

THE ROLE OF NON-GOVERNMENTAL ORGANIZATIONS IN ENVIRONMENTAL GOVERNANCE IN TURKEY

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Abstract

Expanded involvement of Non-Governmental Organizations (NGOs) in the environmental governance has become further visible in the past few decades. To this end, this study is aimed to examine the role and influence of NGOs on environmental governance in Turkey through distinct scientific explanatory framework including politicization, public attitudes, policy process, institutional structure, and output-bases. Consensus in policy making and scientific circle indicate that environmental protection is increasingly institutionalized and managed with growing participatory approaches in developing countries. Though some green NGOs continue to maintain hierarchical organization, and to provide their members with limited democratic rights, some have an increasing impact on policy process and environmental protection practices, especially through regular dialogue with policymakers, greater. Therefore, descriptive analysis in the study was conducted based on data provided from comprehensive reports, declaration, white paper and green policy statement of NGOs on their websites. Major findings of the study are that there has been adequate institutionalization capacity and manifold functions of NGOs in environmental governance, not a significant and powerful linkage of environmental NGOs with government and other environmental groups in Turkey.

Keywords: Civil Society, Environmental Governance, NGOs, Environmental Protection.

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Makale Atf Bilgisi: Yıldırım, K., & Ayna, Y. (2018). The Role of Non-Governmental Organizations in Environmental Governance in Turkey. *ADAM AKADEMİ Sosyal Bilimler Dergisi*, 8(2), 409-431. doi: 10.31679/adamakademi.427082

TÜRKİYE'DE ÇEVRE YÖNETİŞİMİNDE SİVİL TOPLUM KURULUŞLARININ ROLÜ

ÖZ

Çevresel yönetişimde Sivil Toplum Kuruluşlarının (STK'lar) geniş katılımı geçtiğimiz yıllarda daha fazla gözle görülür hale gelmiştir. Bu amaçla, bu çalışma, sivil toplum örgütlerinin Türkiye'deki çevresel yönetişim üzerindeki rolünün ve etkileri, siyasallaşma, halkın tutumları, politika süreci, kurumsal yapı ve çıktı tabanları gibi farklı bilimsel açıklayıcı çerçevelle ile incelenmesi amaçlanmıştır. Politika yapımı ve bilimsel çevrede genel görüş, gelişmekte olan ülkelerde çevresel korumanın giderek daha fazla kurumsallaştığını ve katılımcı yaklaşımların geliştiğini göstermektedir. Bazı yeşil STK'lar hiyerarşik örgütlenmeyi sürdürmeye devam etmeleri ve üyelerine sınırlı demokratik haklar sağlıyor olmalarına rağmen, politika yapıcılarla düzenli diyalog ve daha fazla meşruiyet sağlayarak özellikle politika yapımı ve çevre koruma uygulamaları üzerinde artan bir etkiye sahiptirler. Bu nedenle, bu çalışmada web sitelerinde yer alan kapsamlı raporlar, beyanname, beyaz kitap ve yeşil politika beyannamesi ile sağlanan verilere dayanarak betimsel analiz yapılmıştır. Çalışmanın önemli bulguları, Türkiye'de STK'ların yeterli kurumsallaşma kapasitesi ve çevre yönetişimin de birçok fonksiyonları olduğu, çevresel STK'ların hükümet ve diğer çevresel gruplarla önemli ve güçlü bir bağlantısı olmadığıdır.

Anahtar Sözcükler: Sivil Toplum, Çevre Yönetişimi, STK'lar, Çevre Koruma.

1. Introduction

The modern world of the 21st century has witnessed to global environmental challenges which are the focal point of deliberative and discursive debates in the political, social and scientific extent. One of the crucial changes in the established and implementation of public policies is associated with the involvement of civil society in environmental governance (Betsil and Corell, 2008: 3). It is known that until 1970s, decentralized and traditional management approach to cope with environmental problems that considered as necessary at the international negotiations. Thereon, that pressure of increasing production and consumption actions of modern societies on nature resulting in environmental problems was initially sought out with a solution through the public institutions and intervention on public policies at national level. Afterwards, particularly in the early 1980s, participatory approaches for all actors including citizenship on environmental governance stages from the planning to audit, was emphasized by scholars and policy makers due to basic principles proposed by philosophy of sustainable development and good governance (Orhan, 2014: 3). Collaboration among each actor on environmental governance including public and non-public authorities to ensure further participatory mechanisms on policy process and local-oriented approaches have increasingly been emphasized by policy makers and academia.

