

AN INQUIRY ON THE EVOLUTION OF URBAN PLANNING IN TURKEY

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Abstract

The aim of this paper is to present an inquiry on the evolution of urban planning based on economic, political and social changes that have taken place at different periods in Turkey. Legal and institutional reforms with regard to urban administration and planning reflect main characteristics of economic, political and social background of different transformation periods. The spatial pattern of urbanization have evolved throughout these reforms.

1.Introduction

When the evolution of urban planning in Turkey is overviewed, we can observe its impact on the built environment and spatial planning. The institution of urban planning has been neither effective in policy outcomes nor successfully implemented. We have to face the fact that urbanization processes have not always been administered appropriately in Turkey.

In order to comprehend the processes of urbanization and accompanying planning efforts, approaches to spatial planning in Turkey are reviewed in five different periods. The first period is from the establishment of Turkish Republic to aftermath of the Second World War (1923-1945); whereas the second period refers to the transition period from the Second World War to the beginning of the economically and sectorally planned period of Turkey (1945-1960). The third period can be considered as the planned period (1960-1980); while the fourth period involves the implementation of neo-liberal economic policies, namely Structural Adjustment Policies of Turkey after 1980. Finally the period after 2000 can also be regarded as a transition period to Strategic Spatial Planning, following a wide range of legal and administrative restructuring processes.

Problems related to urbanization processes had occurred in Ottoman cities as early as the mid-19th century. Some preventative measures had been taken with regard to the provision of public services particularly in Istanbul. In the early 1930s, however, all urban administrative procedures and reconstruction laws dating from the Ottoman period were changed. A number of international planners had been invited to participate the competitions designed to plan the cities of newly formed Republic. The period between 1930 and 1950 can be indicated as a significant period in terms of city development. After the 1950s, however, due to the mechanization of

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agricultural production, rapid urbanization stemming from rural to urban migration brought the urban problems to the forefront at an unprecedented level. Beginning of the planned period in 1960 marked the significance of planning; however, was accompanied by deepening economic and spatial problems ranging from housing and transportation to the provision of public services.

2.From the Establishment of Republic to Aftermath of the Second World War (1923-1945)

The prevailing aim of this particular period was to create a new nation state within the framework of modernization project. The selection of new capital city, i.e. Ankara; the distribution of industrial areas to different parts of the country; the connection of different areas to each other through newly formed networks were among the priorities of that period in terms of spatial planning.

The problems of a new and growing capital city have given impetus for the concept of city planning from the 1920s onward. Preparing a development plan for Ankara was necessary. The law no. 1351, The Establishment and Responsibilities of Ankara Reconstruction Directorate, was enacted in 1928. According to this, Ankara Reconstruction Directorate had been created for the tasks given by the Ministry Council. The Directorate was to prepare an existing landuse and a reconstruction plan of Ankara. *Shremaneti*, i.e. a municipal institution, was established in 1924 with the aim of implementing related legislations. Two local reconstruction plans were prepared in this period, i.e. one was Izmir Development Plan by French planner Rene Danger; the other was for Ankara by Heussler. Carl Lörcher also prepared a plan for Istanbul during this period.

Previous urban administrative procedures and construction laws dating from the Ottoman period were changed by the Republic during this period. The Law no. 1580 of Municipalities was issued on April 3, 1930. Municipalities were also to prepare landuse plans for five years according to the rules of The Law of Buildings and Roads no. 2290. However, with the enactment of Law no.1580, *Shremaneti* in Istanbul has been abolished and municipalities have been established in cities. This was the emergence of provincial administration along with the establishment of municipality in Istanbul. One of the basic features of the law was the fact that a large number of functions and responsibilities has been given to municipalities including the provision of the public services. The allocation of responsibilities was coupled with the national policy of buying out foreign companies, including those that had provided public services in Istanbul. As a result responsibilities were transferred either to the municipality itself, or to joint venture companies within which the municipality had a share (Tekeli,1994).

Municipalities were preparing landuse plans for five years according to the Law of Buildings and Roads no. 2290. Plans were prepared with a vision of 50 years, and approved by Ankara Reconstruction Directorship between 1930-1933. Due to the fact that 50 years was a very long time for projections and predictions, most of the

plans which were prepared during this period could not be implemented (Yavuz,1952).

