

‘STRATEGIC PLAN’ AND ‘ENVIRONMENT PLAN’ IN TURKEY IN THE CONTEXT OF A QUESTION: “CAN ‘ENVIRONMENT PLAN’ BE COMBINED TO ‘STRATEGIC PLAN’ TO GET A NEW PLANNING TYPE NAMED ‘STRATEGIC SPATIAL PLANNING’ IN TURKEY?”

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Abstract

In recent decades, new planning approaches have been applied to spatial planning field in the world. Rapid transformation of the world’s new socio-economic organization particularly in urban areas and traditional planning methods were criticized because they remain insufficient in front of the new obstacles and facts. In this case, Strategic Spatial Planning approach appeared in planning field. Besides this, Turkey does not have proper planning system in terms of the integrity of spatial planning; therefore, there are many problems with regard to determination of the metropolitan regional development strategies. In Turkey, Strategic Plans include existing situation analysis, future strategies, vision, policies as in the Regional Plans and this helps to make criticism for Turkish experiences: Strategic Plans are lacking of spatial proposals and remain only as written documents. On the other hand, ‘Environment Plan’ exists in the hierarchy of Turkish planning system as an upper scale blueprint plan including strict spatial proposals similar to the ones in each scale of Master Plans and with its policies. Thus, a critique stands as ‘Environment Plan’ has many problems in terms of its overlapping scale and boundary with municipal Master Plans; and this plan has been still discussed about which actors take part in planning, how to establish planning-implementation relationship and what the content of the plans will be. Consequently, in this study, the hypothesis will be the unification of two perceptions of above mentioned planning types in Turkish planning practices: combination of the concept of ‘Strategic Plan’ with ‘Environment Plan’ to get ‘Strategic Spatial Plan’ concept. In other words, in Turkish planning practice, both Strategic Planning’ and ‘Environment Plans’ have problems and the discussion will be carried out in the context of the question of why there is a need for such unification.

Keywords: Strategic Spatial Plan, Environment Plan, upper scale planning, spatiality.

1. Introduction

In recent decades, the planning authorities in many countries have argued the irrelevancy of mainstream planning perspectives because of the rise of globalization processes. This resulted in emergence of new concepts, dynamics and problems in urban areas and affected the urban space (Gedikli, 2010). Until the emergence of these changes, the spatial patterns and regional development were determined according to strict, physical plans that were prepared according to vertical hierarchy as in Turkish current planning system.

New facts and new obstacles in recent years have experienced because of influential transformation of the world’s new socioeconomic organization particularly in urban areas. In addition, traditional planning methods were judged for the inadequacy of them in front of

these new obstacles and facts in large cities. As a result of this new era, Strategic Spatial Planning approach has become prominent in current agenda (Gedikli, 2007).

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Turkey is one of the countries that considered these developments inevitable to adopt in its planning legislation as ‘Strategic Plan’ in order to meet the newly constituted demands in a most effective manner. When Turkish planning system is investigated depending on the 6th title of 3194 Zoning Law, plan types were categorized into two main groups: the first one is upper scale plans (Regional Plan) and lower scale plans (Master Plan, and Development Plan). Nevertheless, in the 5th title of the law introduces a new scale and new type of plan named ‘Environment Plan’ (*‘Çevre Düzeni Planı’* in Turkish) as a physical land use one (Ersoy, 2006). It may be considered as an upper scale plan; however, it is still a problematic question whether it is a type of Regional Plan or not with its strict spatial and physical decisions and uncertain scale proposals. In other words, the administrative and structural problems of Environment Plan make it controversial for the current upper scale planning discussions.

Another type of newly introduced plan named Strategic Plan in Turkey is differentiated from the ones practiced in other parts of the world in terms of its spatial content which was preferred to be named as ‘Strategic Plan’ not ‘Strategic Spatial Plan’. The question of ‘to what extend it is spatial’ is crucial for its implementation priorities of responsible institutions. Besides, it is still not included in Zoning Law of Turkish planning legislation which means the borders, responsible institutions, its content and scale are not designated exactly.

When these two types of plans –Environment Plan and Strategic Plan- are discussed with their problems, a solution proposal will stand exactly in themselves: combination of two types of plans in terms of their different aspects to constitute a new upper scale, spatial and participatory plan named ‘Strategic Spatial Plan’ for Turkey.

2. Strategic Spatial Planning in General and its Reflection on Turkish Planning System

Planning can be considered as a legal tool to make the potentials visible. Sub-scale development plans are only interested in the borders of a small piece of land aimed to create land use plans, therefore there is a need for a regional perspective for these potentials.

The concept of Strategic Spatial Planning has become prominent in agenda in recent decades and two-channel development can be mentioned to examine its revival period. First channel is represented by the processes of globalization including their effects on space in general. The “competitiveness agenda” stands as the distinctive characteristic in this process; in addition the reflection of this agenda on space can be exemplified as investments in transportation infrastructure, tourism, etc. The “environmental agenda” has also emerged in this period which means preservation of environmental/urban assets and development of life quality in living spaces (Albrechts, 2005). Accordingly, the aims of spatial planning interested in two important aspects –environmental and economic policy agendas- as multi-dimensional concept in the first channel development. (Gedikli, 2010)

After the late 1980s, in the second-channel development, spatial planning has started to be affected from post-modern philosophy which characterized the new understanding as decision making after consensus and expression of opinions of each stakeholder without considering positivist methods in planning (Blotevogel, 1999). Gedikli (2007) summarizes this process as “this new approach has led to the involvement of social networks in urban decision-making processes... A ‘Communicative Rationality’ paradigm comes into effect here, contrasting the ‘instrumental rationality’ paradigm of modernist era”.

The emergence of multi-dimensional approach and new interactive processes enabled the revival of Strategic Spatial Planning that can be defined as “a public sector-led, socio-spatial process through which a vision, actions and means for implementation are produced that shape and frame what a place is and may become” (Albrechts, 2004). It consists of wide range of different participators to achieve multi-level governance in planning process such as national governments, sectoral units, agencies, banks, universities, chamber of commerce, non-governmental organizations, etc. (Albrechts, 2008). Another viewpoint developed by Sartorio (2005) describes the general characteristics of Strategic Spatial Planning as:

- Necessity to planning for a long term period
- Interaction
- Process oriented
- Comprehensiveness with a multi-actor process
- High participation
- Mutual connectedness

The process of Strategic Spatial Planning has become significant in realization of the plan after effective decision-making and determination of objectives in its process (Figure 1). The vision, objectives and guiding principles should be reflected into urban space through the help of spatial proposals within plan about development macroform, economic development or the ways of increasing life quality. According to Cavenago (2004), there are several components that always need to be parts of the process.