Environmental governance and policy making have gained a new dimension on a global scale with the concept of the “globalization” which has been qualified as the political, economic and cultural integration since 1990s. That is, strategies, policies, and governance attitude for dealing with global and national environmental challenges, for instance depletion of the ozone layer, desertification, deforestation, loss of biodiversity, climate change, air and water pollution, have changed over past three decades due to change from nation-state understanding to expanded state borders, integrated and mutual-dependent societies. At the time, environmental problems in the countries have also threatened other nations in the world. Thereby it has been emphasized that the deliberative and discursive measures and proposals at both international and national level to struggle with environmental problems should be integrated. In this end, coordination between each governance actors which have influence on environmental policy making has become inevitable.

Influence and capacity of NGOs in global, national local environmental governance has increased in quantity and quality since 1990s (Charnovitz, 1996). There are several reasons for these arguments. For instance, Gemmil et al. (2002: 2) claim that participation of NGOs on environmental governance provides serious incentives such as the exchange of information, policy development and implementation, evaluation and monitoring, and ensuring of environmental justice. Although it is criticized that NGOs lead to serious dilemmas in policy making of environmental protection owing to disagreement among interest groups, involvement of civil society seems as necessary because of institutionalization of democratic values, the elimination of the cause-effect deadlock, and development and implementation of the public policies effectively (Bernauer et al. 2016: 2). Furthermore, Carter (2001) also argues that NGOs' campaign mainly involves dissemination of information, applying legal system and lobbying, publishing technical reports or direct action and social movements for environmental protection. Likewise, dissemination of civil society participation on environmental governance integrates environmental and social common values to form inclusive dialect. In particular, "Green NGOs" are considered as necessary for the development and implementation of environmental protection policies and practices due to having high-level flexibility, entrepreneurship capacities, and productive and long-term goals comparison to public stakeholders Pervical, 2014; Bernauer and Betzold, 2012; Bernauer et al., 2016) also remark that a variety of opportunities such as increasing popular legitimacy, transparency, accountability, representation, problem-solving capacity become possible with NGOs' involvement due to the fact that public institutions have several challenges in rule and practices of environmental governance.

Participation of NGOs and capacity of governance actors are important to ensure maintenance of the natural resources in a sustainable way and to alleviate burden on the nature for developing countries. Economic development and growth should particularly be managed in such a way to ensure the sustainability of natural resources without harming environmental values in these countries. However, previous works did not fully articulate capacity and influence of NGOs and how collaborative initiatives can play in ongoing environmental governance in these countries. Thus, developing countries need special interest for academic research in terms of environmental governance and capacity of NGOs. In addition, since case studies on that issue are conducted through different measurement criteria, data and

research methods, it is difficult to measure entirely and evaluate influence and capacity of NGOs on the formulation and implementation of policies in ongoing environmental governance systems (Betsil and Corell, 2008: 3).

To this end, this research that examines capacity and role of NGOs in environmental governance in Turkey was conducted to provide a significant contribution to theoretical and practical field. The study mainly consists of five parts: evaluation of theoretical and conceptual background of environmental governance and civil society, case studies with three environmental NGOs (TEMA, TÇV, and TTKD), discussion and conclusion. In this regard, civil participation, level of institutionalization, contributions of relevant NGOs to environmental protection in Turkey are being assessed by means of descriptive research method and data obtained from corresponding NGOs websites, comprehensive reports, white papers, and statement of policies and other official documents. In the study, three influential NGOs were taken as sample by taking into consideration several criteria such as institutional background, organizational capacity, recognition and awareness, accountability and transparency, and participation. Outcomes of this study make possible to reach acceptable, reliable and consistent generalization in terms of environmental governance with these distinct NGOs.

2. Theoretical and Conceptual Framework of Environmental Governance

In this section, the main foundations that make sense of the relationship between environmental governance and civil society that constitute the theoretical background of the study are discussed. It is important to explain this relationship in a global structure for the mobility of capital increases and for the reconsideration of local measures and efforts.

2.1 Environmental Governance

Global environmental problems become influential after crucial change century such as industrial revolution and urbanization at the end of 18th (Dunlap and Jorgenson, 2012). Since then, crucial intellectual, political, economic, social and cultural progress in the societies led to the formation of modern industrial societies which has observed a rapid increase of production and consumption activities. As a matter of fact, the crucial desire for domination of natural world by humankind, and cultural and intellectual change caused the natural equilibrium to be in favor of mankind (Önder,

2003: 19). The dimensions of human destruction on nature and its significance for humanity began to be debated internationally only after 1960s. Appropriate political discourse for global environmental challenges and the conception of the relationship between human and nature has only been possible with the Stockholm Conference, which took place in 1972 with the participation of 250 NGOs that had partially common values and objectives (Betsil and Corell, 2008; Dunlap and Jorgenson, 2012). Furthermore, the technological development in modern industrial societies made anthropocentric perspectives to be possible and practical (Yazgan, 2010: 234). Thereby, increasing pollutants emitted as a form of solid, liquid and gaseous, with increasing quality and quantity in the societies, caused deep destruction in nature. That is why Foster (2002:11-12) referred the environmental problems and their increasing diversity as “environmental crisis” in his study (Foster, 2002: 11-12). Similarly, in the study conducted by Ulric Beck, it is preferred to use the concept of “risk society” to criticize the misconception between industrial societies and nature (Yazgan, 2010: 238). The main reasons for such late interest by societies and scholars in environmental problems were qualified as the distorted understanding of nature-society and late scientific interest (Keleş, 2012: 35-36).