The Ebniye Law which had been in effect for the previous 50 years had already been abolished. On the other hand, new legislation was very detailed and consisted of the means that are meant to force municipalities to conform with a contemporary image of city. In addition to the preparation of city plans, projecting future population and setting certain landuse standards were among the contents of the Law of Buildings and Roads. Public decisions would be made by the Council and the population projections would be made for 50 years (Duyguluer,1989). According to this law, ownership of those areas designed for public services was in the jurisdiction of local authorities and the Treasury. Moreover foundations could be transferred to municipalities by a decision of the Council of Ministers. During reconstruction operations in a city, compulsory replotting (Addikes Rule-Hamur Kurali) could be applied. According to this, municipalities were able to take up to 15 percent of land free of charge (Aksoylu, 2003). During the 1930s, when those laws that were expanding the authority of municipalities were passing, the need for a separate legislation to generate income for municipalities that was consistent with their new functions became quite obvious. In this context the Bank of Municipalities was established in 1933.

The municipality of Istanbul and then the Municipality of Ankara organized international competitions among well-known international city planners. Herman Elgötz who was a German planner and planner of Essen, French planner Alfred Agache who designed Dunkerque, Rio de Janeiro and Brazil, Jack H. Lambert and Henry Prost have been invited to enter the competition for Istanbul Development Plan, and the first prize was granted to Elgötz. Although Elgötz won the competition, his plan was not implemented. Subsequently, German planner Wagner was invited to prepare a plan for Istanbul. He carried out his studies in 1936 and 1937, and prepared the landuse plans of the historical peninsula of Istanbul as well as Beyoglu district. Immediately afterwards, master plans for other districts in Istanbul were also prepared.

An international competition for the plan of Ankara was designed in 1928 and German planner Prof. Hermann Jansen won this competition. He completed the Reconstruction Plan of Ankara in 1932. Prof. Jansen prepared the Development Plans of Mersin, Adana, Ceyhan, Gaziantep and Izmit between 1930-1939. Furthermore French planner Lambert prepared a reconstruction plan for the new settlement areas of Erzurum during this period. These plans were prepared solely for municipal boundaries without considering the regional context. They were mainly oriented towards beautifying the cities without socio-economic research, data and map.

3.The transition period from the Second WorldWar to beginning of planned period (1945-1960)

The most significant aim of this particular period was to control the transformation process from the World War II conditions to planned development. With the help of Marshall Plan mechanization in agriculture was initiated, and as a result the need for labor in agricultural production decreased. Therefore rural to urban migration accelerated, and in large cities squatter housing problem become an important issue. The early indications of rapid urbanization could be observed after 1945 and throughout the 1950s in Turkey. The increase in the construction of squatter settlements was noteworthy during the 1950s in large cities such as Istanbul, Ankara and Izmir. Governments have enacted amnesty laws for squatter settlements due to populist politics. In addition municipalities focussed their efforts in infrastructure and started to bring some of basic services. As squatter areas within municipal boundaries expanded, they started to gain legal status due to amnesty laws, and municipal departments were established in each of them. However, existing capacity of the country in terms of recently established institutions proved to be inadequate in the face of emerging problems.

Throughout the transformation period, confronting squatter housing problem and developing a new set of legal and institutional regulations emerged as a necessary task. First, the Bank of Municipalities was converted into the Bank of Provinces, i.e.İller Bankasi, in 1945 by Law no. 4759. This helped to extend the limits of public borrowing by the municipalities. In addition a strong technical assistance board, which would support planning efforts and the design of infrastructure systems of municipalities, was created. The Bank of Provinces has been assigned to carry out reconstruction plans as well as developing existing landuse maps.

Municipal Income Law no. 5237 passed in 1948. By way of this law, municipal revenues were increased for the first time in the sense that while the revenue of the big cities has increased once, that of smaller cities increased three times as much (Tekeli,1981). However, due to the increasing rate of urbanization, such interventions could not be sufficient.

Rapid post war urbanization coupled with the fact that the supply of housing almost came to a halt during the war, which resulted in the development of squatter housing neighbourhoods.

