

PLANNING DISASTERS: IMPACTS OF NEOLIBERAL RESTRUCTURING ON
URBAN PLANNING PRACTICE THROUGH URBAN PLANNERS IN TURKEY

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URBAN PLANNERS IN TURKEY**

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ABSTRACT

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As a result of the global economic crisis of the last period of the 1970s, Turkey has adopted neoliberalism as an economic policy in the first half of the 1980s. This political preference, which was driven mainly by decentralization, deregulation, privatization and liberalization practices, has affected almost all sectors over time, and the urban planning discipline has taken its share.

In the following years, continuing change in the economic policies of the governments, the establishment of new institutions, increase in the approval authorities, inadequacy and/or incapacities of the technical staff working in the municipalities and public institutions, and the collaborating of some of the freelance urban planners in the market, although some still resist, have all resulted dramatic changes in the planning practice and has resulted cities a project-based approach arena caused by short-term, flexible, fragmented, and political pressures in recent years.

This study contributes to the debates of the process through urban planners operating in the free market. The study conducts an investigation using qualitative methods and

adopting an empirical study via urban planning offices in the private market and interviews with key informants of the planning related institutions to answer why and how cities become today's situations and the role of Turkish urban planning structure.

The study highlighted that the starting point was the adoption of neoliberal policies, but the effective factors on urban planning process were multi faceted; politics/political actors, investors/consumers, the market mechanism and urban planners. Planning is seen as a tool for rent and managed as a toy by capital groups and politics. In addition, urban planners are the only legitimate signatories of the system. Today, there is no planning system and practice aiming at objective and contemporary understanding observing requirements and gradual coexistence. The term “planning disasters”, frequently spoken in this thesis, aims to emphasize the negative effects of neoliberal policies on urban areas.

Key Words: Neoliberalism, Planning Disasters, Urban Planning, Self Employed Urban Planners, Professional Practice

ÖZ

PLANLAMA FACIALARI: NEOLIBERAL YENİDEN YAPILANMANIN ŞEHİR PLANCILARI ÜZERİNDEN TÜRKİYE’DEKİ ŞEHİR PLANLAMA PRATIĞİNE ETKİLERİ

Sert Çiftçi, Arzu

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1970’li yılların son döneminde etkili olan küresel ekonomik krizin bir sonucu olarak Türkiye 1980’li yılların ilk yarısında bir ekonomik politika olarak neoliberalizmi benimsemiştir. Temelde merkezsizleştirme, kuralsızlaştırma, özelleştirme, serbestleştirme uygulamalarıyla harekete geçen bu politik tercih, zaman içerisinde hemen hemen bütün sektörleri etkilemiş ve kentsel planlama disiplini de bundan payını almıştır.

Daha sonraki yıllarda, dönem hükümetlerinin ekonomi politikalarının sürekli değişmesi, yeni kurumların kurulması, yetki dağılımının artması, belediyelerde ve kamu kurumlarında çalışan teknik personelin yetersizliği ve/veya niteliksizliği, ve piyasada faaliyet gösteren planlama bürolarının bir kısmının sisteme direnmesi, fakat diğer bölümünün ise sisteme ayak uydurması planlama pratiğinde dramatik değişimlere yol açmış ve son yıllarda kentleri kısa erimli, esnek, parçacı, sisteme kolaylıkla adapte edilebilen ve politik baskılarla oluşan proje temelli bir planlama anlayışına teslim etmiştir.

Bu çalışma, serbest piyasada faaliyet gösteren şehir plancıları aracılığıyla bu sürece dair tartışmalara katkıda bulunmayı amaçlamıştır. Bu tez, nitel yöntemlerin kullanıldığı ampirik bir çalışma yürütmüş ve serbest piyasada faaliyet gösteren planlama büroları ve planlama ile ilgili kurumlarda çalışan şehir plancıları aracılığıyla şehirlerin günümüzde ne hale geldiğini ve nedenlerini, ve bu süreçte planlama pratiğinin yapısını ve rolünü ele almıştır.