During the 1970s, deliberative and discursive discussions have been started on how the possible risks of duties, roles, and responsibilities should equally be distributed among the actors for struggling with environmental problems and for usage of natural resources effectively. At first, a traditional management approach consisting of regulatory management mechanisms such as command and control, bureaucratic, technological overconfidence, only polluter-pay principles, and fragmented aims were supposed to be applied at the international negotiations (Durant et al., 2004: 2). Shortly after, the necessary changes in the traditional management approaches were emphasized in environmental management and policies. The theoretical and political discourse that the natural resources could not be protected, and environmental problems could not be overcome unless an effective, comprehensive, productive, egalitarian, transparent and sustainable form of governance were developed and implemented (Durant et al., 2004: 2-3). At the time, scholars highlighted that governance form of natural resources should have included not only the state but also the society and the market and result-oriented, which refers to the concept of “governance”.

There has not been a specific description of the concept of “governance” in the literature due to different interpretation and perspectives by scientific disciplines. (Fröhlich and Knieligen, 2013: 13). In a broad sense, governance is defined as “*involving processes through which collective goals are defined and pursued in which government is not necessarily the only or most important factor*” (Betsill and Bulkeley 2006:144). That is to say, it refers to the social process in which the mutual internal relations and coordination across a variety of stakeholders are taking place, involves recognition of supra or sub-national states and non-state actors (Betsill and Bulkeley 2006:144). In a narrow sense, it refers that there is no borderline between the community and government, involving non-public and public actors in the resolution process, much more harmonized and soft management approach, rather than strict, hierarchical administration at each administrative level (Fröhlich and Knieligen, 2013: 13). In this sense, governance is a normative and analytical concept including several characteristics such as complex, uncertainty, multi-level, and multi-actor (Fröhlich and Knieligen, 2013: 10). Furthermore, being goals of public goods and services differentiates governance from other cooperative activities (Pohlmann, 2011:5). It is considered as a process involving bottom-up approach, being coordination between the public and non-public actors such as business, industry, NGOs, civil society (Pohlmann, 2011:5).

In this respect, “environmental governance” is defined as a set of rules, practices, institutions, and policies that determine the interaction between society and nature. It is a concept that emphasizes initiatives developed by actors (from government to NGOs) that have significant effect on management of increasing number of environmental problems on a global, national, regional and local scale, from climate change to ozone depletion (UNEP). Furthermore, environmental governance focuses on matters such as design, implementation, and performance, and deals with whether the governance process is fair, legitimate, and its outcomes are equitable and ecologically sustainable (Bennett, 2015). Mainly, the basic research question in environmental governance studies is to determine how different institutions and governance approaches have impacts on individual and collective actions that affect environment. Moreover, the answer to the question of what the best way is to manage the relationship between society and the environment and to reach ideal governance form (bottom-up, top-down, or co-management) are sought in previous studies. Similarly, impacts of state, the private

sector, civil society, local actors, and local resource users on environmental problems are the main source of inspiration for previous and ongoing environmental governance studies (Bennett, 2015).

2.2 Civil Society and influence on Environmental Governance in Turkey

Misconception and scientific knowledge constitute the most important constraint in assessing the role of civil society in environmental governance and significance of participatory approaches on policy process. The concept of the civil society has become more debatable because of the different meanings and dimensions within each social group. Parker (2012: 153-154) argues that while some scholars refer it as normative meaning such as liberal policies, the private sector, individual freedoms, collective action and civil rights, democratic participation, some mainly attribute its organization structure such as association, foundations or public space for citizen participation. At present, civil society conceptually represents “third sectors” including political, economic, social and cultural groups created by social groups between the state and society or named as NGOs or Voluntary Organizations in Turkey (Çaha et al., 2013: 13).

Theoretically, it was firstly evaluated in the writings of John Locke at the end of the 17th century, then developed by the Scottish Enlightenment philosophers such as Adam Smith and Adam Ferguson, then mentioned by Rousseau, Hegel and Marx, finally, dealt with by Tocqueville. the concept of civil society could be defined as “*social institutions and social field apart from the state*” (Chambers, 2002; Ehrenberg, 2011). Civil society is a network of social relations required by individuals’ social life including the voluntary and organized activities apart from family and the state (Habermas, 1991; Fraser, 1990; TUSEV, 2011). In other words, it is based on various social forms of relationship including volunteer activities, market institutions, religious associations, private and public associations and organizations based on a sense of mutual trust (Keane, 1988; Fraser, 1990; TUSEV, 2011).

