrimİZ department construct itself through the demands and needs from the FikrimİZ Social Entrepreneurship Programme. During the programme, both the challenges faced by social entrepreneurs and the boundaries of the social entrepreneurship ecosystem started to reveal themselves. Besides, after the programme ended, several times FikrimİZ department was visited during their activities to find out how they progressed.

Before going into the details of the research sampling, it is necessary to briefly introduce the history of the FikrimİZ Department of İzmir Metropolitan Municipality. First, Fabrikalab İzmir (FabLab) was established on 30 January 2018 with the logic of *prosuming* instead of consuming. “To prosume” is a derived word from *to produce* and *consume* and means a circular relationship between the act of produce and consume with positive or minimum negative ecological and social impact. It indicates the fact that every producer is also a consumer, and every consumer is a producer (Özesmi, 2019). FabLab emphasizes developing projects and ideas that will create social impact with digital production techniques for preventing consumption by repairing or reproducing without constantly purchasing. It aims to bring together individual entrepreneurs, high school and university students, those working in production areas, product designers, SMEs, and corporate firms with its “Do It Yourself, Do It Together” culture. Since it is the first FabLab established by the Metropolitan Municipality in Turkey, it also aims to make fabrication technologies accessible to all İzmir residents in a democratic way and give İzmir residents the power to create their own technologies.

Moreover, another mission of FabLab is to prevent the increasing brain drain, especially among the young population, by offering to learn and produce together, make advanced technologies accessible to everyone. Some of the equipment within FabLab are laser cutter, vinyl cutter, sewing machine, robotic, 3D Printers and 3D scanners. Between 30 January 2018-19 May 2020, FabLab provided free and open service to the public in Halkapınar. In order to make the FabLab experience more effective and move it forward, FikrimİZ was established on May 19 2020, at the Historical Coal Gas Youth Campus. Now, FabLab provides its services under the FikrimİZ department. In the establishment phase, FikrimİZ was planned as a pre-incubator centre due to the demands and needs of FabLab users, aiming to realise social transformation besides technological creativity and progress by nurturing the entrepreneurial spirit.

FikrimİZ held its first event on 1-3 September 2020 with Ideathon (Figure 12). In the idea marathon, 63 young people competed as 17 groups. They tried to answer the questions of what can be done to improve the entrepreneurship and innovation capacity

of the Historical Coal Gas Youth Campus and FikrimİZ, as well as what can be done to develop entrepreneurship throughout İzmir and to prevent brain drain in İzmir. With this event, the roadmap of the FikrimİZ department started to become apparent. Since in this event, demands were about spatial proposals and suggestions were made on community building, collective production and working principle, it was decided to open a space for the young people to let them create a social impact and a community in the public space. This decision affected İzmir Metropolitan Municipality's future policies on supporting entrepreneurship in the city, such as founding *Girişimcilik Merkezi İzmir* (Entrepreneurship Centre İzmir) and supporting İzmir Chamber of Commerce (İZTO) for the foundation of *İzQ* (İzQ Entrepreneurship and Innovation Centre).



The poster for the 'Ideathon' event features the following elements:

- Logo:** 'f!krimiz' with a stylized 'f' in a cube.
- Text:** 'Fikirler Yarışıyor, Gençler İzmir'in Geleceğini Tasarlıyor!' (Ideas are competing, young people are designing the future of İzmir!).
- Dates:** '1-2-3 Eylül 2020' (September 1-3, 2020).
- Deadline:** 'Son Başvuru: 28 Ağustos Cuma' (Final application: Friday, August 28).
- Prizes:** 'Ödüller: 1. Ekip: 10.000 TL, 2. Ekip: 6.000 TL, 3. Ekip: 4.000 TL' (Prizes: 1st team: 10,000 TL, 2nd team: 6,000 TL, 3rd team: 4,000 TL).
- Event Name:** 'ideathon' in a blue, maze-like font.
- QR Code:** A QR code linking to the event website.
- Logos at the bottom:** 'stage.co', 'fabrika tabizmir', 'f!krimiz', 'meslek fabrikası', and 'İZMİR BÜYÜKŞEHİR BELEDİYESİ'.

Figure 12 Call for applications to Ideathon (İzBB Meslek Fabrikası Website)

After the Ideathon was completed, FikrimİZ started "Food Entrepreneurship" and "Social Entrepreneurship" programmes as pilot programmes to develop the entrepreneurship ecosystem of the city. The Food Entrepreneurship Programme aimed to identify potential food start-ups in İzmir, support food start-up business ideas, provide mentoring and business support training, and offer effective development opportunities to the participants. Within the scope of the programme, food entrepreneurship training, business support services, mentoring, and kitchen workshops were held. Then, the Social Entrepreneurship Programme aimed to

strengthen social entrepreneurship in İzmir; therefore, social entrepreneur candidates in İzmir received the necessary entrepreneurship training, develop collaborations, and generate new business ideas. In other words, the main motivation behind that programme is making İzmir a centre of attraction in the field of social entrepreneurship. Within the scope of the program, social entrepreneurship training, workshops and entrepreneurship conversations were organized.

Figure 13 Call for applications to Social Entrepreneurship and Food Entrepreneurship Programmes (İzBB Meslek Fabrikası Website)

The applications made to the programme were selected by the evaluation committee consisting of entrepreneurship experts, according to the suitability of the business idea to the program, innovation, social impact, entrepreneurial team composition, and the problem criteria to be solved. The programme, launched on September 25, 2020, had planned to last for two months and end with a business plan competition in December. However, due to the İzmir Earthquake, the worsening of the Pandemic conditions and the subsequent flood disaster, although the first training started on October 26, 2020, the programme was interrupted; therefore, ended in June 2021.

After completing the pilot programmes, FikrimİZ Department started to visit other entrepreneurship ecosystems and participate in activities related to social entrepreneurship in other cities in 2021. For instance, the department participated in

the social entrepreneurship workshop held in Aydın and provided mentorship services. Also, they visited the incubator centres throughout the year to share experiences. At the end of the year, an international social entrepreneurship workshop was held on 17-19 December by FikrimİZ. With these experiences and the lessons learnt, FikrimİZ Department plans to undergo a spatial transformation in 2022 and become a Social Entrepreneurship Centre. Since it serves under the Directorate of Vocation Factory (Figure 14), it will prioritize the Directorate’s motives which are fighting against poverty and creating employment for disadvantaged groups, in their activities to support the social entrepreneurship ecosystem. Although FikrimİZ was planned as a pre-incubator centre during its establishment phase, it is stated that based on the workshop outputs held in December, the new Social Entrepreneurship Centre will position itself different from the beginning. It is stated that the new centre will prioritize the public sphere, makes policies, and brings communities together.

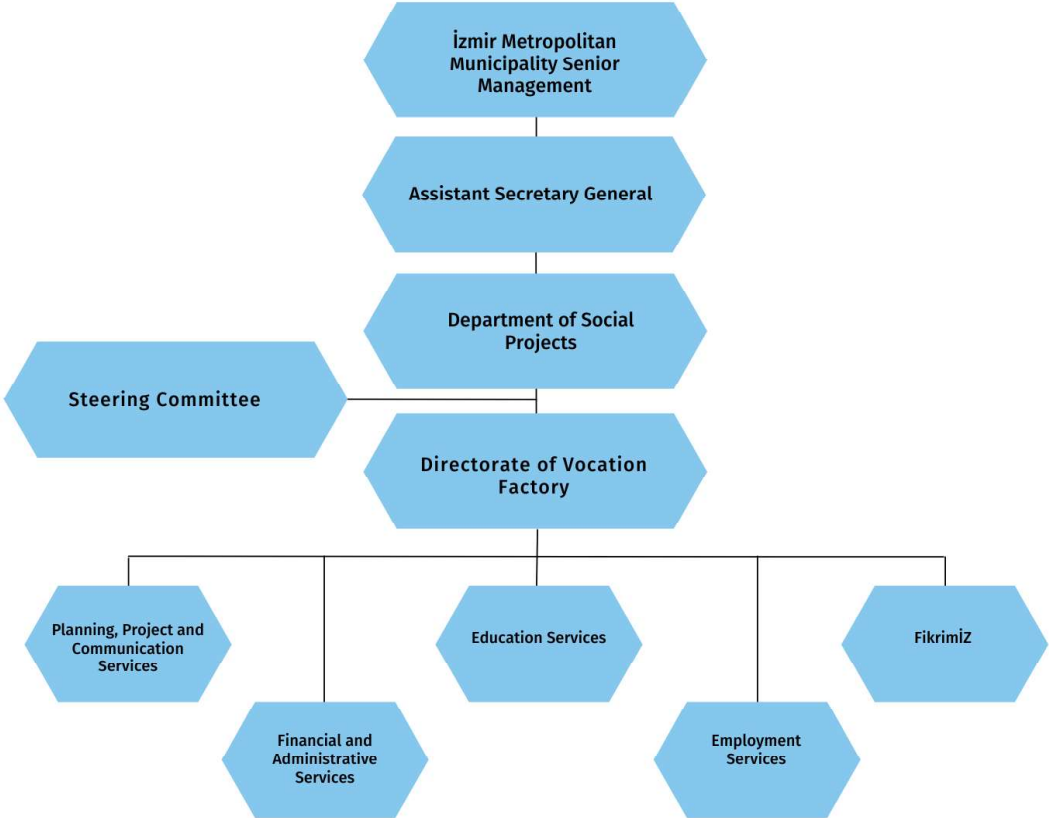


Figure 14 Organisational Chart of Related Municipality Units

The last thing that needed to be said before going into research sampling is that FikrimİZ reached 6273 people through technical visits, ecosystem meetings and events from the establishment of FabLab on January 30, 2018, until November 29, 2021, when the interview was held. Nevertheless, as mentioned before, it is still under construction.