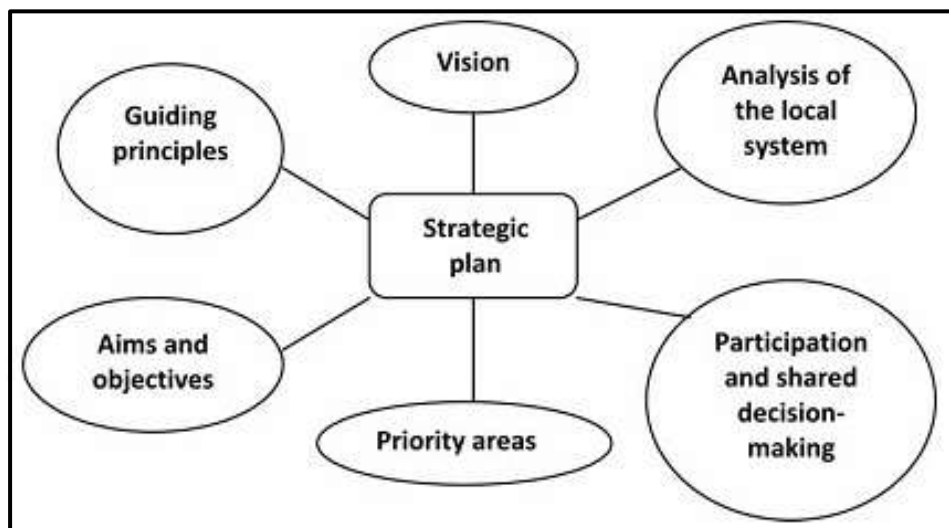


Figure 1. Components of Strategic Planning Process

2.1. Strategic Spatial Planning in Turkey

A common consensus on the definition of Strategic Spatial Planning does not exist despite its increasing popularity. Its perspective has widely accepted common characteristics and it is

practiced in different manners in different countries, because each country has its own planning technique, method and tradition. The perception and the use of this concept can be affected from different perspectives and personal experiences in different spatial units (Gedikli, 2007; Sartorio, 2005). Turkey is one of the countries which adopted Strategic Spatial Planning depending on its own planning traditions and methods.

Turkish planning system has adopted an increasing concern for participatory processes in its methods and practices. Since the beginning of 1970s, social democrat municipalities in metropolitan administrations embraced the significance of public participation in local processes in municipalities (Özcan, 2000). New perspectives of development and region comprehension, new world economy and also adaptation process to EU have created an increasing interest in ‘Strategic Planning’ in Turkey (Polat, 2011). By 1980s and 1990s -the years of increasing authorities of local governments- adaptation of participatory methods has become prominent. In addition, after the acceptance of the principle of local actor participation in local decision making process in United Nation Rio Conference on 1992 which Turkey is the participant country, participatory local decision making practices have started to become widespread. Particularly, after Local Agenda 21, local strategic plans were practiced in several cities in Turkey through Local Agenda 21. At the beginning of 2000s, in the 8th Five Year Plan (2001-2005-prepared by State Planning Organization) strategic approach in regional and sub-regional planning scales was stated and finally, Strategic Plan have found its legislative base in 2004 in a series of laws related to public administrations such as Municipalities, Special Provincial Administrations and Ministries (Gedikli, 2010).

2.2. Strategic Planning in Turkish Legislation System

After 2004, Strategic Planning emerged in Turkish Legislation System. After the change in ‘Municipal Law’ and ‘Special Provincial Administration Law’, those interested institutions have become responsible to prepare and control Strategic Plans as Corporate Strategic Plans (Hazanay, 2006). In this study, only the existence of Strategic Plans in municipal Law will be mentioned including its recent changes because of its similarity in titles of ‘Special Provincial Administration Law about Strategic Planning.

- **5393 Municipal Law (2005)**

- **“Functions and powers of the Municipal Council”**

“To discuss and approve the strategic plan, investment and work programs, activities of the municipality and performance scale of the personnel”.

- **“Duties and powers of the Mayor”**

“To manage the municipality according to the strategic plan, to develop corporate strategies of the municipal administration, to prepare the budget, to direct municipal activities and to determine scale of performance on the basis of these strategies; and to undertake implementation, follow-up and assessment of the same; to submit report to the Municipal Council related to these activities”.

- **“Strategic Plan and Performance Plan”**

“... the Mayor shall prepare a development plan and program, as well as a strategic plan in compliance with the regional plan (if any) ... to be submitted to the municipal council. The strategic plan shall be prepared by obtaining the opinion of the universities and chambers, and

non-governmental organizations and shall be put into force upon approval of the municipal council. It is not necessary to prepare a strategic plan in the municipalities with population less than 50.000.”

2.3. Concluding Remarks

After all, the definition of Strategic Spatial Planning in literature can be summarized as “a participatory approach through which people from different institutions come together and produce visions, strategies and projects for the development of their locality” (Gedikli, 2010). Turkish planning system has adopted main characteristics of Strategic Spatial Planning; but, a significant component of it is failed to be noticed: its relationship with space as mentioned in its title which is ‘Strategic Plan’, not ‘Strategic Spatial Plan’. In the following sections of the study, the problems, a new model to overcome them and the roles of spatial planners in the process by mentioning another planning title named ‘Environment Plan’ in Turkey will be discussed in detail.

3. The Concept of ‘Environment Plan’ in Turkey

In Turkish planning legislation there are plans that represent upper scale regional policies in hierarchy (Table 1). By 1990s, Environment Plan has emerged between Regional Plans and Urban Development Plans hierarchically depending on 3194 Zoning Law. (Gedikli, 2009)

Table 1. Planning Hierarchy in Turkey

PLAN TYPE	RESPONSIBLE AUTHORITY
Five-year Development Plan	Ministry of Development
Regional Plan	Regional Development Agencies
Provincial Environment Plan	Greater City Municipalities in metropolitan cities Special Provincial Administrations and central municipalities in other cities
Environment Plan	Ministry of Environment and Urban Planning
Provincial Strategic Plan	Special Provincial Administrations
Municipal Strategic Plan	Municipalities
Urban Development Plan	Municipalities

According to the 5th title of Zoning Law, Environment Plan is defined as ‘a plan which determines the land use decisions of housing, industry, tourism and transportation compatible with national and regional decisions’. In addition, ‘Regulation about Principles of Plan Making’ introduces the legal definition of Environment Plan as:

‘Environment Plan,

- provides the balance of protection-use between urban-rural structure and development, natural and cultural resources, and housing, industry, agriculture, tourism and transportation sectors;
- determines the land use decisions within the borders that displays spatial and functional integrity;
- prepared compatible with Regional Plan decisions (if any) and on the scales of 1/25000, 1/50000, 1/100000 or 1/200000;
- consists of physical plan, plan notes and plan report;
- can contain one or more provincial boundaries;
- is made or have it made by the Ministry of Environment and Urban Planning;
- includes collecting opinions of institutions about disaster areas, infrastructures, conservation areas, etc. in its preparation process;

- includes field studies, threshold studies, and economic, social, cultural, political, historical, sectoral and technologic analysis; also, macro scale population distribution and density decisions;
- provides the policies which represent data to sub-scale planning’.