Due to the existing social and cultural differences between societies, relationships and institutions that make up civil society may vary from society to society. This difference is also reflected in conceptualizations of civil society as well (Keane, 1988). Non-governmental organizations (NGOs), civil society organizations (CSOs), third sector, voluntary organizations, and

any other sorts of organizations that diverge from state and state organizations are used to define the concept of civil society. Different definitions or understanding of civil society can be found in developed and developing countries according to their areas, priorities, and forms of organization. To this end, we could define these voluntary or third sector organizations as non-governmental associations which have mainly aimed at charitability and development rather profit, no -tax obligation by the government, and operating in the national and international arena (TUSEV, 2011).

NGOs has undergone two major changes over time, first one was after the French Revolution of 1789 and the second one was after the fall of the Communist regimes in the last quarter of a 21st century (Ferguson, 2003). NGOs provide significant benefits such as setting agendas, determination of objectives, and creating channels for groups to express their demands and expectations on environmental protection. Similarly, mutual expertise and knowledge transfer have made the policies more inclusive and effective. However, it may be the case in some countries where the state has significant pressure on civil society and participation mechanisms on policy process are closed. Another basic tendency is that the state controls civil society and leads them in the direction of its own aims and objectives (as cited in Parker, 2012: 155). In this regard, it is possible to claim that there has been the periodical difference in the development of NGOs and significant breaks have taken place in the theoretical and practical manner in Turkey.

Historically, in order to evaluate civil society development in Turkey, in particular, to determine the relationship between NGOs and state, the first period to analyze is the political and cultural structure of society in the Ottoman Empire. However, the emergence of civil society in the Ottoman Empire did not occur like as a form of market-oriented economic and social structures oppose to an autonomous state in the west (Mardin, 1969). For this reason, if we define civil society in the broadest sense as outside the area of the state and sorts of social relationships, the concept of civil society became existent in the Ottoman Empire. In this sense, we could classify different religious organizations, chambers, associations, sects and communities, unions, and Ahi as a non-governmental organization in the social life (Mardin, 1997). However, “government’s final decision on functioning and autonomy of these organizations are up to discussion (Mardin, 1997). Predominantly, begin with III. Selim and II. Mahmut’s reforms then contin-

ued with Tanzimat and Edict of I. and II. Constitutional, there was positive changing in the nature of the relationship between civil society and state in terms of fundamental rights and freedoms (Mardin, 1997).

The revival of civil society in the Republic period had happened at the end of the single-party period after 1950. At the time, fundamental rights and freedoms were able to give the opportunity to the community to organize opposition for the state, and the various parties, media organizations, associations and trade unions were established (Mardin, 1997). For example, with the transition to the multi-party system until 1960, 37 new party and 18 958 new associations were founded (Keyman and İcduygu, 2003).

Revival of civil society underwent severe obstacle with the military intervention cuts in 1980. Especially, after military intervention, new Constitution, the Political Parties Law, the Law on Trade Unions, Associations Law, the Collective Labor Agreement, Strike and Lockout Law, the Law on Meetings and Demonstrations of civil society were formed (Kadiođu, 2005). These sorts of legal steps provided for civil society expanded its border. Several NGOs have been established in many areas such as environmental issues, women's rights, ethnic rights, human rights, religious rights, and health problems at the time. Today in Turkey, there are about 4547 foundations, 86 031the association, and 90 578 non-governmental organizations operating. If we consider of trade unions, professional associations, and cooperatives, the number would exceed 150.000 (TUSEV, 2011).

Considered environmental protection, civil society has increased its influence on environmental governance and politics with the diversification of such organizations in Turkey. In this context, variation has also increased expectations of understanding of pluralist democracy and developed a civil society-state relationship in a positive way (Kadiođu, 2005). However, the course of the process is quite slow. The common ideas about various professional associations, trade unions, voluntary organizations including many academic and intellectual associations have not related with the government in a democratic sense (Kadiođu, 2005). That is, it should be a reciprocal relationship between the state and civil society, but these relations in Turkey is inclining to states' control on whole society in terms of democratizations.

3. Environmental Problems, Institutionalization and Governance in Turkey

In Turkey, both public and non-public institutions and organizations are involved in formulation and implementation of environmental policies over time. Historically, the institutionalization initiatives required to deal with environmental problems after the establishment of the Turkish Republic were only possible during the period between 1930 and 1940 in Turkey. At the time, significant regulation for environmental protection were carried out by some central organizations such as Ministry of Public Works and Settlement, Ministry of Health, Ministry of Forestry and local governments such as Municipalities, Special Provincial Administrations and Villages (Görmez, 2015: 100). After the 1950's, formulation and implementation of polices for environmental protection in Turkey increased as parallel with progress in western societies. For instance, after crucial policy changes taking place in the international arena, awareness raising, and social movements took place with the Stockholm Conference in 1972, significant regulations were set up at the national level in Turkey.