After the brief history of FikrimİZ Department, it is time to move on to the research sampling design. The research sampling was chosen from the FikrimİZ Social Entrepreneurship Programme participants, social entrepreneurs who have a social enterprise established in İzmir or their İzmir representatives, İzmir Metropolitan Municipality employees from related units and professionals working in the social entrepreneurship field. The State of Social Enterprise in Turkey Report (2019) shows that social enterprises are mostly located in major cities. When 45% of social enterprises are located in İstanbul, 13.2% of them are located in Ankara. İzmir follows Ankara with 10.9 % as the third-most location that social enterprises exist. 10.9 % means that there are 14 social enterprises in İzmir (p.53). Considering this data, in total 20 interviews were conducted with 10 social entrepreneurs, 4 FikrimİZ Social Entrepreneurship Programme participants, 4 İzmir Metropolitan Municipality employees from Department of Social Projects, Directorate of Vocation Factory, FikrimİZ, and Girişimcilik Merkezi İzmir, and 2 professionals who are involved in FikrimİZ Programme and working in the social entrepreneurship field. Figure 15 shows the distribution of interviewees in research sampling.

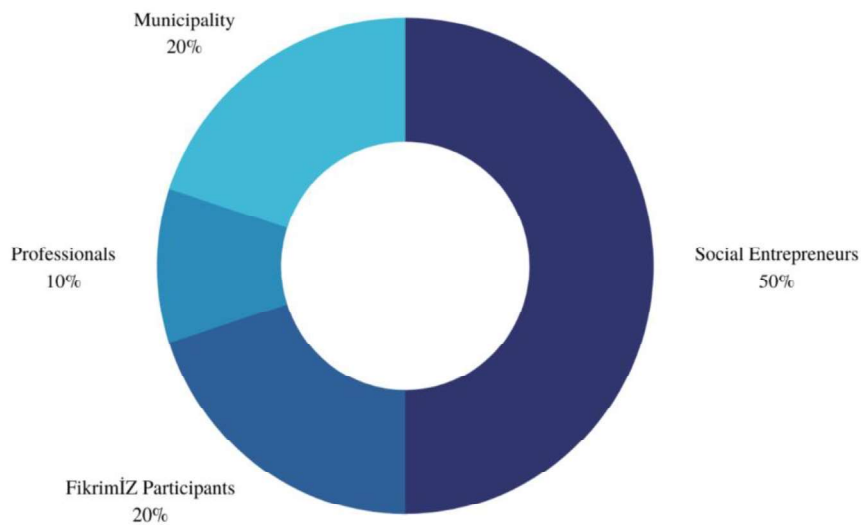


Figure 14 Distribution of Interviewees in Research Sampling

It has to be mentioned ever interviewees were fully informed about the research at the beginning of the interview. In addition, every interview was recorded after the interviewees' consent was taken. The names of the social enterprises and the sectors they are in were mentioned to enable future research about the social entrepreneurship ecosystem in İzmir available. However, quotations were anonymised at the request of the interviewees; therefore, both the name and surname of the narrators and the enterprises were not mentioned in that part.

Under the light of these principles, the raw data held as an output of the interviews are analysed and categorised under five sub-headings.

4.1. General Framework for Social Entrepreneurship Ecosystem in İzmir

During the field research, the question of how İzmir differentiate itself from other cities in terms of social entrepreneurship ecosystem capacity was asked to every interviewee. Since two of them were professionals working in that area, it is appropriate for this part to start with their analysis. These professionals were from

IDEMA and INOGAR Cooperative, which were also consultants in the FikrimİZ Social Entrepreneurship and Food Entrepreneurship Programme. Before going into the details of their analysis for İzmir, a short introduction to their identity would be helpful.

INOGAR defined itself as a social cooperative that does not seek profit instead aims to organize resources for social change and economic independence. It is a co-working space and an incubation centre that brings different actors working in culture, arts, sustainable development, and technology together. Therefore, it works in the fields of Social Value Design, Incubation and Acceleration Program Design and Management, Development and Support of Fair Trade Practices, Creative Space Design and Content Management, Network Management (Inogar Kooperatifi, 2021).

IDEMA, founded by three social entrepreneur co-partners, is a private company. It defines itself as “cultivating, implementing, and actualizing new ideas in the area of socio-economic development in Turkey and various parts of the world”. Since it aims to support social, economic, environmental and cultural development, it has been developing projects by international organisations such as the United Nations and World Bank, national and international civil society organizations, boards of trade and various public enterprises (IDEMA, 2020). Based on their report named “Turkey’s Entrepreneurship Ecosystem Report focusing on Ankara, İstanbul and İzmir”, the current situation of the social entrepreneurship ecosystem in İzmir and the opportunities provided by the city were described as:

“İzmir is a place that is quite different from İstanbul and Ankara as it is a port city having a large hinterland. As we saw in the focus group meetings, we held with entrepreneurs in 2019, entrepreneurs in the ecosystem of İzmir carry out businesses in the fields of food, agriculture, health, and logistics, because İzmir is a port city. Actually, İzmir is the most suitable place for social entrepreneurship among these three cities due to both these differences and being a university city. The fact that there are many well-equipped universities in the city increases the capacity and potential of İzmir in this field.” (I1)

As I1 compares İzmir’s potential entrepreneurship ecosystem with other metropolitans in Turkey and declares it is high, they also mention the city’s disadvantages, which the other interviewees will repeat. A lack of interest and coordination to bring together the

actors in the city, the low number of large companies, and the lack of a vision of R&D departments of these companies to work with entrepreneurs, the inadequacy of the angel investor network can be called as disadvantages in İzmir. Although financing opportunities for entrepreneurs are generally limited in Turkey but for İzmir, there is only one angel investor network: Aegean Young Business Association Angels (EGİAD Melekleri), founded in 2015 by EGİAD. EGİAD angels state that they accept projects in all areas with investment potential. However, there is a focus on products and services that will reduce Turkey's import dependency like technical textiles, seed and gene technologies, biotechnology, health and life technologies, innovative products, services and processes, high-tech products, environment, and renewable energy (EGİAD Melekleri, 2020). Since there are mainly start-ups in the pre-incubation and incubation period in the İzmir ecosystem, these are very advanced levels for start-ups to apply. This may be the reason that the total number of investments made by EGİAD angels is 11. It has described the current state of the social entrepreneurship ecosystem in İzmir in aspects of both social enterprises and the other factors that affect them. It can be said that the disadvantages of being a social entrepreneur in İzmir with the challenges through the process lead social entrepreneurs either to fail or to leave İzmir and try their chance in often in İstanbul.

Before expanding on the data about the organisation forms of the social enterprises in İzmir, a list of the interviewees that have established a social enterprise in İzmir was given in Table 4.

Table 4. List of Social Enterprises Interviewed

| Name | Sector/Aim |
|------------------------------|-------------------|
| Eğlenceli Bilim | Education |
| Tiyatro Medresesi | Culture |
| Maide Mutfak (Kök Basmane) | Food/Culture |
| Nesin Köyleri | Education |
| Başka Bir Okul Mümkün (BBOM) | Education |
| Yavaş Dükkan | Environment |
| Darağaç Kolektifi | Art |
| Arkhe Projesi | Education |
| Tolkido | Education |
| Avukma Kooperatifi | Culture |

4.2. Organisational Form and Social Network Types

Organisational forms and the social network types of social enterprises need to be grasped from various perspectives. Therefore, in this part, social enterprises established in İzmir will be described in terms of their motivation, team building and financial models.

Eğlenceli Bilim: It was founded by a group of parents who were dissatisfied with their children's science education and wanted to play a facilitating role in solving this problem. The Eğlenceli Bilim aims to develop programs to support children's development in applied science. Its financial model is based on three structures. 1) Schools: Sales of science sets and programs suitable for the curriculum, 2) Families: Science sets that families can apply at home with their children, and 3) Corporate Responsibility Packages: Collaboration with NGOs, municipalities, and companies to support the scientific literacy of disadvantaged students.

Tiyatro Medresesi: It was designed by three theatre artists as an international centre for research, creation, and performance to propose solutions to the problems that theatre artists and theatre students faced. It has the motivation that the problems in theatre education can be resolved here, and the quality of acting can be improved. Its financial model is based on workshops and festivals.

Maide Mutfak (late Kök Basmane): Kök Basmane was a food production project established in Basmane neighbourhood to enable the habitants of the neighbourhood, who are mostly migrants from Mardin, Diyarbakır and Syria, to create their own and original recipes while rebranding the neighbourhood in line with its traditional value and forming a district market to sell those authentic foods. Their main focus was strengthening the women workforce in the neighbourhood, using the food production process as a social integration tool. However, it could not create financial sustainability and moved back to İstanbul to be found as Maide Mutfak. In İstanbul, it sustained financial stability. Its financial model is based on catering, sales of packaged food, workshops, R&D service to companies. Maide Mutfak continues its activities under the registered business name of Skare Gıda Pazarlama Ticaret Limited Şirketi.

Nesin Köyleri: Nesin Villages were established by a mathematician due to the inadequacy of university students in mathematics. The motivation behind the story was to teach the professional way of mathematics to young people and encourage them to research mathematics. Its financial model is based on donations and aids made voluntarily by a natural and legal person to the foundation and income obtained from the fees that differ according to the

Başka Bir Okul Mümkün (BBOM): It was born with a group of parents in İstanbul in search of a school to send their children. The idea turned into an initiative within a few months, with parents taking responsibility for the same need. The first vision of BBOM was to detect and overcome the deep-rooted problems in primary education in Turkey by developing education models; then, it was revised as to establish schools that realise the rights outlined in the Convention on the Rights of the Child, enable children to realise themselves, governed by participatory democracy, respect the ecological balance, and are established and run by initiatives made up of families and volunteers without a profit purpose; to spread this educational approach and to set a model for the implementation of other similar schools. In 2014, BBOM İzmir Cooperative. Its financial model is based on members fees, donations, income from activities such as tea and dinner meetings, travel and entertainment, theatre, concerts, sports competitions, and conferences, and income from the association's assets.