In this context the area of jurisdiction of Law no. 5218 passed in 1948 for the city of Ankara was extended to cover all of Turkey by Law no. 5431 issued in 1949. With this law licence was to be given for existing constructions, with a charge four times as the usual, in case of a violation of the existing building codes. Licences would be issued for those constructions that did not conform the land use plan and technical regulations only upon the fulfilment of legal requirements (Aksoylu, 2003).

The Law for the Encouragement of Construction (1948) gave the responsibility for providing building plots to municipalities so as to enable them in controlling the

physical development of the city. According to this law, the municipalities could buy treasury land at a price calculated on the basis of its land tax value which would be paid back in ten years in equal installments. These plots would then be transferred to those who do not own a house, without seeking fulfilment of the requirements of the Tendering Law (Arttırma-Eksiltme ve Ihale Kanunu). Those who received land had to complete the construction of a house within two years. The building would then be exempted from tax for ten years and the owners could obtain credit from the Real Estate and Credit Bank which would cover up to 75% of the cost of construction with 5% interest (Tekeli, 1981).

Failures in the implementation of reconstruction plans that had been prepared according to the Law no. 2290 and changing conditions of the cities have resulted in the enactment of new Reconstruction Law no. 6785 in 1956 (Artukmaç,1975). Modification of the Law of Buildings and Roads no. 2290 had been on the agenda ever since the First Building Congress held in 1948. The most important characteristics of the Law no. 6785 were giving the responsibility of planning and development in adjacent areas to municipalities so as to control the speculative developments in these areas and constitution of the transition from city scale planning to regional planning; classifying the cities into two groups such as population greater than 5000 and less than 5000, and differentiating the types of plans that municipalities will prepare as master plan and implementation plan; abolishing the obligation of long planning and projection periods. A Regional Planning unit has been actually established within the Technical Board of Urban Planning within the Ministry of Public Works in the same year. This facilitated transformation from a rigid approach of the city planning to a more flexible and positive policy which can be adapted to the scientific and technological developments (Aksoylu, 2003).

According to the Expropriation Law no. 6850 (1956) expropriation decisions of the municipality could be made by the Municipal Council; approved by sub-prefects in the districts and by governors in the provinces. Expropriation could be conducted through the granting of easement rights if this was appropriate from the point of the current objectives.

The evaluation of expropriation operations by the Prime Minister as a major political activity of the government led to the establishment of the Ministry of Construction and Settlement by the Law no. 7116 issued on 14 May 1958 (Tekeli,1981). Urban , rural and country planning, housing policy, building materials, research and analyses for regional planning with the participation of other organizations, construction of houses for rural migrants, to take precautions before and after the natural disasters were the duties of this Ministry. The Ministry of Construction and Settlement had been established to carry out research and planning functions rather than act as an executor or investor.

4.The Planned Period (1960-1980)

Due to the economic and spatial ramifications of rapid urbanization during the transformation period, policies regarding to economic development and industrialization proved to be inadequate. Unbalanced population growth in large cities constituted the main characteristics of urbanization despite the fact that there were limited opportunities for formal employment and housing. The definition of metropolitan planning was being discussed, in the face of the emergence of metropolitan areas. In addition to development planning approaches to economic and sectoral development, regional structure analyses and socio-economic development indices were being developed. The need for a ‘National Physical Plan’ was being discussed in academic and professional circles. The main mission of this period was to place emphasis on development plan making processes and the establishment of State Planning Organization.

One of the most important legal and institutional regulations in this period include the establishment of State Planning Organization in 1960. This institution introduced the First (1963-1967), the Second (1968-1972) and the Third (1973-1977) Development Plans and regional planning agenda during this period. In addition to the Antalya Project (1959), Doğu Marmara Planning Project (1960-1964) and Çukurova Regional Project (1962-1963), DPT also made developmental programs for eight areas identified as a result of analytical studies at the national scale in 1960-1970. There were no obligatory rules for preparing regional plans at the time in Turkey. This is one of the reasons for the fact that the number of regional plans has been quite limited.

Taking planning practice under the umbrella of Ministry of Construction and Settlement and giving responsibility about that to other central administrative institutions is the most important change in the organizational structure from the 1970s to 1984 (ODTÜ, 2000).