By 1970s, several challenge in the society and political domain such as unplanned urbanization and housing policies, squatting movements, and rapid industrialization efforts caused urban problems in almost all the cities in Turkey. Increasing environmental pollution, difficulties in collecting and refining wastes, air pollution, water scarcity, protection and reproduction of green areas, healthy food need, noise pollution, lack of planning and infrastructure were considered as an example for environmental problems at those times (Mutlu, 2001: 31-47). In parallel with the international efforts to deal with such problems, it was only in 1978 that the Undersecretaries of Environment was established with the decision of the Council of Ministers in Turkey and the institutionalization efforts on environmental management and coordination of the implementation of the determined policies became possible (Orhan, 2014: 50).

After institutionalization efforts by 1980s, a rapid revival in environmental regulations were observed to determine the policies required to achieve the national goals and objectives and to meet the necessary human resources and financial needs. The 1982 Constitution and the Environmental Law (No: 2872) constituted the initial point of these developments. Although the

institutional structure was determined as the general directorate level for the enactment of the environmental protection policies in 1984, it was decided that it would be upgraded to the level of undersecretaries again in 1989. Then, the Ministry of Environment was established in 1991 with the Decree (No. 443). To enable more effective strategies and measurements to struggle with environmental problems in 2003, the Justice and Development Party (AKP) decided to merge it with the Ministry of Forestry, as Ministry of Environment and Forestry. Afterwards, Decrees 644 and 645 were first announced as Ministry of Environment, Forestry and Urban Development on 3 June 2011, and then it was decided to establish two different ministries as Ministry of Environment and Urbanization and Ministry of Forestry and Water Affairs on 4 July 2011. Recently, essential policy formulation and implementation to struggle with environmental problems has been replaced with the transition to the presidential government system with election on 24 June 2018. The Ministry of Environment and Urbanization, the Ministry of Agriculture and Forestry has been established with presidential decrees to maintain institutional structure and environmental policies and strategies at the national level.

At present, several international, national and local organizations in Turkey are responsible for the determination and implementation of environmental protection strategies and policies. However, the existence of a large number of institutions and organizations at each administration level brings about significant challenge such as lack of coordination and cooperation among the actors (confusion among duties and responsibilities etc.). For instance, several central institutions such as Ministry of Environment and Urbanization, Agriculture and Forestry, Ministry of Culture and Tourism, Ministry of Foreign Affairs and Ministry of Health have played an active role in environmental protection policies and strategies in Turkey. Although the Ministry of Environment and Urbanization has been directly authorized and enforced by the Law No. 2872 on environmental protection and development for sustainability and ensuring coordination of all initiatives, other ministries are also involved in environmental decision-making and implementation based on their specific competencies, duties and responsibilities.

In environmental governance perspective, the transformation from environmentalism into environmentalist movements gained momentum over past two decades and begun to find influence within the public and non-public organizations, voluntary agency and international NGOs in

Turkey, (Aygün and Şakacı, n.d.:144). In the late 1990s, civil society and social movements achieved significant gains in environmental policies and awareness-raising campaigns. Green NGOs has continued their activities on the issues such as energy, waste and climate change with different organizational forms such as associations, foundations, platforms, coalitions, student clubs at present (Paker and Baykan, 2008).

4. Evolving Influence of NGOs and Capacities on Environmental Governance in Turkey: A Cases of Three NGOs

There has been a significant revival in NGOs qualitatively and quantitatively to raise environmental awareness and to formulate and implement environmental policies in Turkey since the 1990s. At present, Turkey's "Green NGOs" continue to their work in a wide variety of organization forms ranging from associations, foundations, platforms, city councils, regional platforms, local agendas, university student clubs, citizen initiatives, coalitions on the issues from energy, waste, mining to climate change (Parker and Baykan, 2008: 1). From quantitative perspective, based on data given by General Directorate of Associations in 2017, the number of associations that are active in Turkey is about 111.518. The ratio of the number of associations operating in environment-related issues is approximately 2.04%, which is undesired level. When considered on a regional basis, Marmara¹, in city-level Istanbul, Ankara, and Izmir² are placed that the most activities of the NGOs carry out in Turkey.

In Parker's study (2012), environmental NGOs perform their activities in the issue such as nature conservation, biodiversity, forests, erosion, sea, and coasts. On the other hand, it is observed that "green NGOs" do not continue their efforts in the fields such as mines and nuclear energy in Turkey. Furthermore, it is clear that some NGOs are involved in more than one subject, while some concentrate on only one environmental problem. In addition, natural conservation and forest and erosion are the most common areas that NGOs involved in much more in Turkey. Finally, a major instrument assigned by environmental NGOs is lobbying, law, media, awareness raising, education, campaign, expertise, project, and obstruction. Media,

1 According to the data provided by Civil Society Development Center in 2017, it is observed that the number of civil society activities in relation with the environment is 169 in the Marmara region and 160 in the Aegean region.