Yavaş Dükkan: It was established to support the work of the *Doğa Derneği* and the Seferihisar Nature School. To survive nature and natural culture, it chooses the products it sells among productions that support both endangered species and/or ecosystems and natural culture. It has criteria such as products it sells must be produced in an important Nature Area or produced with a method that maintains the nature-culture, and the produced by a community that keeps the nature-culture alive. Its financial model is based on product sales

Darağaç Kolektifi: It defines itself as an s a non-profit art collective and an open space where new communication strategies are experienced. The motivation behind the establishment of Darağaç Kolektif is the lack of venues where young artists can show their work. Therefore, they aim to transform the neighbourhood into a space where

they can create a common discourse through their art. Their financial model is based on grants and funds.

Arkhe Projesi: It was established by a group of students interested in social sciences. The reason behind the establishment of Arkhe is the dissatisfaction with the quality of education in Turkey, especially in social sciences. Its financial model is based on fees that differ according to programme; sale of olive oil made from the olives harvested from their campus. It continues its activities under the name of Şirince Arkhe Tarım Turizm Eğitim Danışmanlık San. Tic. Ltd. Şti.

Tolkido: It is a system that personalises the visual education cards used by children with autism in their language and speech education and makes them voiceable. The motivation behind the establishment of Tolkido is a personal story. After the co-founder's cousin was diagnosed with autism, he closely witnessed his cousin's education process. Since communication problems and difficulty in speaking are common in children with autism, he realised that the educational process has some problems in our country; therefore, he searched for a more helpful education for children with autism. Its financial model is based on sales of the product. It continues its activities in İzmir under Mental Segment Electronic Limited Company.

Avukma Kooperatifi: The motivation behind the establishment was to provide employment opportunities for women by reviving traditional Efe laces, recipes and transmitting memories for the next generations. In other words, it assumes a cultural mission by reconstructing the products with traditional methods. Its financial system is based on sales of the product.

In addition to these ten social enterprises, four more participants from FikrimİZ Social Entrepreneurship Programme were interviewed within the scope of the study.

CLEANBOT: Participated in the programme with a motivation to clean microplastics in the sea for healthier marine life. They were designing a high-tech system. Their financial model is planned to be based on sales of the product.

Stajyer Avukatlar Dayanışması: it was established to end the systematic violations of trainee lawyers' rights and make them receive the qualified trainee education in Turkey. Since he and his three close friends have been subjected to many cases of abuse and rights violations during their training, they shared their ideas about solving this situation with a friend who is continuing their training at a different bar. However, they see that they are in the same situation in the face of different rights violations. Therefore, they form a 12-person team to work for the same aim. Their financial model is planned to be based on the fee obtained from the employer lawyer due to educating qualified trainees.

Şifa: It is a community established by two teachers to gather women from disadvantaged groups and create nonviolent communication and mindfulness workshops for them.

Yeni Medya Kooperatifi: It was established to produce digital cultural products and to transfer historical data to the future in this way. They were not decided their financial plan.

4.3. Challenges

At some stage in the interviews, the challenges faced by social entrepreneurs and Fikrimiz Social Entrepreneurship Programme participants became common.

- i. *Lack of information or misinformation about what social entrepreneurship is and how it works*: four interviewees stated that they had faced challenges in collaboration with private sectors, NGOs, and municipalities due to not knowing what social entrepreneurship is and how it works. An interviewee I2 said that although they have a good relationship with related units of municipalities, they stuck:

“We overcame this (problem) with our own efforts. We went to the municipality and explained what social entrepreneurship is. We have gone and said, ‘Let us set an example, let us create a project with you.’”
We spent much effort, but we got over it.” (I2)

Another interviewee, I6, states that:

“I think we have proven our age now. We may be missing out on requesting support because our human resources are limited, but I think the municipalities know us well enough because they invite us to their workshops. However, they have such a demand. We experience this a lot. They demand service from us, but they want us to do it for free. They offer cooperation, but they want us to support them voluntarily.”
(I6)

One of the interviewees, I9, criticised the other social entrepreneurs for not knowing the running structure in the social enterprises.

“I am a little uncomfortable with this in our sector. Most people are convinced that this business is not-for-profit. They are trying to solve it with other sources, saying that this is a right and should be free. It cannot be like that.” (I9)

Another interviewee, I10, emphasized that misinformation about what social entrepreneurship is:

“I could not see a social enterprise there. There was no social enterprise. For example ... I love her as a person, but the work she does is not a social enterprise. Every business that serves SDGs is not equal to social enterprise. (Referring someone different) ... also not a social enterprise. What they actually did was working with the logic of association because they did not have a financial model.” (I10)

Moreover, during the field study, the answers show that almost half of the interviewees are not sure whether they are social entrepreneurs. After they heard the definition of social entrepreneurship used in this thesis, they proudly accepted themselves as a social entrepreneur and their enterprises as a good example of social enterprises.

“I am not very familiar with this definition (refers to social enterprise). What does social enterprise mean? (After hearing the definition used in the thesis) I think we fit this definition perfectly, and this is a social enterprise in the true sense of the word. I can even say that we are one of the perfect examples according to your definition. ... I guess many of the institutions are not aware of this concept. If the awareness and

knowledge about this concept increased, our self-confidence about the work we do would increase too.” (I3)

Another interviewee said this:

“In order to answer whether we are suitable for the social entrepreneurship example or not, it would be better if I first hear what social entrepreneurship is. I believe I can answer better if our answer is common. (After the explanation of the concept of social entrepreneurship) Actually, you are saying exactly what we practice.” (I5)

- ii. *Lack of legal framework for social enterprise*: some of the interviewees who were already accepted themselves as social entrepreneurs express the ambiguity of legal form in the first days of their enterprises experienced.

“We are talking about structures that do not fit anywhere in the legislation. The fact that they do not fit anywhere in the legislation comes back to us as annoying problems. These may be penalties or accounting problems. Administrative fines always come and go to such institutions (they refers to social enterprises). For example, we have been to İzmir Provincial Directorate of Associations many times. They were so ignorant about this issue; therefore, we had to make our own way. In the end, we were fined because we had done it wrong. However, we had consulted these institutions about it, but they could not had given an answer.” (I9)

Another interviewee complains about the ambiguity of their legal forms:

“There is no equivalent for social entrepreneurship in Turkey. We are stuck between, for example, whether we are social entrepreneurs or limited liability companies. There are no laws protecting the rights of social enterprises in Turkey, so it requires being a limited or joint-stock company before the state and banks. We introduce ourselves as a commercial enterprise when we go to the bank to take a loan and introduce ourselves as a social enterprise while participating in competitions. In short, we introduce ourselves on a case-by-case basis. It is not very clear what we are.” (I10)

Interviewee I10 also emphasised the problems of finding financial resources due to this issue:

“You cannot get government support such as KOSGEB or TÜBİTAK by saying that you are a social enterprise. Even the President himself said social entrepreneurship was important and would support it. Because these grants are only open to the application of commercial companies.”

Some others referred to why they choose their current legal forms as there is no legal form defined for social enterprises:

“For example, we are trying to become an association. The reason is to increase our opportunities, apply for funds and enter international networks. On the one hand, we also aim to be able to carry out our work under an ‘official/legal’ title and to show that these efforts will continue.” (I8)

- iii. *Limited Financial Resources*: as mentioned under the sub-heading “4.1. General Framework for Social Entrepreneurship Ecosystem in İzmir”, the interviewees also mentioned the lack of sufficient financial resources in İzmir as one of the challenges.

Interviewee I10 said that:

“I have to go to İstanbul a lot because both the entrepreneurship ecosystem and the business world are there. İzmir is very introverted in this regard. There is no association/foundation in İzmir that can take its influence out of its district. There are no investors in İzmir. Yes, there is EGIAD; however, they count the 100 thousand liras as an investment.”

Another Interviewee stated that they do not know who the investors in İzmir are:

“I live in İzmir and try to establish a social enterprise in İzmir, but I know investors in İstanbul more. I hear their names more because they invest or sponsor events. If there is an investor in İzmir, I do not know who and where they are, and what they are doing. I wish I knew.” (I12)

One of the interviewees points out the fact that they spend much more time in İstanbul and Ankara, due to financial support coming from the people in those cities:

“The problems experienced in this regard (building and maintaining a social enterprise) will not be explained even if I speak all day, but we had the most difficulty in finding money. We first received money from friends and family, and then we found money from affluent acquaintances. Since most of these acquaintances are in İstanbul, we visit İstanbul a lot. In fact, some of the co-founders spend a longer time in İstanbul than they are in İzmir.” (I9)

- iv. *Not having sustainable finance yet:* Although most of the interviewees have already settled financial models in their enterprises, having sustainable finance is a challenge either they faced in the first year of the enterprises or still have experienced. In addition, all four interviewees from the FikrimİZ Social Entrepreneurship Programme express that they experienced the feeling hesitant to whether their business model would maintain financial sustainability. Therefore, they are taking slow the next step for their enterprise.

The interviewee, I3, shares the dilemma they were in caused by not having financial sustainability:

“While it is very busy here in the summer, nothing happens in the winter. Therefore, we have many difficulties in terms of financial and administrative sustainability in the winter. We somehow manage, but we cannot give as many scholarships as we want to give or we cannot do some activities. We contacted some institutions and organizations for sponsorship to solve this situation, but we could not find a solution. I want to tell an anecdote on this subject. One day, a capitalist entrepreneur came here and immediately asked how many people come and how much we earn. After hearing our answers, he said ‘are you crazy? As a commercial venture, this place is a complete disaster’. We are caught between sustainability and social entrepreneurship sometimes, and we have to give up our scholarships in order to make here survive.” (I3)

Another interviewee said:

“We survived with *imece* (kind of cooperation between the members of a group) for the first three years. Later on, we wanted to take our work one step further. However, the work we do is costly, so we applied a project call to take a fund and received a positive response. Currently,

we survive with funds and individual contributions, but this is not sustainable. We are looking for new ideas to be sustainable.” (I8)

- v. *Bureaucracy*: Some interviewees emphasised that bureaucracy is a challenge they either had to spend much effort or could not overcome. Almost all interviewees stated that the slow pace of bureaucracy decreased their motivation to create social change. Findings of the field research show that bureaucracy is the most affecting challenge on the interviewees’ relations with the municipality. Due to the slow running of bureaucracy, their desire to work with the municipality decreases.