Afterwards, it is reasonable to define Environment Plan which exists on hierarchically second stage and is prepared on region, basin and provincial level in accordance with Regional Plans. Thus, Ministry of Environment and Urban Planning is responsible to prepare 1/50000, 1/100000 or 1/200000 scale Environment Plan on region and basin level; Special Provincial Administrations, Greater City Municipalities or other municipalities are responsible to prepare Provincial Environment Plan which contains just provincial borders and on inexplicit scales (Ersoy, 2006).

3.1. Historical Background of Environment Plan

In Turkish planning history, it is believed that the concept of Environment Plan emerged as a result of the need to plan adjacent areas of cities. According to Duyguluer (2005), “1/25000 scale and the name of ‘Adjacent Area Plan’ were called Environment Plan over time”. The concept of Environment Plan was included in 1985 dated Zoning Law as a planning type; however there was no information about its content, scope, scale, and preparation and approval process in the law. Afterwards, the failure of Regional Plans increased the significance of sub-scale development plans and preparation of Environment Plan explicitly which was undertaken by Ministry of Public Works –today’s Ministry of Environment and Urban Planning-. By 1985, a detailed regulation is prepared named ‘Regulation about Principles of Plan Making’ which determined the definition, scales, content and preparation and approval processes. The change in this regulation in 2001 made Ministry of Public Works the only authority for Environment Plan, but Ministry of Environment and Forestry started a new discussion and disagreement for the preparation of the plan and finally, in 2003, a new law determined the new responsibilities and authorities of Ministry of Environment and Forestry. In this law, there was a title which designated the ministry as only Environment Plan making authority (Ersoy, 2006).

Besides, in 2005, Special Provincial Administration had also been an authority to prepare another type of Environment Plan named Provincial Environment Plan which extended the scale of the discussion. Finally, in 2011, there has been an important shift for the structures of Ministries in Turkey: Ministry of Public Works is transformed to ‘Ministry of Environment and Urban Planning’, and Ministry of Environment and Forestry to ‘Ministry of Forestry and Water Works which means Environment Plan authority has been designated to Ministry of Environment and Urban Planning exactly and some of the planning authorities for ministry level have been given to it.

Environment Plan is defined as a strict land use plan in terms of its content and it is located under the scale of Regional Plan and above the Development Plan. Thus, an important question rises here that to what extent it has to be spatial and regional when it is considered together with Turkish version of Strategic Spatial Planning named ‘Strategic Plan’.

3.2.The 'Puzzle' of Environment Plan

In Turkey, the complexity of planning legislation by means of too much additions and authority transfers, the reflection of unrelated upper scale plans on urban space in implementation process, and even failure of some of upper scale plans affected the existing planning system in a negative manner. Particularly after 2000s, despite the abundance of plans, it was experienced that their implementations revealed different results than expected before (Eraydın, 2008).

Environment Plan puzzle has made an important contribution to the complexity of upper scale planning in Turkey. The reason to entitle it as puzzle is about its problems of authority ownership, scale complexity, implementation problems, administrative dilemmas, practicing difficulties and the language of the plan. In other words, although the complexity of upper scale planning has been tried to be organized by the improvements in the concept of Environment Plan, the plan could not respond the purpose of planning on that scale and even damaged it. Consequently, it can be stated that the concept of Environment Plan has to be restructured or recreated or even removed by using some other planning channels. In order to construct evidences for a proposal of such a radical change in upper scale planning, the problems of Environment Plan is classified in two groups as administrative and structural problems.

3.2.1. Administrative Problems

The condition of centralization rather than localization stands as the first significant question at the top of the upper scale administrative planning problems in Turkey. Centralization of policy making power in developing countries can be analyzed as an important obstacle for the rise of governance in any practices of administration. Therefore, some of the authorities of central governments have been shifted to local governments (Yüksel et al., 2005). This kind of localization and strengthening local governments are essential in terms of democratization; in this way, transfer of power to local governments is assumed to provide easy delivery of the needs and expectations of local people, increase participation in decision making and strengthen the perception of decentralization (Şengül, 2009). After 1990s Turkey has also experienced the concept of participation on a more concrete manner especially in planning community by defending two causes of participation. Firstly, participation has become a worldwide trend after 1990s with a milestone of United Nations Rio Conference (1992). Another cause that is past planning experiences of Turkey stated that city plans without local participation were not able to regulate urban development as expected (Tekeli, 1993). In this case, bottom-to-top relation rather than top-to-bottom hierarchy is more acceptable in policy making areas including upper scale plan making.

Turkey has also shown some efforts to adopt these kinds of global changes and transformations in its planning practices; however Environment Plan is still a plan which contains a strict top-down hierarchy and almost non-participatory planning process. Central government decides what the borders of Environment Plan regions will be, what kinds of land uses will exist in urban space, where to macroformal urban pattern will be oriented in future and also who to ask about opinions and ideas. For instance, Ministry of Environment and Urban Planning designates the planning region -generally one or more provincial boundaries-, then the ministry initiates a tender for plan making, after that mostly a special firm gets the tender and starts collecting necessary data like maps, photos, infrastructural information etc. In the next period, institutional opinions are collected and Environment Plan documents are

prepared. As a result, here it can be easily mentioned that such a process is not absolutely compatible with any current transitions in the world like transition from government to governance, from top-to-bottom to bottom-to-top relations, and in general, from hierarchy to participatory democracy (Figure 2).