The establishment of Master Plan Offices in 1965, with the decree that was prepared according to The National Security Council’s decision number 86 the master plans for Istanbul, Ankara and Izmir have to prepared by the offices under the Ministry of Construction and Settlement, and for this purpose in Istanbul, Izmir and Ankara Master Plan Offices were established (Tekeli,2001). Another important change in this period, according to municipal bill of the 1970s, municipalities were classified by their size and municipalities have more than 100000 population were called ‘Greater Municipality’.

The Squatter Law no. 775 was enacted in 1966. At the beginning of the planned period, squatters were considered as being a physical problem. In 1966, well known ‘Squatter Law’, which was the first legislation specifically concerning squatters was enacted for the first time. By the way of enacting this particular law dual structure of the housing stock was accepted, i.e. the planned and modern housing areas as opposed to the squatter areas. On the other hand the Law No.775 used the concept of ‘Gecekondu ‘(squatter) in its title and implied the acceptance of this as a social

phenomenon. In addition to these regulations municipalities would define the provision of services, upgrading and cleaning areas of squatters, and prepare the maps and plans of reconstruction and improvement along with the Ministry of Construction and Settlement that had the authority to control them (Uzel, 1987). In order to implement these decisions management guidelines in the areas of municipal administration were also necessary. The Squatter Law and other regulations did not comply together regarding these arrangements and, thus, none of them was realized at that time except for the title deeds that were given to the squatter householders. This signified the first time that squatter houses gained legal status.

Sixteen years of implementation of the Reconstruction Law no. 6785 revealed certain shortcomings in planning practice especially in large cities. A new law dated 11 July 1972, number 1605 was enacted. This law changed several articles of the Law number 6785. One of the most important changes, in relation to metropolitan cities was the granting of the authority to the Ministry of Construction and Settlement to prepare metropolitan master plans without requiring the approval of the municipalities (Law no. 6785/1605). With this decision, a new terminology on 'metropolitan master plan' was introduced into development and reconstruction legislation in Turkey for the first time. Another important change was related to adjacent areas (*mücvir saha*). These areas would be defined and designated in accordance with the proposals of municipalities by decision of the provincial administration board and the approval of Ministry of Construction and Settlement. By way of this change, areas which were included under the jurisdiction of Reconstruction legislation expanded (Aksoylu, 2003). This law also introduced the concept of territorial conservation instead of conservation on the basis of single buildings. If an area outside the adjacent areas was considered important from the regional planning, touristic and industrial development, transportation network perspectives, they could be taken into the sphere of the provincial supervision upon a proposal by the Ministry of Construction and Settlement and with the approval of the Council of Ministers (Tekeli, 1994).

The Third development plan covering the period between 1973 and 1977 aimed to determine the natural resources and human capital of the settlements in order to trigger the development and to solve the problem of uneven development in regions. Within this context, the State

Planning Organization specified the constraints, problems, opportunities and infrastructure utilities of particular cities. In the first two development plans the main approach was regional planning for underdeveloped regions. However the Third plan put emphasize on development priority zones (Keleş, 1993). Regional development approach maintained its significance until the second half of the 1970s and urbanization was seen as a phenomenon that needs to be supported by economic and social development. In regional development plans physical and spatial dimensions were highlighted more than social aspects.

5.The Period of Neoliberal Policies (1980-)

The 1980s were a distinct period in the planning history of Turkey. Tekeli (2009) indicates that the capital and population were redistributed in urban space in a different way as a result of rural to urban migration, urbanization and industrialization after the 1980s. The policies of this period. The concern for economic integration of Turkey to international economy and being a part of worldwide cyberspace telecommunication infrastructure was rapidly developed, new institutions such as free capital market and free zones were developed through a series of structural reforms. All these reforms resulted in the change of settlement patterns. Istanbul became even more powerful in economy; its population increased to 9 million and the industry decentralized in the Marmara region.

The effects of globalization on new production processes and spatial patterns could be observed in global cities. The relations between local and global along with an emphasis on local authorities and governance were among the main features of this period. The Greater Municipality Law no. 3030 (1984) defined metropolitan areas as Greater Cities and in the country's administrative system they were considered in a distinct category. In order to be defined as Greater city, cities had to have more than one district within the boundaries of municipality.