The interviewee, I14, explains their tiredness from the running structure of the municipality:

“If the municipality really wants to do something in this area, it should reevaluate its institutional structure. For example, there is the mayor, a general secretary under him, and assistant secretaries, managers, and deputy directors under them. You know, you are explaining an idea to someone and waiting for eight months, not knowing whether the idea will come out or not. Because the idea is being delivered from the bottom to the top. People wait months to hear a "no". The municipality needs to revise this process. For example, my idea is racing against time, and everything progresses very slowly in the municipality.”

Another interviewee, I10, also pointed out the length of time they wait for a response from the municipality.

“We have talked to the municipal units, even the mayor of the metropolitan municipality, and he directed us to the relevant units. These units said that they would prepare a project and contact us. Six or seven months have passed, we heard nothing at all from them. They do not even answer our phones right now. They do not care to give even a negative response.”

Along with the length of time spent awaiting a response, interviewee I4 also attributes failure in their first attempt to build a social enterprise to the slowness of the bureaucracy in the municipal part.

“We originally planned to do this as a project with İzmir Metropolitan Municipality. Perhaps the biggest reason for our failure is that we had not known how the local governments work. As the process on the municipality part took too long, we gave up.”

- vi. *Maintaining the motivation*: It has been identified as a challenge for some interviewees while as an element of encouragement in sustaining the social enterprise for others. In other words, it serves sustainability in both positive and negative terms.

The interviewee, I11, explains the dramatic decrease in the number of teammates with a loss of motivation:

“Since I was a common ground that brought everyone together when we first started, the organization was developing rapidly depending on my energy. I tried to distribute it to the teams and ensure everyone finds their own motivation. However, when I got away for a month, many of my teammates no longer wanted to work. They lost their faith, their motivation to work for our aim. Some have begun to think that it is unreasonable to work in this field. First, we dropped from 23-24 people to 6, then six to three people. We are currently continuing our work as three people.”

However, another interviewee emphasised that although they were working longer hours with lower salaries comparing commercial enterprises in the same sector, maintaining the motivation in the team is the primary reason they can sustain their enterprise.

“The biggest motivation that holds the team together is that we are actually a social enterprise. We work with talented young people whose salary expectations and internal motivations differ from other people. For example, while it is very difficult for us to recruit a METU graduate under normal conditions, we can achieve this here because we are together with people who have the same worldview and the same motivation.” (I10)

4.4. Relations with Municipality

Under this topic, the relationship between the municipal units and social entrepreneurs are indicated from the data obtained from the field study. As is discussed above, many

interviewees pointed out that slow pace of bureaucracy and the lack of knowledge about the social entrepreneurship concept have severe effects on the relations. In terms of relations with the municipality, all interviewees were asked whether they had contacted the municipality either their establishment phase or later or not and whether they heard anything about the FikrimİZ department and its Social Entrepreneurship Programme. In addition, the ones who contacted the municipality several times were asked whether they could see any difference between the last two mayors' approaches to themselves.

Two of the interviewees stated that they definitely do not want any help or attention from the metropolitan municipality due to their previous bad experiences. Also, another interviewee expressed that they are in despair of the municipality and İzmir. The distinctive characteristic they all have together is a successful business model that makes them sustainable.

I5 expresses the reasons for not asking for support from the municipality as follows:

“We did not receive any support from the municipality in our establishment phase. On the contrary, we encountered more obstacles. Now we can communicate with the district municipality at least, and the relationship with Tunç Soyer is better. However, we did not receive any support from the municipality from the beginning, and then the municipality did not come and ask us if we needed anything. I am talking about many years ago. Therefore, we adopted the following stance throughout the process: we did not get their support, nor do we want to. So they should not mess with us.”

However, later I5 stated that their relations with the Metropolitan Municipality had improved in the last two or three years, and they were in touch with Tunç Soyer for a project.

Also, the other interviewer, I9, said by referencing Diogenes as follows:

“All we need is that they would ‘stand out of our sunlight.’”

When the difference in the approaches of the mayors was asked to the interviewees who had been in touch with the municipality in both Kocaoğlu and Soyer periods in

some phases of their entrepreneurship, fell into two groups as equal by their answers. One group stated that there was no difference between the attitudes, and the other group said that there was only a bit more progress with Soyer. One interviewee, I8, exemplifies this progress as:

"He (*refers Soyer*) visited us. We explained who we are and what we are doing. He listened and said that we should have been supported, then we have never heard of something from the municipality part from that day. However, let 's be honest, the budget municipality separate for our field of work (*not for them*) is increased a little. I mean, if Kocaoğlu had put 10% of the budget, Soyer put it of 15%. It is still deficient."

Moreover, the social entrepreneur group of interviewees were asked whether they heard about FikrimİZ Department or knew any studies made by the municipality related to social entrepreneurship. Again, half of the interviewees stated that they never heard, and the other half has said they knew the department and the Social Entrepreneurship programme. The ones who heard of the Programme were asked if they applied to the Programme, they stated that either they did not have time to spend those all-day trainings or their enterprise was too developed for that kind of a programme.

It was revealed in these interviews that many interviews feel inadequate in communicating with the municipality. In fact, this feeling of inadequacy manifests in the interviewees in two ways. While one group stated that they did not know which unit of the municipality to contact and what they could demand or explain themselves, another group stated that they contacted the municipality many times but could not fulfil even their very simple requests even the request is about infrastructure services such as waste collecting or fixing the road. The latter group interpret this situation as they may be the reason of this communication problem by saying "perhaps we did not explain our problem correctly" (I3) or "we may not have the capacity to maintain communication professionally" (I6).

During the field research, it is interesting to find that although both social entrepreneurs and FikrimİZ Programme participants have something to say about the

relations with the municipality, Programme participants criticised the municipality stronger than the others.

So, for what reasons FikrimİZ has failed? Both internal and external factors lead to the failure of FikrimİZ. Internal factors can be listed as the municipality's lack of information about SE, the institutional capacity of the municipality, not having a proper feasibility report for that department, and long bureaucratic processes, as the participants in the fieldwork stated. On the other hand, external factors are also the reasons behind the failure. These factors are a lack of shared understanding about SE in Turkey, lack of legal framework, limited budgets and investor networks and lack of solidarity between the social enterprises.



CHAPTER 5

CONCLUSION

This thesis aims to research and analyse the social entrepreneurship ecosystem in İzmir, its potential contribution to the development of the city and the policies of İzmir Metropolitan Municipality (İzBB) towards social entrepreneurship. In this respect, a brief introduction that contains the aim and the scope, research methodology and structure of the thesis are explained in the first chapter. Then, in the second chapter, urban entrepreneurialism and municipal entrepreneurialism are discussed as theoretical instruments that enable to study of social entrepreneurship as an urban tool of municipal entrepreneurialism.

Since there is no consensus on the definition of social entrepreneurship in the literature yet, at first thought, it may sound like an oxymoron because these “social” and “entrepreneurship” words are usually associated with the opposite contexts. While entrepreneurship is about exploiting the opportunities to provide products or services that bring profit, social is mainly considered as the problems derived from the unjust market conditions that needed to be solved by either government or NGOs. However, social entrepreneurship is redefined regarding the literature review as follows to make it clear how and why it is not an oxymoron: the exploitation of opportunities in order to provide an innovative product or service **to satisfy an unmet need that the public or private sector will not or cannot meet** (Thompson, Alvy, & Lees, 2000), **with prioritizing social benefit** maximization rather than profit (Peredo & McLean, 2006; Stoffers, Gunawan, & Kleefstra, 2018). Since social entrepreneurs are accepted as agents of change trying to solve the unsolved problem, they must have financial sustainability to continue what they do (Mair & Marti, 2006; Zahra, Gedajlovic, Neubaum, & Shulman, 2009). Therefore, non-profit organisations that create social impacts are not considered social enterprises in this thesis. It is vital to understand that

social enterprises differentiate from NGOs by having a financial model based on product or service sales. They trade for a social purpose. Also, they differentiate from commercial entrepreneurship due to profit maximisation is not the core of their enterprises. While commercial enterprises prioritise profit, social enterprises prioritise social benefit. Therefore, they choose to satisfy unmet needs that commercial enterprises do not prefer to enter the market. Then how do they be a sustainable enterprise in competitive market conditions? First of all, social enterprises' products have to compete with the commercial enterprises' products; therefore, the features such as quality, design, packaging have importance (Ferdousi, 2017). Then, social enterprises provide products or services with higher prices due to fair salaries and the use of sustainable resources (energy, recycled materials, etc.). Nielsen's study (2014) found that 55% per cent of consumers are willing to pay more for products and services from enterprises that are committed to positive social and environmental impact. This ratio increased compared to their past studies, and it is projected that the increase will continue.

After clarifying the definition used for social entrepreneurship and why it is not an oxymoron, European and the United States traditions are examined through the literature to understand why and how they have differences and commonalities. And then, the legal frameworks for social entrepreneurship are discussed through cases of the United Kingdom, the United States, and Turkey to locate where Turkey stands both in literature and the implementation part of social entrepreneurship. While there is no legal framework for social entrepreneurship in Turkey, different types of economic formations used by social entrepreneurs are discussed through the recent reports focused on the case of Turkey. Furthermore, to understand possible reasons behind the disorder in the concept of social entrepreneurs in the country, the researcher has briefly discussed the historical process of social benefit creation.