Sonuç olarak bu tez, bu sürecin başlangıç noktasını Türkiye’de neoliberal politikaların benimsenmesi olarak kabul etmiş, ancak planlama sürecini etkileyen faktörleri siyaset/politik aktörler, yatırımcılar/tüketiciler, piyasa mekanizması ve şehir plancıları olarak belirlemiştir. Artık günümüzde planlama rant için bir araç olarak görülmekte ve süreç sermaye grupları ve politikacılar tarafından yönetilmektedir. Şehir plancıları ise sistemin yasal hale gelmesini sağlayan imzacılar olarak görülmektedir. Bugün Türkiye’de, nesnel ve çağdaş anlayışı hedefleyen, kademeli ve kapsamlı bir planlama sistemi ve uygulaması bulunmamaktadır. Bu tezde sıkça konuşulan “planlama faciaları” terimi, neoliberal politikaların kentsel alanlar üzerindeki negatif etkilerini vurgulamayı amaçlamıştır.

Anahtar Kelimeler: Neoliberalizm, Planlama Faciaları, Şehir Planlama, Serbest Çalışan Şehir Plancıları, Profesyonel Pratik

To my mom (1940-2018),
her dream was the completion of this thesis

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As a self employed urban planner at the private market in the mornings, as a part-time instructor at the university in the afternoons, as a student at home in the nights, and as a full-time housekeeper-a mother and a father-, I have completed this PhD thesis in many years between business trips, job interviews and board meetings of Gaziantep Council of Conservation of Cultural Heritage. This thesis has become one of the most adventurous, exciting, sometimes frustrating and proud thing I have ever done.

I express my gratitudes to everyone who is with me on this long journey. I will not to thank anyone specifically by identifying their names. Because, every person in my life, who have somehow touched my life story, have contributed to this study; for this reason, I would like to sincerely thank thousands of times to my family, my friends, my fellows, my colleagues and my contractors who have enriched color and value to my life with their enthusiasm.

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LIST OF ABBREVIATIONS

BP	BANK OF PROVINCES - THE BANK
CC	CHAMBER OF COMMERCE
CSO	CIVIL SOCIETY ORGANIZATIONS
CL-..	COMPETENCY LICENCE GROUP A/B/C/D/E/F
CUP	THE CHAMBER OF URBAN PLANNERS
EU	EUROPEAN UNION
IMF	INTERNATIONAL MONETARY FUND
JSC	JOINT STOCK COMPANY
KENTGES	RESULT DOCUMENT OF THE INTEGRATED URBAN DEVELOPMENT STRATEGY AND ACTION PLAN PREPARATION PROJECT FOR SUSTAINABLE URBAN DEVELOPMENT
LLC	LIMITED LIABILITY COMPANY
METU	MIDDLE EAST TECHNICAL UNIVERSITY
MPL	MINIMUM PRICE LIST
OECD	ORGANIZATION FOR ECONOMIC COOPERATION AND DEVELOPMENT
PAI	PROFESSIONAL AUDIT IMPLEMENTATION
PPL	PUBLIC PROCUREMENT LAW

RPS REGULATORY PARTNERSHIP SHARE

SPO STATE PLANNING ORGANIZATION

TL TURKISH LIRA

TOKİ MASS HOUSING ADMINISTRATION

UCTEA UNION OF CHAMBERS OF TURKISH ENGINEERS AND
ARCHITECTS

UDL URBAN DEVELOPMENT LAW NO...

CHAPTER 1

INTRODUCTION

When searching literature, there I saw a book. The name of the book was “Great Planning Disasters”, written by Peter Hall in 1982. The book was completely a mixture of politics and planning. In the book, the author first focuses on some empirical cases such as London’s third airport, London’s motorways, the Anglo-French concorde, San Francisco’s BART (Bay Area Rapid Transit System) system, Sydney’s opera house and two other disasters: California’s new campuses and Britain’s national library.

In the second part of the book, he analyzed the problems about case studies and how these projects turned to disasters while theorizing the problems in the third part. In the book he divides the actors into three categories; I. The community, II. The bureaucracy and III. The politicians. Hall (1982) defines politicians as “producers” and community groups as “consumers” and argues that politicians are competing to sell their products for votes and they interest almost exclusively in maximizing their vote return. At the same time, community groups are spending these votes to obtain an optimal bundle of public goods and services. Hall (1982) sees politicians as “anomaly group” as a third arm of the triangle and he claims that politicians are trying to maximize production in their own organizations, whether or not the public really need it. He claims that bureaucratic organizations –including professional planning bureaucracies- have their own well developed rules of behaviour, both formal and informal; and that the resulting behaviour is predictable. Understanding these rules will help us for the interpretation of planning disasters.