2 According to the data given by the General Directorate of Associations in 2017, the number of "green NGOs" are listed in Istanbul, Izmir, Ankara in turn by 304,160, 148.

awareness-raising campaign, and education are among the common methods of green NGOs in Turkey.

Considered all these points, there has not been any comprehensive framework to evaluate “green NGOs” effectiveness and role of them in Turkey. NGOs have been effective for formulation and development of environmental policy and strategies in Turkey where there are no successful green parties that respond to environmental problems. In this regard, following parts explore role of NGOs on environmental governance with three case studies by means of frameworks including distinct dimension of *politicization, public attitudes, policy process, institutional structure, and output-bases*.

4.1. Turkish Foundation for Combating Soil Erosion, for Reforestation and the Protection of Natural Habitats (TEMA)

TEMA, established with primary aim of coping with erosion problems in Turkey, was founded by a group of business men in 1992. Despite some criticism for the Foundation, it was succeeded in short time, and acclaimed with nationally and internationally reputation. Primary goals of this foundation, which undoubtedly has an important place in the development of environmental movements in Turkey could be summarized briefly as follows: *“protection of the natural assets and environmental health in our country, erosion control, soil, vegetation, and soil conservation and education of public and, raising awareness about the importance of afforestation in Turkish society, performing activities in the way to protect human health, green areas, soil and vegetation, forests, pastures. Informing public about Erosion disastrous consequences, measures to be taken, raising public awareness and create and implement of realistic and feasible policies with the support of governments in combating erosion, assisting development of national policies, organization structure and essential law for the protection of the natural environment and Biodiversity, soil, water, other essential steps to achieve these goals”* (TEMA, 2017).

By examining the level of institutionalization of the foundation, two-dimensional structure emerges. Firstly, the volunteers and representatives are the forerunners who constitute the important step of organizational structure. In every city and almost every district, it is aimed to take part in the activities of a representative and their assistants in the organization. There is also a voluntary system with paid membership, which is sorted by age groups. Despite having paid membership, it is stated that the number of volunteers is over 650 thousand (TEMA, 2017). The second dimension of

the institutional structure consists of founders, board of trustees, board of directors, scientific board, general directorate and other departments. The General Directorate and other thirteen departments play an important role in ensuring the operation. In addition, this structure is required to be sound, provided that the funds are issued in the form of foundations and similar legal arrangements, as well as the texts of the donors' rights. The transparency of the financial structure is established by listing the income statement, the balance sheet, the activity reports and the auditor's reports on the web page (see Table 1).

TEMA foundation is one of the leading and active NGOs in the country in the dimension of civil participation and based on the participation of the members on the social basis. The most critical phase of this situation is the use of social media and new communication technologies and their reflection on active activities. Castells bases its success largely on the success of environmental movements in keeping up with the communication conditions in the new technological paradigm (Castells, 2010). One of the most important reasons underlying the success of the environmental movement in Turkey is the adaptation to developing communication technologies. TEMA has been successful in using media and social media since the first years of its foundation and has been actively promoting this role in this sense. Although the Foundation is late in social networks compared to similar non-governmental organizations (Onat, 2017: 287), it is understood that today they have an effective power on these platforms. By the end of the year 2017, over 570 thousand followers were on the Facebook page and over 400 thousand followers on the Twitter page. The TEMA Foundation, which is the non-governmental organization that makes the most use of advertising films and public spots, has an important place in Turkey in terms of green movement. In addition, bulletins for assessing environmental events published during various periods (Fortune, 2017; Indigo, 2017) contribute to increasing the level of knowledge on existing problems and the ability to solve problems (see Table 1).

At the point of determining the level of influence of the non-governmental organization, the first thing to be considered is the visibility of the foundation / organization. Aygün and Şakacı in their study (2013), which examines movements that are directly focused on the environment, have determined that TEMA foundation is the head of the list of movements and institutions related to environment and ecology in guides which spec-

ifies civil society organizations in Turkey. Moreover, it is understood that the foundation, which has been able to influence the legislative body directly through the conferences given to parliament during various periods (TBMM, 1995), has the power to influence political parties and legislative body in this respect. In this context, it is understood that the level of organization visibility is high and accordingly the level of influence is increased.

As a result, the underlying reasons for the effectiveness of the TEMA are as follows:

- Foundation has more apparent relationship with political parties,
- TEMA has successful association due to having participation principles in decision-making and creating desired effect on the government and political parties in desired direction.
- The structure of foundation depends on principles of volunteerism and commitment, which is important one to bring level of civil movement.