In the third chapter, to better understand if there is a transition from urban entrepreneurialism to municipal entrepreneurialism in İzmir, changes in the local development policies and actions between the early 1970s and 2021 are analysed. Moreover, a discussion about how social entrepreneurship became an urban policy tool in the hand of municipal entrepreneurialism takes place through the city's last

three mayors. It is seen that while neoliberal policies resulted in decreased budgets for local governments, municipal entrepreneurialism has emerged as an answer sought to search for an alternative way of service provision in the case of İzmir. As different political parties have held the central and local governments for over two decades in İzmir, the tension between the political parties has resulted in more tension in budget allocation from the central government. Therefore, the municipality started to become an innovator and use the social entrepreneurship concept as a tool of municipal entrepreneurialism. From these perspectives, the fourth chapter provides the boundaries of the social entrepreneurship ecosystem in İzmir, the efforts and policies of the FikrimİZ department, the framework for FikrimİZ Social Entrepreneurship Programme and the overview of actors' experiences in İzmir social entrepreneurship ecosystem. According to results from the field study and the literature reviews, it is vital to ask that as a new tool for municipal entrepreneurship, why FikrimİZ failed? Table 5 summarises the reasons below.

Table 5 Internal and External Factors Behind the Failure of FikrimİZ

| Internal Factors | External Factor |
|--|--|
| Municipality's lack of information about <ul style="list-style-type: none"> • the SE concept, • the İzmir SE ecosystem • Place of İzmir SE ecosystem in Turkey | Lack of clarified and shared understanding of social entrepreneurship and social enterprises concepts in Turkey |
| Institutional capacity of Municipality <ul style="list-style-type: none"> • Lack of human capital (four roles: catalysts, stewards, mediators, deliverers (The APSE Report, 2012)) • The inadequate budget allocated by the municipality for supporting the SE ecosystem | Lack of a legal framework that regulates social enterprises |
| Not having proper feasibility research and study to make a future projection for SE policies and implementations so that keeping the youth and social entrepreneurs in İzmir | The limited budget transferred by the central government to the municipality due to political tensions |
| Long Bureaucratic Processes in communication to social entrepreneurs | The limited financial investor network in İzmir Lack of communication and network among the social entrepreneurs in İzmir |

As it is introduced before, İzmir is the third-most home to the social entrepreneurs in Turkey, with 14 social enterprises. However, in the part where the challenges faced by social entrepreneurs discussed, although they founded their enterprises in İzmir, they are looking for a way to move to other cities like İstanbul or Ankara due to opportunities and the support provided. Therefore, this chapter concludes this study with the final analysis of the field research to present policy suggestions to İzmir Metropolitan Municipality and all other local governments, which may use this analysis to integrate their policymaking process.

The main findings of the field research and the policy suggestions related to those findings are listed as follows:

- i. A legal framework and/or accreditation system for social entrepreneurship should be established.

Lack of legal framework or accreditation system is the main problem social entrepreneurs face both in İzmir and countrywide. The lack of a legal framework leads to financial problems such as paying high taxes, being unable to apply for grants or loans due to their legal forms. This problem, which can be solved at the central government level, is the first problem needed to be solved in order to create a space for social enterprises for their economic sustainability. An accreditation system may also solve the problems derived from the lack of regulations in the short term. For instance, if an enterprise can be accredited according to criteria such as its organisation type, business model and social impacts, this may make the enterprise able to apply for loans or develop more collaborations.

- ii. Municipal units should receive capacity-building training about social entrepreneurship and how the municipality can cooperate with them for service provision.

This is the second biggest problem social entrepreneurs face by developing collaborations with public or private institutions. Local governments should carry out capacity-building training on this subject and ensure that all the departments and corporates working under the municipality are informed about

the concept of social entrepreneurship. Although there is a lack of clarified and shared understanding of social entrepreneurship and social enterprises concepts in Turkey, clarification is a good starting point for municipalities before the policymaking process. Thus, the problems experienced in the communication between social enterprises and the municipalities caused by misinformation can be eliminated.

- iii. Professional Chambers, Chamber of Commerce, and companies in the city should be encouraged to participate in investor networks and collaborate with social enterprises.

When there is a lack of investor networks for social enterprises, encouraging the possible investor to be involved is vital. Professional Chambers, Chamber of Commerce, and companies may collaborate with the municipality and provide support with the social entrepreneurship programmes.

- iv. A network/platform should be created where social enterprises can be informed and cooperate with each other. (FikrimİZ Department)

In the case of İzmir, FikrimİZ department, since it was designed as Social Entrepreneurship Centre, should map where social enterprises are based in İzmir and in which field they have activities. Through this map, social enterprises can interact with each other and act with solidarity.

- v. The municipality should increase the visibility of social enterprises through means of ad boards, billboards, etc.
- vi. The idle resources belonging to the municipality should be allocated to social enterprises at affordable prices.
- vii. The local government should assign a place that can be used as a co-working place and ateliers by social entrepreneurs. (Example of IDEA, Kadıköy Municipality)
- viii. Municipalities may include activity targets related to social entrepreneurship or can cooperate with social enterprises to complete the targets in their Strategic Plan. (example: scholarship for students, art exhibitions, etc.)

In this thesis, the social entrepreneurship ecosystem is studied with respect to its relation with the local development as a tool of municipal entrepreneurship. Although COVID 19 pandemic conditions and the current economic crisis in the country are the limitations for reaching out to the social enterprises in İzmir, 10 out of 14 social enterprises in İzmir participate in this study. Moreover, the lack of legal framework and the shared understanding of social entrepreneurship are the difficulties to identify social enterprises. Therefore, some social entrepreneurs also have difficulties identifying themselves as social enterprises. However, further studies might include participants from other cities such as İstanbul and Ankara, as they are the other major cities that social enterprises founded, and compare the SE ecosystems and the local governments' attitudes towards them.

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APPENDICES

A. APPROVAL OF THE METU HUMAN SUBJECTS ETHICS COMMITTEE

UYGULAMALI ETİK ARAŞTIRMA MERKEZİ
APPLIED ETHICS RESEARCH CENTER

DUMLUPINAR BULVARI 06800
ÇANKAYA ANKARA/TURKEY
T: +90 312 210 22 91
F: +90 312 210 79 59
ueam@metu.edu.tr
www.ueam.metu.edu.tr



ORTA DOĞU TEKNİK ÜNİVERSİTESİ
MIDDLE EAST TECHNICAL UNIVERSITY

Sayı: 28620816 /

27 EKİM 2021

Konu : Değerlendirme Sonucu

Gönderen: ODTÜ İnsan Araştırmaları Etik Kurulu (İAEK)

İlgi : İnsan Araştırmaları Etik Kurulu Başvurusu

Sayın Doç.Dr. Mustafa Kemal BAYIRBAĞ

Danışmanlığınızı yürüttüğünüz Gizem AKDOĞAN'ın "Kentsel Girişimcilikten Belediye Girişimciliğine: İzmir Büyükşehir Belediyesinde Sosyal Projeler Örneği" başlıklı araştırması İnsan Araştırmaları Etik Kurulu tarafından uygun görülmüş ve 422-ODTU-2021 protokol numarası ile onaylanmıştır.

Saygılarımızla bilgilerinize sunarız.



Prof. Dr. Mine MISIRLISOY
İAEK Başkanı

B. TURKISH SUMMARY / TÜRKÇE ÖZET

1920'lerde Max Weber'in etkisi altında işletmeler, girişimciler ve girişimcilik fonksiyonları araştırılmaya başlanmıştır. O günden bugüne akademisyenler "girişimcilik" üzerine çalışmalar gerçekleştirmektedir. 1990'lardan itibaren ise "sosyal girişimcilik" kavramı hem akademisyenlerin hem de özel sektör ve kamuoyunun dikkatini çekmektedir. Son yıllarda Türkiye'de de ilgi görmeye başlayan sosyal girişimcilik hala ülkemiz için yeni bir kavramdır. Her ne kadar tanımı üzerinde bir fikir birliği olmasa da sosyal girişimcilik çalışmaları hızla artmaktadır. Artan çalışmalara rağmen bu konu yerel yönetim perspektifinden nadiren tartışılmıştır. Bu yüksek lisans tezi, yerel yönetimlerin sosyal girişimciliğe nasıl yaklaştığını ve İzmir Büyükşehir Belediyesi örneğinde kentsel girişimciliğin belediye girişimciliğine nasıl dönüştüğünü daha iyi anlamayı amaçlamaktadır. Bu çalışma kapsamında, Ahmet Piriştina, Aziz Kocaoğlu ve Tunç Soyer'in başkanlık dönemlerinde İzmir Büyükşehir Belediyesi'nin belediye girişimciliğine ilişkin politika ve eylemleri ile İzmir'deki sosyal girişimcilik ekosistem dinamikleri incelenmiştir.

Yukarıda da belirtildiği gibi kırk yılı aşkın süredir Amerika Birleşik Devletleri'nde ve Avrupa'da büyük bir ilgiyle çalışılan sosyal girişimcilik kavramının tanımı üzerine hala ortaklaşmış bir görüş bulunmamaktadır. Aslan, Araza ve Bulut'un (2012) gerçekleştirdiği sosyal girişimcilik literatür taraması çalışmasına göre bu süre zarfında sosyal girişimcilik üzerine birçok tanımlama ve kavramsal çerçeve çalışmaları yapılmıştır. Son yıllarda Türkiye'de de ilgi görmeye başlayan bu kavram, Türkiye'deki öncü sosyal girişimciler tarafından halka ve kamu kurumlarına tanıtılmaya ve benimsetilmeye çalışılmaktadır. Ne var ki henüz yeni olan Türkiye Sosyal Girişimcilik Ekosistemi de henüz kendi arasında bu tanım üzerine bir anlaşmaya varamamıştır. Dolayısıyla bu kavram hem sivil toplum hem kamu kurum ve kuruluşları tarafından şekillendirilmeye muhtaçtır.