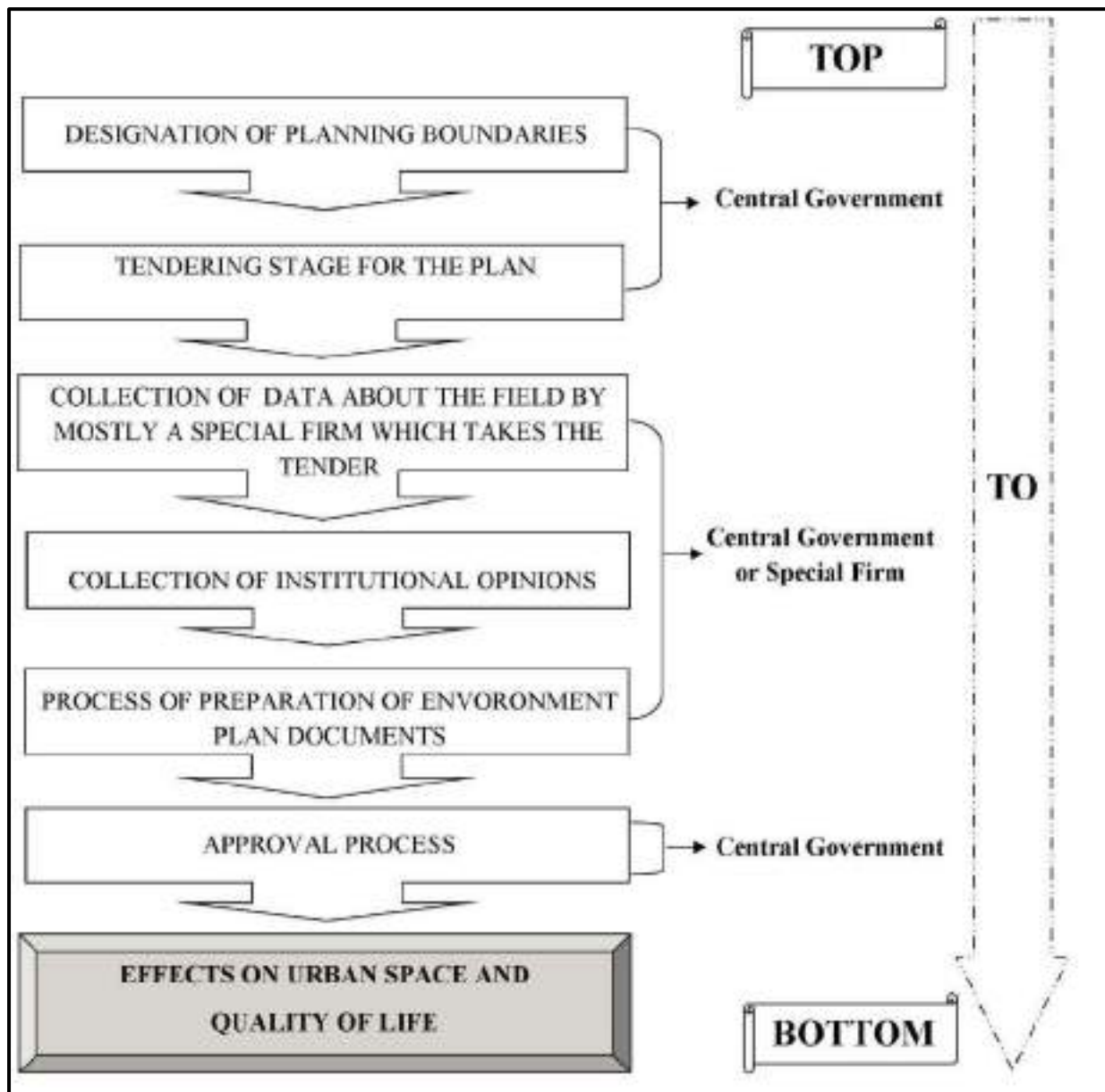


Figure 2. Environment Plan Making Process

In addition, in most of the European Union (EU) countries, planning perspective is differentiated from Turkey, and an implementation and concept named as Environment Plan does not exist in any other part of the world. In EU countries, while planning system can be summarized as ‘Regional Plan, Urban Plans and detailed plans’ (Ercoskun, 2005); in Turkey, there is also an Environment Plan concept after Regional Plan in this arrangement within a strict top-to-bottom vertical hierarchy.

Another administrative problem contributing to Environment Plan puzzle is the scale problem. It can be stated that there are contradictions about 1/25000 scale plans depending on new definitions that were introduced to planning. In 2004, it was stated in the Greater City

Municipal Law in its 7th title that providing compatibility with the existing Environment Plan, Greater City Municipalities are authorized for preparing Master Plans inner and outer parts of Greater City Municipality boundaries with a 1/5000 to 1/25000 scale. In fact, by this new regulation in law, the scale of Master Plan has increased from 1/5000 to 1/25000. This caused two main problems: the first is the mystery of the content and the scope of 1/25000 Master Plan compared to 1/5000; and the second is the overlapping boundaries of this kind of Master Plans in 1/25000 scale and Environment Plans in 1/25000 scale that prepared before (Ersoy, 2006). Afterwards, by the emergence of renewed 'Environment Law' in 2006, although Ersoy (2006) stated that "the scale complexity in Environment Plan making finished up by the new title which designated the scale of Environment plan as 1/50000 and 1/100000", two problems still exist and have to be taken into account in the solving the scale complexity. The first one is overlapping boundaries and policies of 1/25000 scale Master Plans and Environment Plan with the same scale that had been made before. Particularly, the other one is dilemma between new 'Environment Law' and 'Regulation about Principles of Plan Making' in this context. As mentioned before, according to 'Environment Law', the scales of Environment Plan are 1/5000 and 1/100000; besides, 'Regulation about Principles of Plan Making' mentions 'Environment Plan...is prepared compatible with Regional Plan decisions (if any) and on the scales of 1/25000, 1/50000, 1/100000 or 1/200000...'. According the hierarchy between laws and regulations, it is obvious that regulations have to be compatible with laws and in the condition of complexity between them, the law would be valid. However, institutional authorities are the process planner and the implementer of 'Environment Plan' and there will always be confusion about scale against them to decide the boundaries of the plan. To sum up, only legislative solutions cannot remove scale challenge of Environment Plan.

This kind of puzzle of Environment Plan also involves the problem of authority conflict. Before the establishment of Ministry of Environment and Urban Planning in 2011, a seriously chaotic circumstance has existed and as mentioned before, removed Ministries of 'Environment and Forestry' and 'Public Works' could not share the authority to Environment Plan making. Finally in 2011, establishment of Ministry of Environment and Urban Planning has partially removed the authority problem by giving all responsibility to this ministry in this case, but the conflict between Special Provincial Administration and Ministry of Environment and Urban Planning still exists. In 2005, 5302 'Special Provincial Administration Law' introduced a new type of Environment Plan named Provincial Environment Plan prepared by the leadership of governor. However, this plan creates many concerns about overlapping boundaries and scales, different proposals due to lack of cooperation between institutions, and implementation troubles since competition between institutions.

Later, some legal changes have limited the boundaries of Provincial Environment Plan to provincial borders, therefore if the district or region is smaller or larger than provincial boundaries, then Ministry of Environment and Forestry was authorized in these areas –then transferred to Ministry of Environment and Urban Planning in 2011-. However, this cannot change the fact that there may be two different and disjointed upper scale plans for one common space or region within a strict hierarchical order in inter-institutional relationships of authorized administrations.