The Amnesty Law no. 2805 (1983) has been issued by the commission of the Consultant Assembly and National Security Council. This law pertaining to procedures related to unlicensed buildings brought about a general building amnesty. With this law the regularization process of unlicensed buildings in areas for which master plans existed was simplified whereas in areas without master plans, elaboration of Construction Improvement Plans (Imar Islah Planı) was required. With this law new planning terminology on Construction Improvement Plans and Upgrading Plans has been introduced in Turkey. The law regularized all of the squatters constructed before the National Security Council declaration of 2 June 1981, and prohibited further squatter construction (Aksoylu, 2003). Construction Improvement Plans were required to regularize constructions on shared plots of land. If plots on which squatters were located belonged to the Treasury of the State or to the provincial administration, and was within municipal boundaries or adjacent areas (mücavir alanlar) then their ownership could be transferred to the municipality. If they were outside municipal boundaries, in that case ownership would pass on to the provincial administration.

The New Building Amnesty Law no. 2981 specified the ways to legalize unauthorized buildings, including not only squatters but also those in the planned areas. As an important differentiation from the previous law, this law aimed to speed up the process of legalization of unauthorized buildings (Aksoylu, 1994). Existing buildings would be conserved as much as possible, but the density could be increased 2-3 times by increasing the existing storeys of houses from single storey to 3-4 in the upgrading plans. The ways in which upgrading would take place in terms of financial, institutional and technical aspects were not defined in the law.

The Construction Law no. 3194 (1985) indicated that Development Plans, of which structure and content are defined in planning legislation, are the main planning control tools. This is the main law directly related to the production of urban built environment. The Construction Law defines two kinds of plans in the planning system, i.e. Regional Plans and Development Plans. Regional plans are prepared by the State Planning Organization in case of a need to determine socio-economic trends, development potential of settlements, the targets of sectors and distribution of regional infrastructure. Development plans are prepared in accordance with regional plans to make decisions regarding the settlements and land use such as housing, industry, tourism and transportation. In practice, however, urban development is generally regulated by the developmental planning approach at municipal level, generally without any strategic frame defined by upper scale plans at regional or provincial level.

With this law authority and supervision were to be left to the jurisdiction of local governments. According to this law preparing plans for those cities that have a population greater than 10.000 was compulsory and the municipalities will prepare, approve and implement the plans within the boundaries of municipality and adjacent areas. This law increased the rate of transferred land to 35 percent, which will be taken free of charge by the municipalities during the compulsory replotting (Çeçener, 2000).

The Tourism Encouragement Law no. 2634 (1982) induced many private and public entrepreneurs to undertake large amounts of fixed investment in tourism by building hotels, yacht ports, swimming pools and so on through a wide range of fiscal and monetary incentives. It also allocated State-owned land plots for tourism development; reduced bureaucratic formalities for tourism investors; relaxed restrictions on the employment of foreigners in the tourism sector; introduced vocational education and training development projects, and gave precedence in communication services. These incentives were given to tourism investments that took place in tourism zones and tourism centers that were specified by the central government with a special legislation, even though clashes could occur between the central and local governments' long term vision for a particular area.

6.The Transition Period of Strategical Spatial Planning (2000-)

The 2000s have been the years when comprehensive changes have taken place in terms of public administration and planning in Turkey. Legal and institutional transformations realized in the last decade have strongly modified the contents of public administration and planning in the country, and have revealed new expectations. At this point, both urban planners and local governments have started to review their point of views about planning. Today, the fundamental actors of urban planning in Turkey query themselves and the legislators as to whether the concept of strategic planning can be accomodated in the planning system of Turkey. Since the economic crisis at the beginning of 2000s Turkey's economy has exhibited growth tendencies. A large scale institutional reform has been accompanying the

economic dynamics. Even though the current global recession has been slowing Turkey's export sectors, the emphasis on institutional reorganizations has been strong so much as The Ministry of Construction and Settlement and The Ministry of Environment were combined towards the recent establishment of The Ministry of Urbanism. Three significant laws were issued in 2004 regarding urban administration and planning in the context of a Local Administration Reform Package.