Finally, he provides a general explanation about how planning decisions are made and how planning disasters can arise. He talks about bureaucratic organizations, their own structures, the relations between the top and the middle or lower levels at bureaucratic

organizations, the “symbiotic” relations between part of the bureaucracy and particular client populations, pressure groups and politicians.

This book completely opened a new world to me which I did not know before theoretically, and I, as a professional planner-a private practitioner, realized that the term “planning disasters” is explaining exactly what I see in Turkish urban planning system or planning culture especially in the last two decades.

One step further, in his book “Comparative Planning Cultures”, Sanyal (2005) focuses on the planning culture of a city, region or nation, since its political economy shapes the particular characteristics of its planning endeavors and discusses the role of culture in planning practice.

But more importantly, he emphasizes the interjection of two elements into the culture of planning practice in 1980s; globalization of industrial production and the ascendancy of neoliberal politics. He aims (2005) that these two radically changed the professional planning discourse. On the one side, traditional planning institutions lost not only legitimacy but also resources and their power influencing the urban built environment. Instead, some alternative/new institutions emerged in the process. But, these new institutions focused only on one or two specific problems and they are inadequate for large-scale problems.

On the other side, the role of planners has changed. They become negotiators among governments, market agents and citizens and public-private partnerships become a key planning strategy for planners.

This new strategy bypassed traditional planning institutions and new planning institutions emerged in the form of development corporations, rather than planning agencies and city space become an arena of entrepreneurship and development, not regulations and planning.

So, this thesis focuses on impacts of neoliberal politics on urban planning practice and the changing roles of urban planners and the term “planning disasters” is used to highlight the negative effects of neoliberal politics or to explore the reasons for outcomes of neoliberal policies.

1.1 AIM OF THE THESIS, HYPOTHESES AND RESEARCH QUESTIONS

Referring back to Turkish case, as a result of the global economic crisis of the last period of the 1970s, Turkey has adopted neoliberalism as an economic policy in the first half of the 1980s. This political preference, which was driven mainly by decentralization, deregulation, privatization and liberalization practices, has affected almost all sectors over time, and the urban planning discipline has taken its share. Especially in the last 20-25 years, urban built environment has been changed dramatically. Starting with the second half of 1980s and reaching its peak with the 2000s, morphologies of cities have expanded in an uncontrolled way; mega shopping malls, unnecessary housing stock, high rise blocks and/or gated neighborhood units have emerged almost every part of cities, huge roads with three/four lanes, underpasses, overpasses and gigantic junctions make city centers like a national transportation network. On the other hand, national projects without feasibility studies like bridges connecting two sides, huge industrial areas, coastal roads constructed by filling seas, solar/water/wind energy investments and nuclear/thermal power plants are all transformed built areas around cities. These and similar more examples, which caused great destruction in Turkish cities and completely changed the city life, were and are the results of urban plans.

In this period, many legislations in the urban planning practice have been changed within the context of adjustment regulations, and changes in the planning practice and in implementation process have been observed. Accordingly, local administrations have been authorized for making and approving the urban plans of the settlements with the Urban Development Law No.3194, which was enacted in 1985 and the ways of obtaining development plans of cities have been concentrated on the free market. This situation led to a dramatic increase in the number of planning offices in the free market.

In the following years, continuing change in the economic policies of the governments, the establishment of new institutions, increase in the approval authorities, inadequacy and/or incapacities of the technical staff working in the municipalities and public institutions, and the collaborating of some of the freelance urban planners in the

market, although some still resist, have all resulted a dramatic change in the planning practice and it has become unbearable especially in recent years.

Reasons of all these outcomes are the main problem of the thesis. This study will try to discuss urban planning discipline in Turkey and answer the question about the role of private planning offices in urban planning processes; starting with the adoption of neoliberal policies and has resulted cities a project-based approach arena caused by short-term, flexible, fragmented, and political pressures. Because, as a result of neoliberal policies, planning legislation and plan production patterns have been restructured and urban development plans have started to be done mostly in the private sector by private practitioners instead of public institutions. So, the hypothesis is put forward with the thought that neoliberal policies are making radical changes in the planning processes and urban planners, especially freelance planners, have become the most affected/affecting group who took enormous roles of this process.