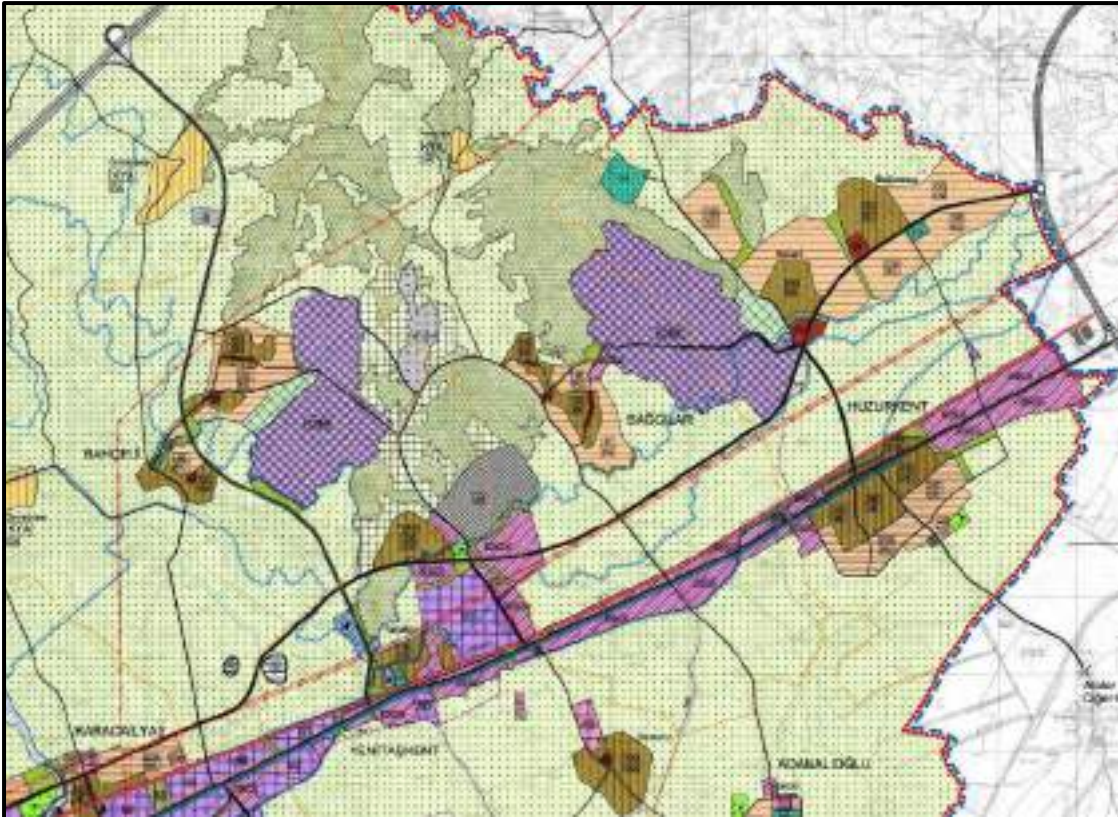
The difference between Regional Planning boundaries depending on NUTs classification (Nomenclature of Territorial Units for Statistics) and Environment Plan regions constitutes the last part of administrative problems of Environment Plan puzzle. The problem here is that two upper scale plans involve different provinces in their regional zoning.

clear example of mentioning strict land use decisions (Figure 5). In addition, some parts of these plans contain 1/1000 and 1/5000 scale detailed policies and decisions which means Environment Plan is sometimes a candidate to be a substitute for sub scale plans; thus this cannot be acceptable for any upper scale plan.



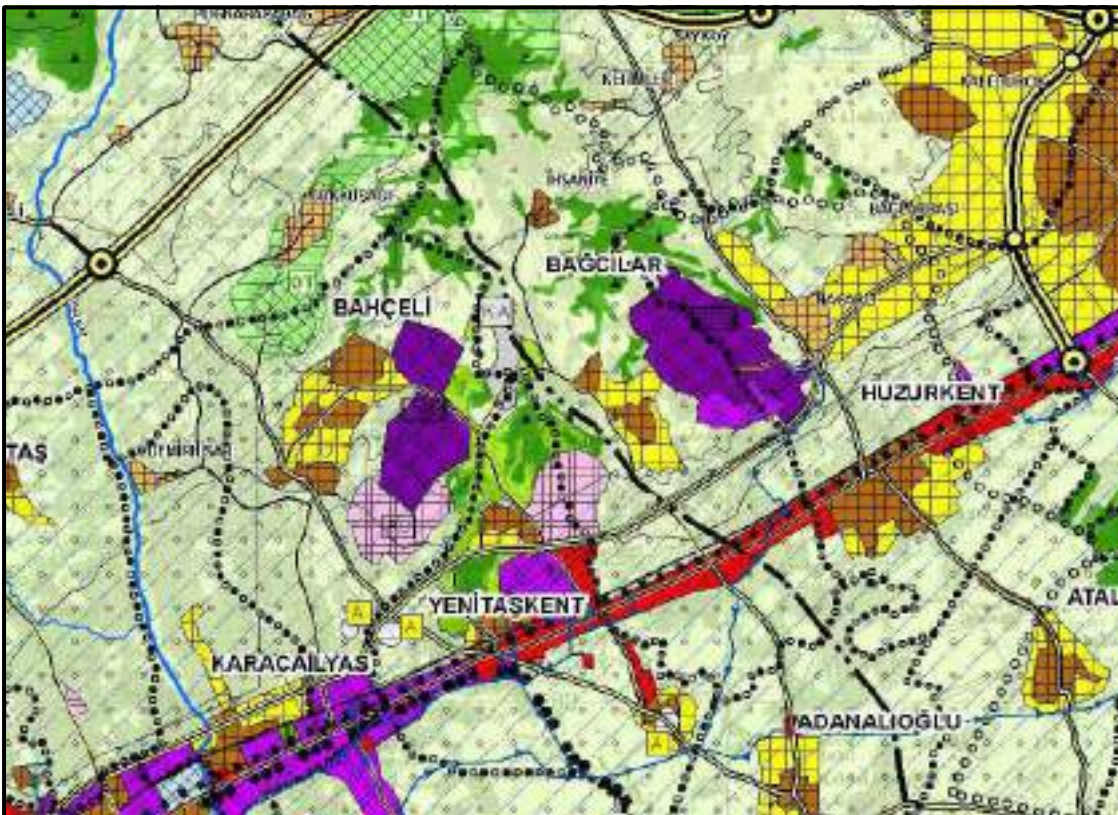
Figure 5. Central part of Mersin province in 1/100000 scale Mersin-Karaman 2009 Environment Plan

Demonstration in an upper scale plan (1/200000, 1/100000 or 1/50000) have to contain a more conceptual and schematic representations to be differentiated from physical land use decisions of a Master Plan, moreover this also supports the firstly introduced problem item of Environment Plan about lack of flexibility. Therefore, the more legible Environment Plan will be by using conceptual and schematic demonstration techniques, the more flexible and understandable upper scale planning will emerge. When a small part of 1/100000 scale Mersin-Karaman 2009 Environment Plan and 1/25000 scale Mersin Master Plan -contain a part of Mersin Organized Industrial Zone district- are discussed, it can be easily seen that there is almost no difference between them in terms of their demonstration although one of them is an upper scale, another one is a subscale Master plan (Figure 6 and Figure 7).



Source: Mersin Greater City Municipality

Figure 6. A part of Mersin Organized Industrial Zone District in 1/25000 scale Master Plan



Source: <http://gisap11.cevreorman.gov.tr/cdp/>

Figure 7. A part of Mersin Organized Industrial Zone District in 1/100000 scale Environment Plan

Finally, the last structural problem that contributes Environment Plan puzzle is about its lack of strategic decisions and consideration of it as a data bank. Nowadays, the practice of Environment Plan is just oriented to collection of data like infrastructure, existing properties, photographs etc. from the field and it is seen as a tool to reach many kinds of information about the interested region instead of producing strategic decisions, determining priority areas and development axes.