Bu kapsamda tezin teori bölümünde kentsel girişimin belediye girişimciliğine dönüşümünü görebilmek ve sosyal girişimciliği belediye girişimciliği faaliyetlerinin geldiği son nokta olarak tartışmak amaçlanmıştır. Bu hususta hali hazırda gelişkin bir kentsel girişimcilik faaliyetleri bulunan İzmir Büyükşehir Belediyesi, belediye girişimciliğine yönelik bir geçiş süreci yaşamakta olduğu için vaka çalışması olarak seçilmiştir. İzmir Büyükşehir Belediyesi gerçekleştirdiği politika ve girişimcilik faaliyetlerinde toplumsal faydayı gözetme çabası içinde bulunurken, belediye girişimciliğinin ayırt edici özelliklerinden biri olarak bu faaliyetleri kendisi yönetme çabasına girmiştir. Bu çaba, İzmir Büyükşehir Belediyesi'nin içinde bulunduğu süreci tartışırken belediye girişimciliği kavramını tartışmayı da zorunlu kılmaktadır. Bu çabanın bir sonucu olarak kentte gerçekleştirilen sosyal girişimci yaratma ve bu alandaki faaliyetlerini destekleme politikaları ise sosyal girişim ve sosyal girişimcilik kavramını dünya ve Türkiye özelinde tartışmayı gerekli kılmıştır.

Hizmet sunumu ve yerel kalkınma politikaları alanında kentleşme ve kentsel değişim her zaman önemli bir rol oynamıştır. 1980'lerin sonlarında ise bu alanda kentsel girişimcilik tartışmaları literatürde önemli bir yer tutmaya başlamıştır. David Harvey'in 1989 yılında yazdığı "From managerialism to entrepreneurialism: the transformation of urban governance" başlıklı makalesi, kısa sürede kentsel yönetim tartışmaları için bir klasik haline gelmiştir. Harvey, bu makalede kentsel yönetimin kapitalist gelişmelerle birlikte kentsel yönetime yönelik tutumların yeniden yönlendirilmesiyle kentsel girişimciliğe geçişe yol açtığını savunmaktadır. Kentsel girişimcilik tartışmasının ayrıntılarına girmeden önce, kentsel yönetim kavramının ana hatları ve kentsel girişimciliğinden farklılaştığı noktaları gözden geçirmek önemlidir.

Lauermann'ın (2017) belirttiği üzere hem kentsel yönetim hem de kentsel girişimcilik kavramları, kentsel büyüme ve yerel yönetimlerin kentsel kalkınmadaki rolüne odaklanmaktadır. Kentsel yönetim, finansmanlarını dış kaynaklardan elde eden yönetim ve planlamadaki bürokratik formları ifade ederken, kentsel girişimcilik ise kar getiren girişimler oluşturmak ve bunları sürdürmek için özel sektörle iş birliği içinde olması gereken yönetim kaynaklarını ifade etmektedir. Bu görüş farklılığı esas olarak tarihsel geçmişlerinden kaynaklanmaktadır. Kentsel yönetimin tarihi Geleneksel Kamu Yönetimi anlayışının uygulandığı refah devleti politikaları kadar

geriye gitmektedir. Geleneksel Kamu Yönetimi; sanayileşme, kentleşme ve modern şirketlerin yükselişi gibi yirminci yüzyılın ortalarındaki koşullar tarafından şekillendirilirken (Bryson, Crosby ve Bloomberg, 2014), kentsel yönetim kavramı da aynı koşullarla şekillenmiştir. Bu nedenle, 1970'lerin başındaki ekonomik krizle birlikte, Geleneksel Kamu Yönetimi Modeli Yeni Kamu Yönetimi savunucularından sert eleştiriler almaya başlamıştır. Aynı zamanda kentsel yönetim anlayışı da kentsel girişimcilik savunucuları tarafından eleştirilmeye başlanmıştır. Bu süreçte refah devleti politikalarının terk edilip neoliberal politikaların benimsenmesiyle, yerel yönetim bütçeleri de devleti küçültme yönelik politikaların bir parçası olarak azaltılmış; dolayısıyla kentteki politik, kültürel ve örgütsel uygulamalara yönelik tutumlar da değişmeye başlamıştır.

Kentsel girişimcilik kavramına daha detaylı olarak bakıldığında ise Harvey'in (1989), kentsel girişimciliği dört temel politika başlığına ayırdığı görülmektedir. Bunların ilk iki türü olan mal ve hizmet üretimi için rekabet ile yerelde gerçekleşen tüketim payının artırılması hedefleri İzmir için geçerlidir. Bu sebeptir ki bu çalışmada sadece bu iki tür üzerine tartışmalar geliştirilmiştir. Hem mal ve hizmet üretimi için rekabet hem de yerelde gerçekleşen tüketim payının artırılması politikaları aslında aynı amaca yöneliktir. Amaç kentin cazibesini artırarak kente yatırım çekmeyi sağlamaktır. Böylece Harvey'in de belirttiği gibi özel sektörü kente yatırım yapmaya çekmek için kentler arası rekabet artmaktadır. Bunun sonucu olarak kentsel girişimcilik kentteki istihdamın artması, yerel kalkınmanın gerçekleşmesi ve çevresel yapının iyileşmesine katkıda bulunurken aynı zamanda kentsel yoksullaşmaya ve gelir ve zenginlik dağılımındaki eşitsizliğin de artmasına neden olmaktadır. Bu noktada yerel yönetimlerin yerel kalkınmadaki rol ve etkilerini kapsamlı olarak düşünmek gerekmektedir. Belediye girişimciliği kavramı ise kentte ortaya çıkan bu olumsuz etkiler üzerine gelişmeye başlamıştır.

Shearmur ve Poirier (2017), belediyelerin kendi başlarına yenilikçi olabileceğini ve yönetim sorumluluklarına ürün, süreç veya hizmet yenilikleri getirebileceğini iddia etmektedir. Shearmur ve Poirier'in (2017) vurguladığı gibi, inovasyon bir sorunu çözmek için yeni fikirler üretmek ve uygulamak olarak kabul edilirse, kâr veya büyüme motivasyonu Harvey'in (1989) iddiasının aksine artık merkezde yer

almamaktadır. Diğer bir deyişle yerel yönetimlerin girişimcilik faaliyetleri mutlaka sermaye birikimi veya ekonomik büyümeyi hedeflemeyebilir (Leyden ve Link, 2015 aktaran Shearmur & Poirier, 2017). The Association for Public Service Excellence (APSE) (2012) Raporu'nun gösterdiği üzere belediyeler maliyetlerini azaltmak veya bütçe kesintilerini dengelemek için ek gelir elde etmek için kamu hizmetlerinin sunumunda yenilikçi değişiklikler yapabilir.

Özel sektörle ortaklık olmadan belediyenin bir girişimcilik faaliyetini tanıtması ve benimsenmesi bütçesel olarak zordur. Çünkü girişimcilikte risk genellikle bireyin kendisine ait bir kişisel finansal risktir; fakat belediye girişimciliğinde bu risk sadece yerel yönetimin kısıtlı kaynaklarını boşa harcanması, zaman, hesap verebilirlik ve güven kaybına neden olabilir. Bu nedenle belediye girişimciliği hususunda, belediyeler insanların güvenini riske attıkları için yeniliğin maliyet ve faydalarını birlikte düşünmelidir. Leyden ve Link (2015) kentin ekonomik büyümesinin tüm bu riske rağmen belediye girişimciliğinin kaçınılmaz bir amacı olduğunu belirtmektedir. Bu noktada bu tezde belediye girişimcilik politikalarının geldiği son nokta olarak belediyelerin sosyal girişimcilik üzerine olan faaliyetler ve politikalarını analiz etmektedir.

Daha önce bahsedildiği gibi sosyal girişimcilik kavramı 1990lı yıllardan bu yana farklı akademik geçmiş ve kültürel altyapıya sahip akademisyenler tarafından tartışılmaktadır. Bu sebeptendir ki henüz üzerine uzlaşmış bir tanıma sahip değildir. Bu tez sosyal girişimcilik kavramını “kamu veya özel sektörün karşılayamadığı veya karşılamayı tercih etmediği bir ihtiyacı (Thompson, Alvy ve Lees, 2000) kâr yerine sosyal fayda maksimizasyonuna öncelikleyerek (Peredo ve McLean, 2006; Stoffers, Gunawan ve Kleefstra, 2018) karşılamak olarak tanımlamaktadır. Sosyal girişimciler, toplumsal bir sorunu çözmeye çalışan değişim araçları olarak kabul edildikleri için finansal sürdürülebilirliğe sahip olmalıdırlar (Mair ve Marti, 2006; Zahra, Gedajlovic, Neubaum ve Shulman, 2009). Bu nedenle, sosyal etki yaratan fakat kâr amacı gütmeyen kuruluşlar bu tezde sosyal girişim olarak değerlendirilmemiştir. Türkiye'nin hem sosyal girişimcilik literatüründeki yerini hem de bu kavramın uygulanması noktasında nerede durduğunu anlamak adına Birleşik Krallık, Amerika Birleşik Devletleri ve Türkiye örnekleri detaylı olarak incelenmiştir. Bu karşılaştırmanın

sonucunda ortaya çıktığı üzere diğer iki ülkede sosyal girişimciliği ve sosyal girişimleri detaylı olarak düzenleyen yasalar bulunurken Türkiye’de sosyal girişimcilik için yasal bir çerçeve bulunmamaktadır. Bu da Türkiye’deki sosyal girişimlerin karşılaştıkları en büyük soruna işaret etmektedir.