In the case of The Law of the Greater Municipalities no. 5216 the latest form of this law has been approved in 2004 with several revisions in the responsibilities and powers of the authority of greater municipalities. Since it is approved, greater municipalities are obliged to prepare Strategic Plans, which are essentially socio-economic in nature as opposed to physical development plans that had been prepared for many years. Other prerogatives given to these authorities include the preparation of both Environmental Plans between the scales of 1/50000 and 1/25000 and Master Plans between the scales of 1/25000 and 1/5000. Furthermore they have the right to approve Detailed Plans in the scale of 1/1000 prepared by district municipalities. They are also responsible for the preparation of plans concerning disasters, designation of locations of premises used for the processing and storage of explosive and incendiary materials. Other than those, greater municipalities are entitled to provide preservation, maintenance and restoration of cultural and natural assets and historical values.

Planning and urban development had been detrimental in general for greater cities. However, redefinition of the territories of greater municipalities by the last law has eliminated the privileged status of sub-district municipalities and collected the management and control of all district and subdistrict municipalities within one hand. With this law territorial authority of metropolitan municipalities are enlarged, and at the same time metropolitan municipalities are given authorization for the preparation of large scale plans. By this law greater municipalities have also chance to establish stock corporations within the realm of their authority. In addition they can accept grants for their expenses.

The Municipalities Law no. 5393 had been revised twice in 2004, and has taken its latest form in 2005. Those municipalities including the district and sub-district municipalities in metropolitan areas are first responsible for plan preparation for their areas. In addition to the task of plan preparation, they are also responsible for the protection of natural, historical and cultural assets. Municipalities are also entitled for land development and housing provision. They can exercise compulsory purchase for the purpose of land development with infrastructure or for the purpose of housing provision (production, selling and renting); and institute firms, borrow capital; issue shares and paper assets. By this law, municipalities have also chance to establish stock corporations within the realm of their authority. They also can accept grants for their expenses.

Further from above statements, the most important addition of the latest revisions made in the Municipalities Law is that those municipalities of districts with a

population of 50.000 and above has obtained the power to delineate areas which are deteriorated within the current urban context and designate those areas for the preparation of 'urban regeneration and development projects' and for the purposes of risk reduction as well. These projects may be prepared for redevelopment purposes or rehabilitation of specific old and historical quarters of the city or prepared particularly in areas subject to high earthquake risks. However, in many cases, municipalities used the authority given by this law for the preparation of urban regeneration, rehabilitation and redevelopment projects in a way to gaining rent from land. By increasing the construction rights they can transfer the potential profit.

The Law of Special Provincial Administration no. 5302 is also empowered to carry out several responsibilities including to cover costs of infrastructure, construction, maintenance, and to cooperate with other local authorities and bodies in regeneration projects. It also gives Special Provincial Administration the power to make necessary expropriation in accordance with the annual tasks program. Special Provincial Administrations have the opportunity to create unions with other local administrations. Especially in Istanbul and Kocaeli, where the borders of greater municipalities overlaps with that of provincial administrations, creation of such unions will contribute to the implementation of urban regeneration projects simultaneously with the Environmental Plan of the city.

By the legal arrangements, local government's authorization areas have expanded in terms of planning and related services. This situation can be considered as being improvement for governance, participation and transparency. However, the wide range authorization of municipalities by the latest legal and institutional reforms may have certain pitfalls. Clearly a new set of regulations should be developed towards cooperation among municipalities and the Ministry of Urbanism, given that all of these institutions and their administrators are equipped with unprecedented power schemes.

The new legal arrangements adopted strategic planning as a main goal. Although the concept of strategic planning started to be discussed in the Turkish planning environments during the 1980s, the definition of the strategic plan concept was included for the first time in the Bill of Basic Codes for Public Administration in 2004. This bill has not been legally issued as yet; however, the Local Administration Reform Package have been prepared in conformity with the principles of this draft bill. In the bill a Strategic Plan is defined as being a medium that enables public institutions and enterprises to reach their basic principles and policies, goals and priorities as well as performance criteria through a set of methods to be adopted. The definition of the concept involved in the bill is an institutional strategic plan. The Law of Metropolitan Municipalities, the Law of Municipalities and the Law of Private Provincial Administrative Authorities, which came into effect in accordance with the principles and approval of this law, emphasize, however, spatial strategic plans. For instance, according to the Law of Metropolitan Municipalities, preparation of strategic plans of the metropolitan municipality along with the preparation and implementation of master zoning plans of all scales ranging between 1/5.000 and