After all, these administrative and structural problems constitute satisfactory evidences for having such a puzzle, thus it can be concluded that this kind of an upper scale plan is not indispensable for Turkish planning system. The main question here is about how this puzzle can be solved by using what kinds of tools. Before the answer, problems of Strategic Planning in Turkey will be mentioned, since the solution for this puzzle contains mainly the method of Strategic Spatial Plan making.

4. The Problems of Strategic ('Spatial') Planning in Turkey

In Turkey, local governments have the authority to prepare Strategic Plans for urban spaces to provide the public interest basically. Local governments try to meet different expectations for urban services and also, overcome increasing and diversifying service demand with limited resources (Emrealp and Yıldırım, 1993). Therefore, the newly world trend of Strategic Spatial Planning can be an effective tool for local governments in Turkey to tackle;

- Rapid urbanization
- Technological and social changes
- Increasing urban problems
- Migration
- Need for a sustainable development
- Lack of urban infrastructure
- Expectation of high quality services
- Need for a strategic, long term decisions for local governments. (Akin and Güleç, 2003)

By the emergence of Strategic Spatial Planning practice, most of the characteristics of it have tried to be adopted in Turkey. Nevertheless, two main problems still exist which constitute the most fundamental components of the plan: firstly, the spatiality problem comes depending on the name of 'Strategic Plan', not 'Strategic Spatial Plan', and then lack of efficient cooperation in process stands as a second problem.

4.1. Lack of Spatiality

The name of the plan -called as Strategic Plan- in Turkey constitutes the first problem. This means the term 'spatial' is missing; if it is put differently, the relationship of vision, policies and strategies with urban space has remained missing. Instead of dealing with spatial demonstrations like schemes, strategic policy areas, development corridors and the effects of sectoral proposals on space; the Strategic Plan deals with vision, policies, strategies and usually projects that make the plan be realized. However, any kinds of suggestions about how the space takes what kind of form are not brought forward within the plan.

Strategic Plans have also started to resemble each other in Turkey. They have to contain strong spatial base, proposals and development patterns, thus these kinds of spatiality

concerns will make Strategic Plans differentiated, diversified and most importantly, practicable. Nevertheless, how this kind of Strategic Spatial Plan is prepared and what the general rules of it will be have to be exactly determined at first (Beyhan, 2008). In addition, the increased role of urban planner in Strategic Planning process is directly proportional with spatiality of the plan. Only the public administrators, politicians or representatives of non-governmental organizations cannot challenge spatial proposals, therefore the roles of urban planners have to be carefully considered within the process.

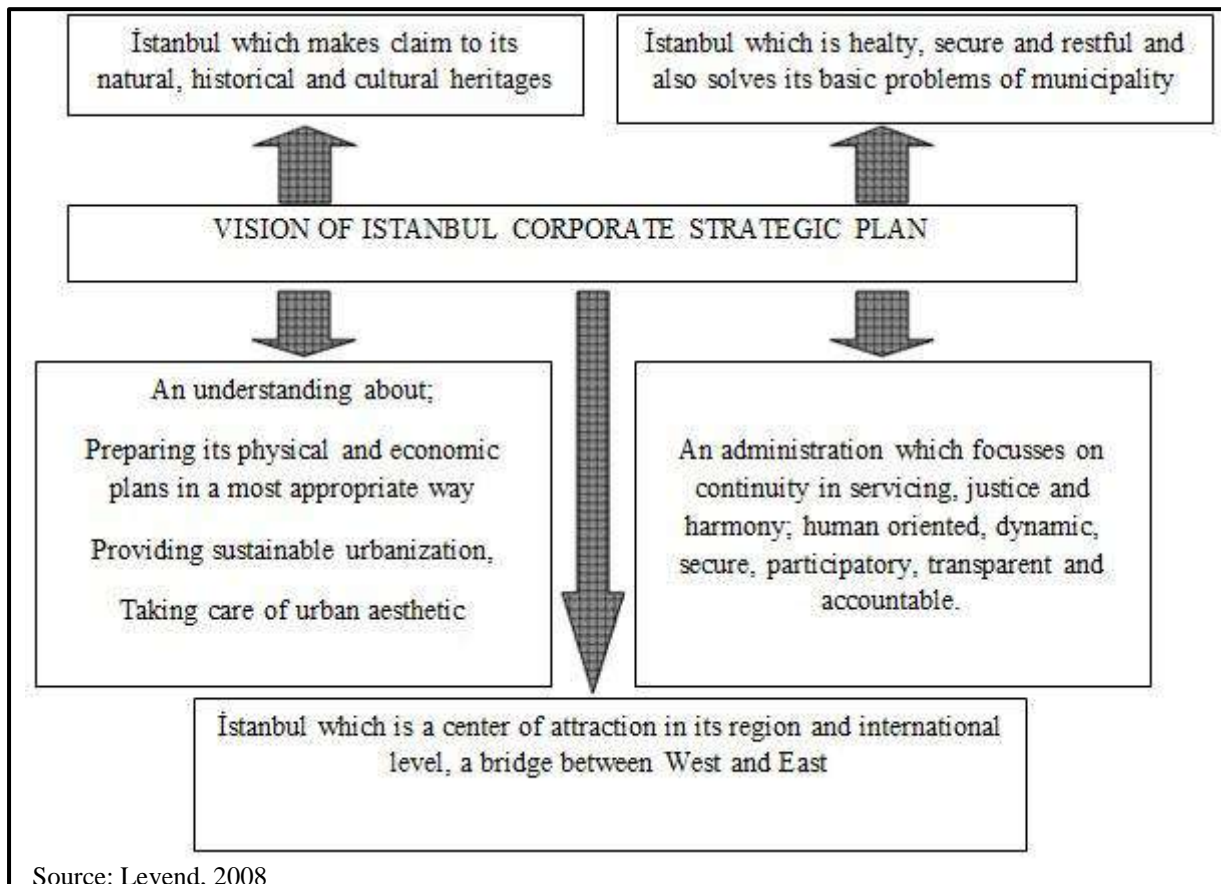


Figure 8. Vision of İstanbul Corporate Strategic Plan 2007-2011

In İstanbul Corporate Strategic Plan 2007-2011 prepared by the Greater City Municipality of İstanbul, any spatial proposal cannot be seen to increase the practicability of the vision for İstanbul. There are only written policies and strategies in document (Figure 8). It has already the name of ‘corporate Strategic Plan’ –not spatial- which consists of “10 strategic service areas, 64 strategic aims, 190 strategic targets and 415 actions” in its policy document (İBB, 2006), but it most probably will remain as a written document without referring the urban space of İstanbul. Thus, what the kind of spatiality of Strategic Plans will be in Turkey remains still as a question in current practices.

4.2. Lack of Efficient Cooperation in the Process

Collaboration between stakeholders has a vital role in Strategic Spatial Planning, since main strategies and policies are constructed onto the efficiency of a participatory process. Efficient participation to the process for both the citizens and the institutions prevents the Strategic Plan to be an institutionally owned one in Turkey, because the ultimate target of Strategic Plan is providing public interest and efficient urban and sectoral development. Therefore, this

target can become realized in case of agreement on common ideas for the future of interested region.