Tezin üçüncü bölümünde ise vaka çalışması olarak seçilen İzmir Büyükşehir Belediyesi’nde kentsel girişimcilikten belediye girişimciliğine dair bir geçiş olup olmadığını daha iyi anlamak için 1970’ler ile 2021 yılları arasındaki yerel kalkınma politika ve faaliyetleri analiz edilmiştir. Neoliberal politikaların benimsenmesi yerel yönetimlere ayrılan bütçenin azalmasına neden olmuştur. Bununla birlikte İzmir özelinde belediye girişimciliği, artan nüfusa azalan bütçe ile hizmet götürebilmek adına alternatif bir hizmet sunumu arayışına cevap olarak ortaya çıkmıştır. Yirmi yılı aşkın süredir merkezi yönetimdekinden farklı bir siyasi parti tarafından yönetilen İzmir’de, siyasi partiler arasındaki gerilim merkezi yönetimden gelen bütçenin daha da azalmasına ve yerel kalkınma politikalarına verilen desteğin azalmasına sebep olmuştur. Bu sebepler nedeniyle İzmir Büyükşehir Belediyesi’nin yenilikçi olmak ve sosyal girişimcilik kavramını belediye girişimciliğinin bir aracı olarak kullanmaya mecbur kaldığı söylenebilir. İzmir’de kentsel girişimcilikten belediye girişimciliğine tamamlanmış bir geçiş olup olmadığına tespit edebilmek adına 1970 ve 2021 yılları arası dört ayrı dönemde ele alınmıştır. 1973-1999 yılları arasında farklı siyasi partiler tarafından yönetilen İzmir Büyükşehir Belediyesi kentsel girişimciliğin bahsedilen iki türüne uygun politika ve faaliyetler yürütmüştür. Bu dönemde altyapının iyileştirilmesi adına birçok çalışma gerçekleştirilmiş, ulaşım ve çevre konusunda iyileştirmeler yapılmış ve tüketimi artırmaya yönelik alışveriş merkezi, toplu konut projeleri planlanmıştır. Bu dönemde belediye girişimciliğinin ilk örneği olarak daha sonra TANSAS adını alacak olan Tanzim Satışları Müdürlüğü kurulmuştur. Bu müdürlük ile birlikte halka temel ihtiyaç maddelerini yüksek kalite ve uygun fiyat ile ulaştırmak hedeflenmiştir. Türkiye’de yerel yönetime ait ilk süpermarket zincirine dönüşen bu sistem ile TANSAS, 13 tanesi İzmir dışında olmak üzere 91 satış mağazasına ulaşmıştır. 1999 yılında ise hem merkezi ve yerel yönetim arasındaki anlaşmazlıklar hem de yerel yönetimin kaynak ihtiyacı dolayısıyla İzmir Büyükşehir Belediyesi TANSAS’taki tüm hisselerini satarak TANSAS ile ilişkisini bitirmiştir (Koç ve Koç, 1999).

1999-2004 yılında ise İzmir Büyükşehir Belediyesi yönetimine Ahmet Piriştina'nın gelmesiyle birlikte kentteki belediye girişimciliği kapsamına giren faaliyetler sistematikleşmeye başlamıştır. Bu dönemde, önceki dönemlerde başlanan uzun soluklu projeler tamamlanmış ve belediye girişimciliği faaliyetlerine uygun bir ortam hazırlanmıştır. Belediye şirketleri sayısı artarken, şirketler belli hizmet alanlarında uzmanlaşmaya başlamıştır. Ayrıca bu dönemde UNIVERSIADDE 2005 gibi mega etkinliklerin düzenlenmesi için önemli çalışmalar gerçekleştirilmiştir.

2004 yılında Ahmet Piriştina'nın vefatı üzerine Aziz Kocaoğlu İzmir Büyükşehir Belediyesi'nin başına geçmiştir. 2004 ve 2019 yılları arasında İzmir Büyükşehir Belediye Başkanlığı'nı yürüten Aziz Kocaoğlu, bu süreçte kentte mega etkinliklerin (EXPO ve Uluslararası İhtisas Fuarları vb.), gerçekleşmesi adına büyük çaba göstermiştir. Ayrıca mal ve hizmet üretimini güçlendirmek için kırsal alandaki tarım ve hayvancılık kooperatif faaliyetlerini desteklemiştir. Belediye girişimciliği faaliyetleri olarak bu dönemde belli bir alanda uzmanlaşmış yeni belediye şirketleri kurulurken, üreticilerle belediye arasındaki ilişkileri düzenleyici bir rol de edinilmiştir. Bu dönemde İzmir Büyükşehir Belediyesi'nin üretici ve girişimcilere karşı rolü "alıcı" olarak değişmiştir.

2019 yılına gelindiğinde ise Tunç Soyer İzmir Büyükşehir Belediye Başkanı olarak göreve başlamıştır. Önceki dönemde başlayan çalışmalar devam ettirilirken üretici ve tüketici arasındaki ilişkilere düzenleyici konumunda dahil olunmaya başlanmıştır. TANSAS'ın geliştirilmiş bir modeli olarak Halkın Bakkalı kent içerisinde farklı mahallelerde açılmaya başlamış, kooperatif ürünleri aracısız olarak tüketiciye ulaştırılmaya başlanmıştır. Bu dönemde kentsel girişimcilik faaliyetleri devam ederken belediye girişimciliği faaliyetlerine girişimcilik ve sosyal girişimcilik politikalarının da dahil olmasıyla süreç hızlanmıştır. Artık bu dönemde belediye "girişimciyi yaratan aktör" rolüne bürünmüştür.

İzmir Büyükşehir Belediyesinin 1970li yıllardan 2021 yılına kadarki politika ve faaliyetleri analiz edildikten sonra tezin dördüncü bölümde, İzmir'deki sosyal girişimcilik ekosisteminin sınırları, Tunç Soyer döneminde kurulan FikrimİZ birimi,

FikrimİZ Sosyal Girişimcilik Programı ve kentteki aktörlerin İzmir sosyal girişimcilik ekosistemine dair deneyimlerine genel bir bakış sunulmaktadır. Saha çalışmasında aralarındaki dengeye dikkat edilerek hem nicel hem de nitel veriler toplanmıştır. Ancak kişilerin deneyimleri üzerine yerel yönetimlere politika önerisinde bulunmayı hedefleyen bir tez çalışması olarak görüşmelerden elde edilen nitel veriler daha ayrıntılı olarak verilmiştir. Derinlemesine görüşmelerin yanı sıra, FikrimİZ Sosyal Girişimcilik Programı'nı süresince katılımcı gözlem metodu da kullanılmış ve buradan elde edilen veriler de analize dahil edilmiştir. 19 Mayıs 2020 tarihinde İzmir Tarihi Hava Gazı Gençlik Kampüsü'nde kurulan FikrimİZ birimi kampüs kullanıcılarının talep ve ihtiyaçları doğrultusunda bir ön kuluçka merkezi olarak planlanmış ve girişimci olmak isteyen gençleri teknolojik altyapı ile destekleyerek toplumsal bir dönüşümü gerçekleştirmeyi hedeflemiştir. İlk etkinliğini Eylül 2020 tarihinde gerçekleştiren FikrimİZ birimi; topluluk inşası, kolektif üretim ve birlikte çalışma gibi talepleri karşılamak ve gençlere kamusal alanda toplumsal etki ve topluluk oluşturmalarına olanak sağlayacak bir alan yaratmak adına yol haritasını çizmiştir. Bu bilgilere dayanılarak gerçekleştirilen saha çalışmasında katılımcılar FikrimİZ biriminin düzenlediği FikrimİZ Sosyal Girişimcilik Programı katılımcıları, İzmir'de hali hazırda kurulmuş bir sosyal girişimi olan sosyal girişimciler veya bu girişimlerin İzmir temsilcileri, İzmir Büyükşehir Belediyesi'nin ilgili birimlerindeki çalışanları ve sosyal girişimcilik alanında çalışan profesyoneller arasından seçilmiştir. Türkiye'de Sosyal Girişimlerin Durumu Raporu'na (2019) göre sosyal girişimlerin %45'i İstanbul'da yer alırken, %13,2'si Ankara'da yer almaktadır. Ankara'yı %10,9 ile sosyal girişimlerin en yoğun olduğu üçüncü lokasyon olarak İzmir takip etmektedir. %10,9 oranı İzmir'de 14 sosyal girişim olduğunu ifade etmektedir. Bu veriler dikkate alınarak bu tez çalışması için İzmir'deki 10 sosyal girişimci, 4 FikrimİZ Sosyal Girişimcilik Programı katılımcısı, 4 İzmir Büyükşehir Belediyesi çalışanı olmak üzere toplam 20 katılımcı ile görüşme gerçekleştirilmiştir. Saha çalışmasından elde edilen bilgiler tezin dördüncü bölümünde dört ana başlık altında toplanmıştır. Bunlardan ilki İzmir'deki sosyal girişimcilik ekosisteminin genel çerçevesidir. Verilere göre, İzmir, hinterlandı geniş bir liman kenti olması nedeniyle İstanbul ve Ankara'dan oldukça farklı bir girişimci ekosistemine sahiptir. İzmir'in liman kenti olması İzmir ekosistemindeki girişimcileri gıda, tarım, sağlık ve lojistik alanlarında faaliyet göstermeye iterken, üniversite şehri olması nedeniyle de üç büyük şehir arasından sosyal girişimcilik için

en uygun yer olarak tanımlanmaktadır. Kentte çok sayıda donanımlı üniversitenin bulunması İzmir'in bu alandaki kapasitesini ve potansiyelini artırmaktadır. Fakat tüm bunlara rağmen İzmir sosyal girişimciler için dezavantaj olarak kabul edilen birçok özelliğe de sahiptir. Öyle ki kentte büyük şirketlerin sayısının az olması, yeterli yatırımcı ağının bulunmaması ve kentin aktörlerini bir araya getirerek koordine edecek bir sistemin olmaması İzmir'i sosyal girişimciler açısından zor bir kent yapmaktadır. Öte yandan sosyal girişimlerin örgütsel yapıları ve sosyal ağ türleri ikinci başlıkta ele alınmaktadır. Bu başlık altında görüldüğü üzere Türkiye'de sosyal girişimleri düzenleyen yasal bir çerçeve yer almadığı için sosyal girişimler çoğunlukla ikili yapılar olarak kurulmaktadır. Sosyal girişimcilerin girişimlerini kurma ve sürdürülebilir kılma aşamasında İzmir'de karşılaştıkları zorluklar ise üçüncü bir başlık altında ele alınmıştır. Sahadan elde edilen verilere göre sosyal girişimcilerin en çok karşılaştıkları problemler şöyle sıralanabilmektedir:

1. Sosyal girişimciliğin ne olduğu ve nasıl çalıştığı hakkındaki bilgi eksikliği veya yanlış bilgi
2. Sosyal girişimleri düzenleyen bir yasal çerçevenin eksikliği
3. Sınırlı finansal kaynaklar
4. Sürdürülebilir finansal yapıya henüz sahip olamamak
5. Bürokrasi
6. Motivasyonu Koruyamamak

Dördüncü başlık altında ise sosyal girişimcilerin belediye ile olan ilişkileri detaylı olarak tartışılmıştır. Karşılaşılan zorluklarda da belirtildiği üzere birçok katılımcı bürokrasinin yavaş ilerlemesi ve belediye birimlerinin sosyal girişimcilik kavramına dair bilgi eksikliğinin olmasını, belediye ile ilişkilerini ciddi anlamda olumsuz etkilediği konusuna dikkat çekmiştir.

Tüm bu verilerden yola çıkarak İzmir Büyükşehir Belediyesi'nin 2020 yılında kurmuş olduğu FikrimİZ biriminin hem sosyal girişimci oluşturmada hem de İzmir'deki sosyal girişim ekosistemini desteklemekte başarısız olduğu gözlemlenmektedir. Bu başarısızlığa hem iç hem de dış faktörler neden olmaktadır. İç faktörler belediyenin sosyal girişimcilik kavramı ve İzmir'deki sosyal girişimcilik ekosistemi konusundaki

bilgi eksikliği, belediyenin kurumsal kapasitesinin (insan sermayesi ve bütçe) yetersiz olması, FikrimİZ'in kuruluş aşamasına ve gelecek politikalarına yol gösterecek uygun bir fizibilite raporunun hazırlanmaması ve uzun bürokratik süreçler olarak sıralanabilir. Öte yandan, başarısızlığın nedenleri arasında dış faktörler de yer almaktadır. Dış faktörler belediyeden bağımsız olarak var olan ve ülke genelinde etkisini gösteren faktörlerdir. Bu faktörler, Türkiye'de sosyal girişimciliğe dair ortak bir tanım ve anlayışın olmaması, sosyal girişimleri düzenleyen yasal bir çerçevenin olmaması, sınırlı bütçe ve yatırımcı ağırları ile sosyal girişimler arasındaki dayanışma eksikliğidir.

Tüm bu verilere dayanarak çalışmayı özetlemek gerekirse, İzmir daha önce de belirtildiği gibi 14 sosyal girişim ile Türkiye'de sosyal girişimcilerin en çok yer aldığı üçüncü kent konumundadır. Ancak sosyal girişimcilerin her ne kadar girişimlerini İzmir'de kurmuş olsalar da sunulan fırsatlar ve sağlanan destekler nedeniyle İstanbul veya Ankara gibi başka şehirlere taşınmayı düşündükleri gözlemlenmektedir. Bu çalışma, İzmir Büyükşehir Belediyesi ve diğer tüm yerel yönetimlere belediye girişimciliğinin geldiği son nokta olan sosyal girişimciliğe dair politika önerileri sunarak sonlanmaktadır. Saha çalışmasının temel bulguları ve bu bulgulara dayanarak geliştirilen politika öneri aşağıdaki gibidir:

1. Sosyal girişimcilik için yasal bir çerçeve ve/veya akreditasyon sistemi oluşturulmalıdır.

Yasal çerçevenin veya akreditasyon sisteminin eksikliği hem İzmir'de hem de ülke genelinde sosyal girişimcilerin karşılaştığı en temel sorundur. Sosyal girişimleri düzenleyen yasal bir çerçevenin olmaması, sosyal girişimlerin yüksek vergi ödemelerine ve bazı hibe ve kredi başvurularını yapamamaları gibi mali sorunlara yol açmaktadır. Merkezi yönetim düzeyinde çözülebilecek olan bu sorun, sosyal girişimlerin ekonomik sürdürülebilirliği için alan yaratmak adına çözülmesi gereken en önemli sorundur. Bu tezde de tartışıldığı üzere Birleşik Krallık ve Amerika Birleşik Devletleri'ndeki gibi geniş kapsamlı bir yasal çerçevenin hazırlanması gerekmekte ise de, kısa vadede oluşturulabilecek bir akreditasyon sistemi de girişimcilerin mevzuat eksikliğinden kaynaklanan sorunlarını çözmek açısından önemlidir. Örneğin, bir işletmenin kuruluş türü, iş modeli ve sosyal etkileri gibi kriterlere göre akredite olması,

işletmenin kredi başvurusunda bulunmasını veya daha fazla iş birliği geliştirmesini sağlayabilir.

2. Belediye birimleri, sosyal girişimcilik ve sosyal girişimlerle iş birliği üzerine kapasite geliştirme eğitimi almalıdır.

Sosyal girişimcilerin kamu veya özel kuruluşlarla iş birlikleri geliştirmek hususunda karşılaştıkları ikinci büyük sorun ise kurumların sosyal girişimcilik üzerine bilgi sahibi olmamasıdır. Yerel yönetimlerin bu konuda kapasite geliştirme eğitimleri gerçekleştirmesi ve belediyeye bağlı tüm birim ve kurumların sosyal girişimcilik kavramı hakkında bilgilendirilmesini sağlamalıdır. Türkiye’de sosyal girişimcilik ve sosyal girişim kavramlarına ilişkin ortak bir tanım ve anlayış olmasa da, kavramın netleştirilmesi, belediyeler için iyi bir başlangıç noktasıdır. Böylece sosyal girişimler ile belediyeler arasındaki iletişim sıkıntılarının yol açtığı sorunlar ortadan kalkabilir.

3. Şehirdeki Meslek Odaları, Ticaret Odaları ve şirketler yatırımcı ağlarına katılmaya ve sosyal girişimlerle iş birliği yapmaya teşvik edilmelidir.

Sosyal girişimler için gerekli yatırımcı ağları olmadığında, olası yatırımcıyı böyle bir ağa dahil olmaya teşvik etmek hayati önem taşımaktadır. Meslek Odaları, Ticaret Odaları ve şirketler belediye ile iş birliği yapabilir ve sosyal girişimcilik programlarına destek sağlayabilirler.

4. Sosyal girişimlerin bilgilenebileceği ve birbirleriyle iş birliği yapabileceği bir ağ/platform oluşturulmalıdır.

İzmir örneğinde, FikrimİZ birimi Sosyal Girişimcilik Merkezi olarak tasarlandığından, sosyal girişimlerin İzmir’de nerede ve hangi alanda faaliyet gösterdiğinin haritasını çıkarmalıdır. Bu harita sayesinde sosyal girişimler birbirleriyle etkileşime geçebilecek ve dayanışma içinde hareket edebilecektir.

5. Belediye reklam panoları, billboardlar vb. araçlarla sosyal girişimlerin görünürlüğünü artırmalıdır.
6. Belediyeye ait atıl kaynaklar uygun fiyatlarla sosyal girişimlere tahsis edilmelidir.

7. Yerel yönetim, sosyal girişimciler tarafından ortak çalışma yeri ve atölye olarak kullanılabilen bir yer tahsis etmelidir. (Örnek: İDEA, Kadıköy Belediyesi)
8. Belediyeler, Stratejik Planlarında sosyal girişimcilikle ilgili faaliyet hedeflerine yer verebilir veya hali hazırda Stratejik Planlarında yer alan hedefleri tamamlamak adına sosyal girişimlerle iş birliği yapabilir. (örnek: öğrenci bursu, sanat sergileri vb.)

Özetle, bu tezde sosyal girişimcilik ekosistemi, belediye girişimciliğinin bir politika aracı olarak yerel kalkınma ile ilişkisi açısından incelenmiştir. COVID 19 pandemi koşulları ve ülkedeki mevcut ekonomik kriz, İzmir'deki sosyal girişimlere ulaşma konusunda birtakım sınırlılıklara yol açsa da İzmir'deki 14 sosyal girişimden 10'u bu çalışmaya katılmıştır. Ayrıca, yasal çerçevenin ve sosyal girişimciliğe dair ortak bir anlayışın olmaması, sosyal girişimleri tanımlamanın zorluklarından bazılarıdır. Bu nedenle, bazı sosyal girişimcilerin de kendilerini sosyal girişim olarak tanımlamakta zorlandığı gözlemlenmiştir. Ancak gelecekte bu konu üzerine gerçekleştirilecek çalışmalar ile Türkiye'de ortak bir sosyal girişim tanımı oluşturulabilir ve düzenleyici bir yasa önerisi oluşturulabilir. İzmir özelinde daha fazla bilgiye sahip olmak adına ise araştırmacılar, Türkiye'deki en çok sosyal girişimin kurulduğu diğer iki il olan İstanbul ve Ankara gibi diğer şehirlerden katılımcıların da yer aldığı daha büyük bir örneklem ile çalışabilir. Böylece sosyal girişimcilik ekosistemleri ile yerel yönetimlerin bu ekosistemlere yönelik tutum ve politikaları karşılaştırma bir çalışma olarak yapılabilir.

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YAZARIN / AUTHOR

Soyadı / Surname : Akdoğan
Adı / Name : Gizem
Bölümü / Department : Kentsel Politika Planlaması ve Yerel Yönetimler / Urban Policy Planning and Local Governments

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