The thesis will look for why and how planning disasters, i.e. created by neoliberal politics, occurred in Turkey by answering questions like;

1. Referring to the historical period of planning discipline in Turkey has always been like this?
2. Or, is it a consequence of the reflections of neoliberal policies?
3. Are planning discipline and therefore planners; especially planners in the free market, tools for decision makers just to legalize their needs and/or wants?
4. So planners are now only technicians?
5. Or, is there any decisive role of planning discipline and urban planners at the process? Can anyone make a project with an effective and scientific way? Or, is it simply the willingness of the decision makers?
6. If there is a plan produced by a scientific study and method, are these plans implemented by institutions?

These main questions will be investigated in a threesome chain in this study. Planning theories will be examined as a first step in terms of their validation in Turkey. The

theorems that planning theories put forward and their criticisms will be discussed. While examining these theories, the role of planners under each theory/approach will be investigated.

At the second step, the relationship between these planning theories and the legislation in Turkey will be criticised. Planning regulations and relations with objectives of theories and targets of global policies will be analyzed in this section according to years.

Finally, it will be looked at the effects of these laws on the market through freelance planners. The ways of getting projects in the market, the production and approval processes of the plans and the criticisms and problems about these processes will be tried to be analyzed throughout freelance planners according to years. The hypotheses of the thesis will be tested with the findings obtained from questionnaire survey and interviews.

1.2 SCOPE AND THE STRUCTURE OF THE THESIS

Cities are invigorated arenas for social, political and economic interactions from large scale geographical conditions to individual differences. They also demonstrate a great diversity of changes. The changes in the political and economic structures of nations pressures on the structures of the ways of life and the urban spaces. Besides, city leaders often formulate medium and/or long term objectives to transform and for the development of environment (Silver, 2006). Urban planning is frequently used as a key instrument to manage these kinds of transformations. It is a framework that help leaders to transform vision into implementation using space for development. Planning coordinates the spatial location, the transformation of rural to urban land and distribution of economic activity. Designing a spatial pattern that addresses citizens' concern is a means for delivering a better city. The right policies on density, land use, public space and the layout of infrastructure and services are key concerns for making a difference in the quality of life (Harper, 2008).

From this point of view, also in Turkey, urban power relations have usually been the basis for the decision making processes and the production of urban space. The urban planning process, the variations and the actors of this process, the role of urban planners, the role and the impacts of politicized planners are the scope of this thesis.

The urban planning process or the idea of shaping urban area appeared first in Ottoman period and changed dramatically during years. In the early years of the Republic, various institutions were established and legislation regulations came into force in the field of planning. These institutions and legislation were carried out in line with the needs of the country's development policies. With the second half of the 1980s, as a result of the country's economic policies, planning discipline and the understanding of urban planning began to change dramatically. This change began to accelerate in the process that started with the 2000s and reached its peak in this period, everything in the name of planning was started to be questioned. In this context, the role of urban planners, as primary actors of the process, changed markedly.

Urban planners in Turkey can be distributed into three sections; academicians as the first group, planners in the public sector as the second group and urban planners working in the private sector-private practitioners as the third group. The last ones are the most attractive group in plan production process since most of the plans are realized by them, especially starting with the period of neoliberal policies. So, the role of urban planners also changed in this process. In the historical process of urban planning, planning studies in Turkey started with the foreign architects and/or planners. With the establishment of the first city and regional planning department in 1961 and with the first graduates of this department in 1966, planning studies started to be carried out by Turkish planners. Besides, the roles of public sector planners and private sector planners have also changed in this process similar to the world's experience. Hence, the development of the plan production process and the changes in this process over years will be examined through the urban planners in the private market.

The next two chapters will focus on the theoretical framework and urban process and accepted planning theories according to periods and their criticisms will be explicated. Besides, the definition and development of neoliberalism and neoliberal politics and

the relations/reflections on urban planning process will be held since neoliberal politics is the primary shaping factor on urban planning process especially in the last 20 years.