In Turkey, the practice of Strategic Plan exists in both local government units of Municipalities and Special Provincial Administrations. Disconnectedness between both institutions results in two different Strategic Plans for the same territory rather than keeping together in one single Strategic Spatial Plan with an active participatory process. This results in difficulties in implementing the policies of the plan and damaging the targets of the plan. Consequently, cooperation rather than competition between stakeholders stands as a significant point for the efficiency of the plan.

5. New Model in Upper Scale Planning in Turkey: STRATEGIC ‘SPATIAL’ PLANNING

In recent decades, the significance of upper scale planning has increased in globalizing world, therefore increasing needs and expectations should be managed effectively and the impacts on urban space should be controlled by planning with upper scale visions, policies, strategies and spatial demonstrations in this new era. In this context, Turkey has experienced a dramatic articulation process to this new trend by emergence of two different upper scale planning called Strategic Plan without referring to urban space and Environment Plan with its inflexible planning approach by using classic land use planning logic. In this case, it can be mentioned that significant problems exist in these kinds of upper scale planning concepts and they are not practiced compatible with their ultimate aims (Table 2).

Table 2. Problems of Environment Plan and Strategic Plan in Turkey

Environment Plan	Strategic Plan
<ul style="list-style-type: none"> • Nonexistence in any other part of the world 	<ul style="list-style-type: none"> • Lack of spatiality
<ul style="list-style-type: none"> • Vertical rather than horizontal hierarchy 	<ul style="list-style-type: none"> • Ineffective participation
<ul style="list-style-type: none"> • Scale problem 	
<ul style="list-style-type: none"> • Authority conflict for plan making 	
<ul style="list-style-type: none"> • Confusion between NUTs 2 regions and Environment Plan regions 	
<ul style="list-style-type: none"> • Traditional land use planning 	
<ul style="list-style-type: none"> • Not schematic and flexible demonstration enough 	
<ul style="list-style-type: none"> • Lack of strategic decision and existence as data bank 	

In addition, existing planning perspective in Turkey can be criticized for the reasons of:

- being exceedingly technical,
- concentrating on physical dimension of development rather than social,
- remaining plans as only a written document and difficulties in implementation,
- not responding the needs emerging from the changes in the world.

Thus, the significance of Strategic Spatial Plans has increased that constitutes a flexible, short term, project oriented and easily adaptable to political and market pressures approach (Genç, 2008). In this context, upper scale planning in Turkey necessitates either strategic or spatial approaches instead of Environment Plan in order to be adapted to the changes in global world.

5.1. Results and Discussion: Creation of Strategic Spatial Planning Model and its Characteristics

This circumstance of complexity in upper scale planning reminds a question: can Environment Plan be combined to Strategic Plan to get a new planning type named Strategic Spatial Planning in Turkey? Initially, only the spatiality context of Environment Plan can be handled for the new model by formation of a more flexible content of it. Apart from that, other characteristics –mostly the problems- of Environment Plan are not compatible with the current understanding of upper scale planning, which means there is no reason to exist such type of a plan as if it represents upper scale. Then, another question may rise here: in that case, to what extent and how can both plans be combined? Strategic Planning in Turkey necessitates spatial context as mentioned before, therefore the spatiality context of Environment Plan is articulated to Strategic but non-spatial Plan, because the most contemporary and effective planning tool in current agenda can be seen as Strategic Spatial Planning and Turkey has to follow such changes in order not to stay stable rather than dynamic in terms of adaptation to the current developments (Figure 9).



Figure 9. Creation of a New Strategic Spatial Planning Model in Turkey

At the top of its characteristics, bottom-to-top horizontal hierarchy in planning process is adopted. In Environment Plan, lack of participation and central dominance in plan making constitute an important part of its puzzle (Figure 2); instead of it, Strategic Spatial Plan will be prepared by the leadership of local governments' partnership with the participation of representatives from civil society including citizens and non-governmental organizations, central administration and private sector as stated in the concept of government to governance shift.

In this case, institutional cooperation will highly contribute to new model. Both Environment Plan and Strategic Plan processes in Turkey deprive of such kind of cooperation, and institutions are in competition between each other in plan making. Instead of preparing separate Strategic Plans by different administrative institutions, one unique Strategic Spatial Plan will be experienced for a definite region or province by coming together in the process participation of different institutional levels. In addition, the borders of the plan will also be flexible and the decisions of Regional Plans will have to be taken into account within the process of this collaborative environment.

In Turkey, urban plans exist as having either highly a strict spatial structure or a non-spatial written policy document. This Strategic Spatial Plan model will be located in the middle of these patterns. For instance, Environment Plan decides even in sub-scale level and restricts other plans that have to be compatible with it. In this case, an abstract spatial content will exist in the new model of Strategic Spatial Planning which focuses on development corridors, strategic development areas, conservation of necessary fields, sectoral developments,

relationship with other provinces or countries in global scale etc. by using abstract demonstration techniques in a more general and flexible manner as seen in some examples from other countries (Figure 10 and Figure 11).