4.2. Environment Foundation of Turkey (TÇV)

A significant increasing interest in environmental issues over world's countries (Especially in West) in recent years made it mandatory for Turkey to give necessary attention to these issues. With aim of enlightenment and forming influence on government's decision as a pressure group on environmental issues, Environment Foundation of Turkey was founded in 1978 (TÇV, 2017). It is a non-profit voluntary organization operating in accordance with the law 903. If we take a look at the objectives of the Foundation, it could be summarized as; *“to create a positive public opinion and to find out a solution for air and water pollution, noise, wastes, traffic, population growth, energy, waste, abuse or waste of nature's, immigration, urbanization, and similar environmental matters threatening economy and social life of the country as well as both physical and mental health of individuals, to conduct several publication, seminars, research, panel discussions and meetings on these issue, to perform Regional and international cooperation & coordination on these issues”* (TÇV, 2017). Donations and activities carried out form foundation' primary income initially used only capital of approximately 40,000 TL at the setup stage (TÇV, 2017).

When the level of institutionalization of the foundation is examined, a structure under which the judiciary and the environment can be evaluated under the Board of Trustees is provided. However, it seems that there is a lack of a membership system that can involve society in the process. It is also

not easy to obtain information on how donations are collected or distributed to publications or scholarships. The institution's annual reports are not accessible to everyone, which is another crucial point (see Table 1).

It is not possible to say that the TÇV effectively uses all resources at the point of providing and influencing civil participation. The foundation seems not to be in the desired level at the point of using social media and new communication technologies. By the end of 2017, the foundation has close to 350 followers on Facebook page and around 120 followers on Twitter page. To reach such purposes, TÇV has carried out several activities so as to transfer progress and development on the issue of environment from western to Turkey; and made effort to be taken essential step by Government on changes and adjustments in legal area. Some law in the constitution of 1982, and the law of 2872 are some example showing its role and importance in establishing such effective steps on that issue (see Table 1).

The most important stage that needs to be examined to determine the level of influence of TÇV is environmental awareness activities. Foundation takes part in the progress of environmental awareness in Turkey through many studies, such as publications that include textbooks for children, inventories, or environmental law related publications (Çakırsümer, 2007: 286-292). These studies, which deal with current environmental problems in detail, have vital importance in terms of environmental action in Turkey in terms of aiming to bring various solutions with scientific supports. In addition, the foundation has been granting scholarships for many years to undergraduates, aiming to direct environmental studies. Environment Foundation of Turkey has carried out several activities such as various publications and conferences on the issue of environment and related topics. With sufficient number of experts, it completed inventory of environmental problems for Turkey in the past. As a not only national, but also international foundation, it fulfills a set of important activities together with other relevant organizations such as UNEP, UNESCO and UNICEF. It is acknowledged fact that it is only foundation which carries out its activities with aim of direct environmental issue compare to other environmental NGOs in Turkey. Consequently, it has very effective roles to be taken essential legal action on the issue of environment and social life in Turkey, on international arena as well (see Table 1).

The role of the TÇV in Turkey in terms of green governance can be summarized as follows:

- The Foundation provides its effective structure mainly through written publications. They do not have the power to create the pressure with visual and social media tools on people and policy makers.
- They are able to draw attention to the transboundary dimension of environmental problems and to establish important collaborations in connection with the studies carried out at the international level.
- The Foundation does not have a membership system to provide efficiency. In addition, the financial structure and the legal structure on which the foundation is based are not sufficiently transparent.

4.3. Turkish Society for the Protection of Nature (TTKD)

TTKD is one of the oldest associations working on the topics of nature and the environment in Turkey. Its activities are fully based on voluntary programs, and a leading institution established in 1956 by mainly forest engineers. The primary purpose of the Foundation can be expressed as; *“to protect and conservation of natural resources in country, especially in agriculture, forest, meadows and pastures, wildlife, hunting animals and birds, other living beings (Fauna and Flora) and landscape , to provide balance between conservation and environmental problems caused by industrialization and urbanization, and pollution prevention and other natural Balance Problems, to raise awareness among people regarding urban, environmental and community of quality issues, to carry out panels discussions, seminars and education programs and, publications, training courses, continuing education centers and R&D services related to entrepreneurship and employment in the implementation of such activities, to organize activities in the issue of nature of urban and preservation of nature, to raise awareness of the environmental and cultural values among children and young people, women, peasants and farmers, people living in rural areas, industrial, tourist and athletes, and so on;”*. The primary activities carried out by this institution could be summarize as; *“making publications, meetings, seminars, open forums, organizing trips, especially for the youth, making study of education in the protection of nature and forest, supporting work of creating, protecting natural resources, working to adopt the international environmental cooperation, voluntary organizations and institution in Turkey”*.