Chapter four will be about the history of urbanization and urban planning in Turkey and the process will be examined with a comparison of economic policies. This chapter will look over the historical development of the Turkish planning structure and the planning legislation in Turkey and the relations with theoretical framework. Changes in the types of plan acquisition, main actors of the market, urban planning offices, methods of having projects and related laws and planning process will all be criticized.

Case study is elaborated at Chapter five and in this section the stages in which planning discipline works in Turkey will be discussed through the private practitioners of the profession. Case study includes two parts. On the one hand, in-depth interviews will be made with urban planners who work at different public institutions/ministries related with urban planning discipline. These interviews are of importance in terms of showing and explaining how the processes, defined by freelance planners, are experienced within the public institutions. On the other hand, a questionnaire survey will be organized for freelance planners who took major roles in planning activities in Turkey, especially after the second half of the 1980s. Urban planning offices operating in the free market in Turkey were selected for the field work. Because on the one hand, these planning bureaus have doubled their number because of the Country's economic policies, especially with the second half of the 1980s. On the other hand, types of plan production and plan acquisition in Turkey has been concentrated on the private urban planning offices in conjunction with these policies. Thus, private urban planning offices are the most active actors of this process, both in terms of negative effects of urban planning on Turkish cities and the causes of these problems.

Finally, Chapter six will be conclusion part. In this chapter, an overview will be examined firstly. Main findings, including a holistic summary, and the results of the research and empirical survey will be put forward. As the last part of this chapter, a discussion will be handled and the whole research will be criticized.

1.3 RESEARCH METHODOLOGY

This thesis carries out qualitative research as a strategy, with a case study approach, in order to provide satisfactory answers to research questions and to gather rich data. Undertaking a qualitative approach is also important due to the lack of such approaches in the Turkish context. Qualitative research, as Silverman (2001) states, is based on the exploration of “what is going on here” to encounter the matter first hand and to direct the one to a wide spectrum of observation. It is widely accepted research especially in the fields of humanities and art-design branches.

Qualitative research is used when;

1. It is necessary to understand the sequence of events and processes related to PhD studies,
2. The population of the study is very small and access is very low,
3. It is conducted in the context of a survey that involves too many sensitive or specific questions,
4. The questions used in the research are unclear (exploratory research),
5. An in-depth study is needed in a psychological sense and where opinions can not be obtained through quantitative research,
6. A parallel or preliminary quantitative research is supported and an explanation can be made,
7. In situations where it is not possible to make a sample in the populated study in statistical sense,
8. The research population is not respond to answer survey questions.

Case study is a form of qualitative descriptive research that is used to look at individuals, a small group of participants, or a group as a whole. It refers to the collection and presentation of detailed information about a particular participant or small group. The data about participants is collected using participants as direct observations, interviews, protocols, tests, examinations of records, and collections of writing samples.

In this thesis, the theoretical framework will be discussed in two steps; planning theories and neoliberal policies. After this theoretical framework linked to the Turkish case, the research will be discussed in two main strands. On the one side, the history of urban planning discipline in Turkey will be conducted with the comparison of economic developments and depending on this, the process is applied how and in what dimensions today. On the other side, the planning practice will be interviewed/questioned with the actors, the private urban planning offices, as market administrators, who have the primary role in plan production process and urban planners who work in public institutions. These two sections, which can be called as theoretical and practical sides of the process, will try to study developments and changes in the urban planning discipline and urban planning practice by monitoring neoliberal policies in Turkey.

Methodologically, multi-modal technique will be used as a method for data collection in this thesis to obtain as a complete picture, that is to say-complete understanding of a situation as possible. On the one hand, in-dept interviews will be made with urban planners who work at public institutions/ministries/universities in order to understand the process from the public side of view. In-depth interview study will be carried out by the institutional representatives of the approval institutions of the planning practice such as deputy mayors, non-profit organization representatives, academicians and planners from the Bank of Provinces (Ilbank), Ministry of Public Works and Housing, Ministry of Environment and Urbanization.