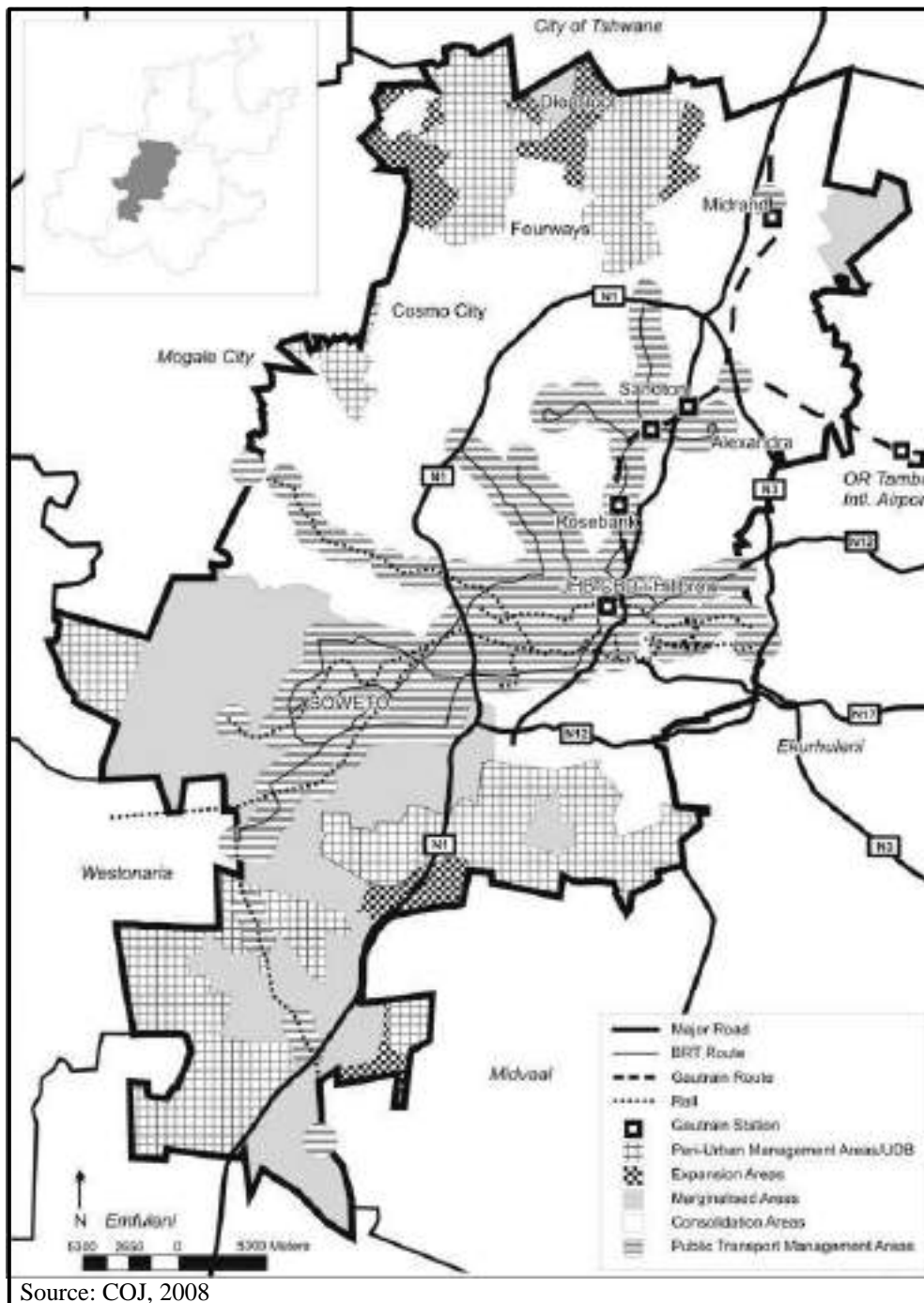


Figure 10. Johannesburg Spatial Framework in Growth Management Strategy

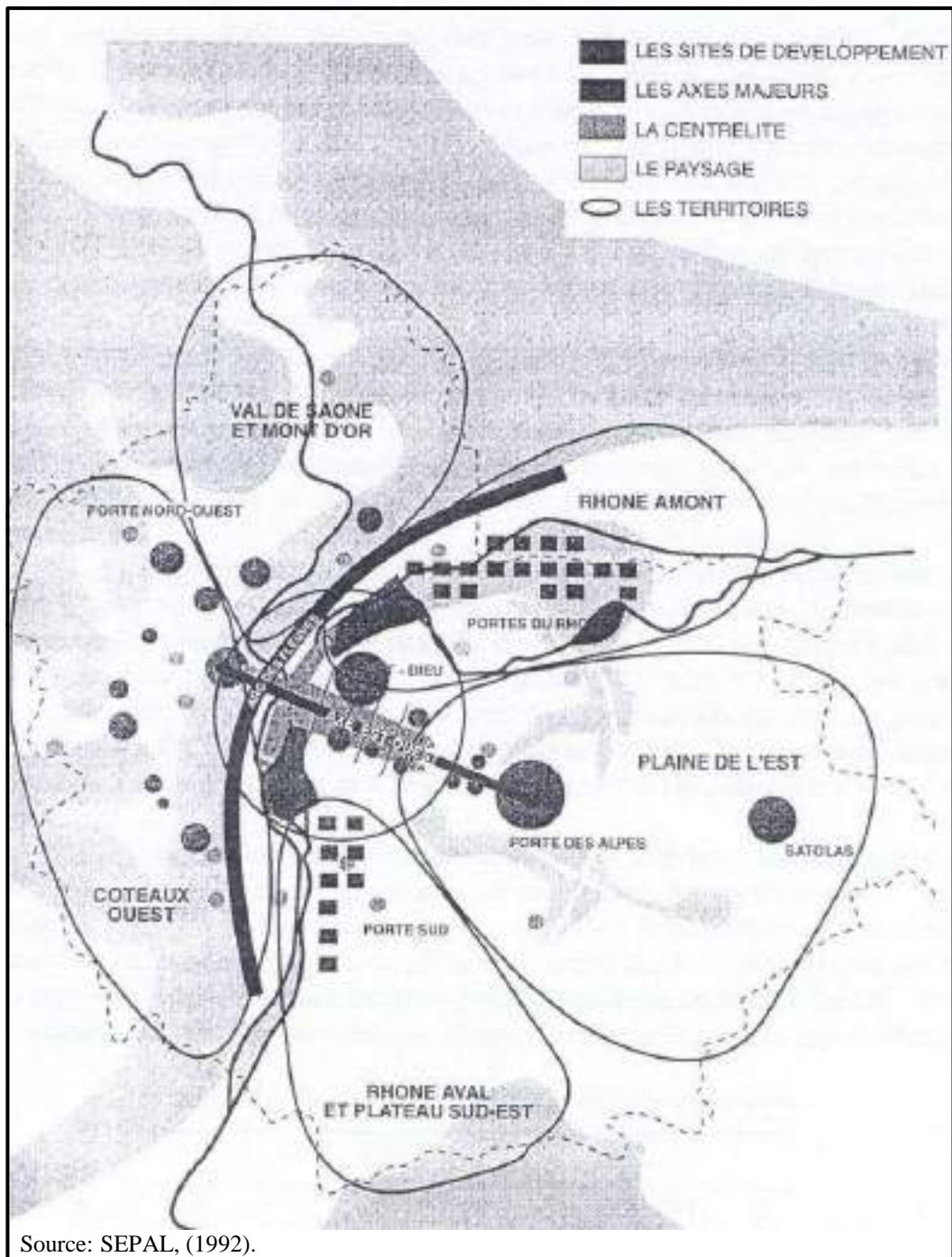


Figure 11. Lyon Metropolitan Region Spatial Development Strategies in Spatial Strategic Plan

This kind of spatiality highly depends on the increased role of qualified urban planners by using their perception of space as a whole in Strategic Planning process to achieve efficient spatiality of the plan. In this case, the reason why spatiality is so important rises as a question. In fact, planning would be meaningless without implementation, and relationship of policies and strategies with space facilitates and enables realization of plans.

6. Conclusion

Turkish planning system has tried to be adapted to the changes in current upper scale planning developments in the world. Some parts of the reflection of this adaptation appeared as Environment Plan and Strategic Plan which represent upper scale strategies and policies. However, the problems highly affect the efficiency of plans and realization on urban space. In order to regulate urban development through the aims of public interest and providing increasing and diversifying service demand with limited resources, a new perspective in upper scale planning is needed as an advanced manner of Strategic Planning including spatial context.

Spatiality in Strategic Plan enables the realization of policies on urban space. Through this kind of relation with space, active participation of different kinds of stakeholders in decision making process of the plan can be practiced. As a result, a collaborative environment can be constituted and sub-scale Master and Development Plans can easily be referred to the Strategic Spatial Plans that make them more reasonable and most importantly applicable for urban space.

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