In terms of institutionalization, TTDK is one of the few non-governmental organizations in the country dealing with environmental problems. The foundation has a system in which members can keep track of their

knowledge and developments related to the foundation. The membership system, which is established with simple and financially appropriate values, is formed by grouping according to age and region. The foundation consists of five boards such as The General Board, Central Management Board, Scientific and Advisory Board, the Inspection Board, The Honor Board. A large portion of income of the foundations comes from donations and grants, membership fee, property assets, activities such as conferences, meetings, travel, and entertainment. The foundation has several branches in several cities, mainly in Istanbul, and Ankara. The fact that the statute providing the legal basis of the foundation has the current structure, and the availability of activity reports contribute to the level of institutionalization (see Table 1).

The Foundation does not use its communication resources effectively for the purposes of influencing civil participation. At the end of 2017, besides not having an active Facebook page, there are close to 60 followers on the Twitter page. The sharing of Twitter and Instagram pages does not improve social awareness of environmental issues. Bulletins and publications prepared long by the Foundation are effective to determine the level of influence. Also, the journal of “Nature and Human” is one created by this foundation. The Foundation is also undertaking large-scale environmental protection projects with support from EU and various funds.

Table 1. Summary of three “green NGOs” in Turkey based on the frameworks and evaluation criteria

	TEMA	TÇV	TTKD
Politicization	X	X	X
Public attitudes	✓	✓	✓
Policy process	X	X	X
Institutional structure	✓	✓	✓
Output-bases	✓	X	✓

5. Conclusion

Turkey observed significant increase in the number of NGOs in terms of quality and quantity aspect since 1990s. Many political, economic and cultural act of process such as globalization, democratization, fundamentalism,

feminism etc., have reached a new dimension because of the emergence of NGOs as a new actor on the agenda over the world. Turkey does not have long history civil society`s engagement in environmental protection. And, almost all the organizations were founded after 1960 based in Istanbul and Ankara. By Environmental Law enacted in 1983, a significant increase in environmental awareness has been observed, several environmental organizations significantly increased over the country due to non- environmentally friendly activities by business, industry, and tourism. Many of those organizations were only established during the 1980s and 1990s. A variety of NGOs have been mainly organized in the form of foundations and associations in the country. In general, such organizations take some issue as their priority such as deterioration of the environment, the disappearance of forest areas, vegetation, agricultural area, the emergence of the erosion.

They have increasing influence on formulation and implementation of policies and strategies for environmental protection thorough regular dialog with decision makers in Turkey. Some of them have acquired greater legitimacy and access to policy makers. To ensure wider ecological consciousness, to link their struggles with other communities, to create a climate in which governments are expected to pay greater attention to environmental protection, to attract media attention, to make possible new forms of partnership between government, businesses etc., are just some of advantages provided by “green NGOs”. However, several green NGOs` continue to maintain hierarchical organization and provide limited democratic right to their members. In addition, NGOs have achieved only limited access to the policy networks in Turkey.

Furthermore, effectiveness and influence of “green NGOs” on environmental governance depend on a wide range of contextual factors, including the openness of the political opportunity structure, public attitudes, the party politicization of the environment, the strength of the producer lobby and the strategic choices made by NGOs themselves, initialization level and output programs/materials. An important reflection of this process is that various green environmental foundations and organizations have been established in Turkey. To this end, with cases study of the three foundations (TEMA, TÇV, and TTKD) in the study, dimension of institutionalization including management, human resources technological and financial opportunities; influence on civil participation, and finally the dimensions of

internal or external education, political participation, democracy and influence outputs in the organization are explained.

Considered three green NGOs and their institutionalization initiatives, it is observed that significant progress has taken place recently in Turkey. Influence of the NGOs in environmental governance is mainly possible through publications, bulletin, visual and social media. The major instrument applied by NGOs for environmental protection is education awareness raising campaigns for decision-makers of public policies, citizens as well. Furthermore, it is not possible to draw clear conclusions that following-up democratic principles and internalization of corporate culture in the NGOs have significantly come to a head.

When considered theoretical and conceptual framework in the field of environmental NGOs in Turkey, there has been significant tendency on NGOs towards close relations with the state and institutionalization level and diversifying functions of NGOs for environmental protection. An adaptation of the voluntary guidelines and principles increases their effectiveness in environmental governance. The study clearly indicates that though green NGOs in the countries which started their activities so late for environmental protection compared to other countries, it seems to make significant progress in short time. However, more precise and comparative analyses with other countries are still needed to make rational inference in further studies to assess major functions and roles NGOs in environmental governance. In addition, influence of leaders and members of NGOs in environmental governance should be evaluated to grasp “big picture”. Finally, the major challenges for involvement of NGOs in environmental governance such as financial, technological, lack of capacity, and holistic frameworks in legislations might be assessed in the future researches.

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