Questionnaire survey will be applied to self-employed urban planners who play primary role in plan preparation process. The role of private urban planning offices has changed dramatically during the historical process of Turkish planning structure. While the first urban planning office, established in 1968, was “just a table in a house” (Baykan, 2018), most of the recent urban planning offices in the private market work as limited liability companies. For that reason, these offices will be named as “self-employed urban planning offices or private urban planning companies” in this thesis.

The list of self employed urban planning offices will be taken from the Chamber of Urban Planners. The main criteria for selecting offices will be the competency licence group of the companies. The differentiation in the competency licence group identifies

both the capability of a company and the duration of the office in the market. The company can plan greater areas in size while the competency licence group increases. The greater the number of CL Group of private planning offices who participate to the empirical work, the easier and conscious it will be to define and explain the planning process.

The theoretical framework presented in this thesis will be discussed in two stages. The first one is the methods/theories/approaches used in the planning discipline. The other is to examine the development/changes of the planning practice in the historical process. Of course, this theoretical framework will be linked with the case of Turkey. The results of empirical survey will later be compared with the theoretical chapters to see whether theoretical discourses match the practical implementations and/or how these practical behaviours affect the urban space.

CHAPTER 2

THEORETICAL FRAMEWORK AND URBAN PROCESS

The word “urban” shortly means that the living space of human communities and it holds every definition related to human beings in it. The concept of the urban has a dynamic character and different content in every period in accordance with the functional change, which means that the urban area takes on different socio-economic functions during different periods of history. It has become a dominant settlement and community type with its cohesive growth in a short period of time, which is called urbanization.

Urbanism is the study of cities. It is also the practice of planning, arranging, designing, and creating human communities. Haas explains it as “... *The notion of time as an important dimension is essential; everything that is accomplished now is done for the future, as yesterday is gone, today is already here, and we only have tomorrow. This moment –the here and now- is not the sole factor, and urbanism cannot be judged only by its present results. The key to its success lies in the long run and in the understanding of the complexities and realities on the ground, while having a realistic vision of the future in mind. Urbanism is a historical, sequential and extremely complex discipline*” (2008;12). He (2008) also adds to his definition that “*Although urbanism is the study of cities, -their economic, political, social, and cultural environments and processes, as well as the practice of creating human communities- abstract concepts such as justice, ethics, solidarity, equality, diversity, and the more sophisticated developments of them lie beyond the confines of urbanism* “ (p.12).

Besides, Harper (2008), in his book, says that urbanization, economic growth, and urban planning are in three different domains and they are interrelated to each other and having their own rationales and driving forces.

Urbanisation is very complicated and multi dimensional concept. The challenges that shape cities can be experienced through a wave of exploding population growth,

transformation of networks, and economic disparity and prosperity where consequences for the environment and on the long-term social well-being of inhabitants will become primary. According to Haas (2008), changes and advancements are already at the doorstep in the form of global philosophies, technologies, economics, communications, infrastructure, and in rapid demographic shifts, not to mention shifts in people's attitudes and behavior. The current processes of globalization, city marketing, localization, commercialization, and medialization are, via fascinating new forms of visual phenomena and marketing energies, transforming and reurbanizing cities across the globe. Harper (2008) points out that urbanisation has also created devastating urban problems, degrading human life, as a result of trading and industrialisation although it has improved the welfare on mankind tremendously.

It is commonly accepted that urban planning aims to mitigate the negative impacts of uncontrolled urban growth and to manage development of urban settlements according to pre-set goals (Harper, 2008). World Planners Congress Vancouver Declaration 2006 (in Harper, 2008) defines planning as an inclusive process. The declaration points that planning is both strategic and local, integrative, participatory, creative, embracing cultural diversity and rooted in concerns for equity. Planning and its values and ethics are fundamental to good governance and a means to deliver more equal access to the benefits cities have to offer.

Sieverts (2003) defines town planning and urban design as the children of the crises of liberalism in the age of the Industrial Revolution in Europe and claims that they arose to repair the worst side effects of city expansion; epidemics of cholera and typhus, outbreaks of fire and deperate living conditions.