1/25.000 on the condition that they conform to the higher scale plans that are also among the duties and authorities of metropolitan municipalities. The Law of Municipalities refers to a strategic plan and a performance program. According to this law, the municipalities and local governments are responsible for preparing a development plan and a program as well as a strategic plan in conformity with the regional plan if there is any, within six months after the general elections and also for preparing an annual performance program before the beginning of each year. It is indicated that the strategic plan shall be prepared by also taking into consideration the opinions of universities, vocational chambers and related nongovernmental organizations. The preparation of strategic plans is not mandatory for municipalities with populations of less than 50,000. The Law of Private Provincial Authorities on the other hand, mentions the necessity of a discussion on a strategic plan, and adopting a decision about it is considered as being among the duties and responsibilities of Provincial General Assemblies. According to this law, the Provincial Environmental Plan prepared under the coordination of the governor, together with the metropolitan municipalities in metropolises, provincial municipalities and Private Provincial Administrative Authorities in other provinces as a large scale plan, in which spatial goals are specified. In this context studies for the preparation of strategic plans will be organized by the Head of the Research and Planning Coordination Department of metropolitan municipalities.

The Istanbul Metropolitan Municipality, included among the Municipalities within the framework of this study, started its strategic planning activities as the largest planning office along with the Istanbul Urban Design and Metropolitan Area Planning Office that it established within its structure with a team of 500 people. A number of academicians, planners and architects officiated in the three Urban and Regional Planning Departments located in Istanbul. In the case of Izmir Metropolitan Municipality, the Master Zoning Plan Office for the whole of Izmir started its activities right after Istanbul. Strategic plans are conducted in this city in the Master Zoning Plan Office, which is the planning department within the structure of the metropolitan municipality. Kayseri Metropolitan Municipality also started strategic plan activities recently. A strategic planning team comprising of 20 people was established with the cooperation of Strategic Planning Coordination Office and Strategic Planning Management within the structure of the Municipality. Joint studies are conducted with the State Planning Organization. Strategic planning activities have commenced very recently in Samsun Metropolitan Municipality as well. Its activities are conducted through the Municipality Company SABEG. In a number of other metropolitan municipalities, including Erzurum and Gaziantep for example, preparation for a strategic plans is in progress.

7.Conclusion

Central governments have placed considerable significance on urban administration and planning in Turkey. In this sense economic, political and social background of different transformation periods have been reflected in legal and institutional reforms of that particular period. The spatial pattern of urbanization have evolved throughout

these reforms in such a way unbalanced growth and uncontrolled urban expansion constitutes one of the main characteristics of Turkish cities. The reasons for the unsuccessful implementation of planning processes and ineffective policy outcomes should be searched partly in an understanding that view urban planning as being more of a physical process as opposed to a spatial process intertwined with economic and social contents.

The plans are prepared either for an already existing built up area or for developing areas sometimes with insufficient consideration for their impact on the totality of the urban area. Elaboration of larger scale plans is not obligatory. Plans offer short term solutions and because of this the problems are accumulated in the long run and they become bottle-necks blocking development at the city wide level. Rapid urbanization processes could not adopt to a rational land policy. Neither could it control this process through the proposals of planners whose urban images and aspirations were quite inconsistent with the economic situation. As a result Turkey fell into an uncontrolled urbanization process and public services could not be realized due to the high rate of expropriation cost of the land. This led to the emergence of a dual structure, consisting of both legal and illegal housing stock in the city. Lack of regular and sufficient funds to develop urban infrastructure, land speculation, populist tendencies in the allocation of capital resources and the development of the cities, restricted capacity of the administration are the factors affecting the failure of the urban planning.

Defining the integration principles of country, regional, urban and rural plans, incorporation of urban planning concern into economic development planning and budgeting, strengthening existing capabilities and income generating activities of municipalities, initiating effective land policy and programmes, co-ordination and corporation of the different organizations are necessary for the planned development of the cities in Turkey.

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