The word "planning" refers to a process for a physical plan in a geographical space which shows the distribution of activities and their related structures like houses, offices, schools, hospitals, green areas and factories. So urban planning, usually known as "physical planning", means town and country planning, or urban and regional planning. The general objectives of urban planning are to help to achieve economic efficiency, social equity, and environmental sustainability in shaping and reshaping the built environment (Harper, 2008) and the process of physical planning consists of;

- a) problem definition,
- b) problem analysis,
- c) goal and objective settings,
- d) forecasting,
- e) problem projection,
- f) design of alternative solutions,
- g) evaluation of alternatives,
- h) decision process,
- i) implementation process,
- j) monitoring,
- k) control and updating.

However, with the acceptance of neoliberal policies worldwide, in the market economy where developers primarily make development decisions, there are no mechanisms in the planning system today to generate development initiatives and thus to guarantee positive implementation of the plan, except when the development market is buoyant or when developers are public agencies (Peiser, 1990-Harper 2008).

Harvey (2012) defines the city as a place of political power and the capital is making the city and it is making it in its own image. Capital developers are the ones who want to put up condominiums and office spaces. For questions like who produces the city, who maintains the city, who sustains the city, Harvey gives his answer as *“if you say all of those people who produce the city and sustain the city should have the rights to the city, and should have a political voice, then you find the city as a focus of political struggle”* (2012; 117).

Regardless of how and for what reason it is done, planning is an important weapon in the hands of political actors today. Planning practice can be characterized as patchwork planning or “collage city” as Rowe and Koetter (1978) have defined. Especially, in the last two decades, political pressures on planning practice has resulted uncontrolled and over-scaled development in cities. As a matter of fact, planners’ positive influence in effecting change has been in recession in many developed countries where economic growth slows down considerably (Peiser, 1990-Harper 2008). The main aims of urban

planning like public interests, increasing living standards of people, creating and designing sustainable cities turn into just an instrument for politics.

The link between pro-growth local economic development strategies and urban planning is that those strategies are often property-led, such as development of high profile prestige property projects and investments in city place promotion or boosterist activities, geared at enhancing the economic position of a city in relation to other urban centres (Loftman and Nevin, 1998: in Harper, 2008). Economic growth and public-private partnership have replaced welfare provision, and the government has somehow become a partner in the “enterprise state” (Cochrane, 1991 in Harper, 2008). Thus, city governments have shifted their role from conventional regulators to entrepreneurial developers (Jessop, 1998 in Harper, 2008). *“Urban planning is increasingly becoming a tool of urban governance, mediating various interests in pluralist society, instead of a statement of visions and missions”* (Harper, 2008;178).

Either privately owned or autonomous, firms as growth engines are not subject to government planning, and are footloose, following market forces. The tools available for local governments or communities to stimulate or to maintain economic activities are thus limited. What city planning departments can marshal are often the land-related resources, which are one way or another under the control of governments. However, urban renewal practices have not shown that property-led regeneration is a successful model leading to sustainable local growth (Turok, 1992). Far from a proven solution, urban planning promoting local economic growth remains a tough challenge.

On the other hand, anti-planning theories have also been developed. Particularly in the 1980s and 1990s, the supporters of this theory, which rapidly enveloped the world, argue that it is necessary for the official planning institutions not to change and to stick to the current system. According to Edward Banfield (Tekel, 2009), there is no reason to intervene the cities by the state and the market will automatically correct the problems in cities. He also emphasizes that the extent of urban planning has expanded far beyond what is needed and nobody knows the real purpose of planning. These theories have argued that urban planners must be independent of, and even obliged to be, political and institutional powers, but that independence has never been achieved.

So, this chapter first aimed to examine urban planning theories/approaches and the acceptance, criticisms of these theories. Later, in the conclusion part, these theories/approaches will be evaluated in terms of Turkish planning structure.

2.1 THEORETICAL FRAMEWORK

The emergence and institutionalization of urban planning concept can be determined as 19th century. Large population movements from rural to urban areas caused by industrial revolution are the main reasons behind urban planning as a necessity. In this period, the aim was to solve the problems of environment, housing, transportation and infrastructure that the population movements brought along (Ersoy, 2005). According to Sieverts (2003), town planning and urban design were children of the crises of neoliberalism in the age of the Industrial Revolution in Europe. Initially, they arose to repair the worst side effects of city expansion; epidemics of cholera and thypus, outbreaks of fire and desperate living conditions.



FIGURE 2.1: PLANNING APPROACHES

In the planning process, a lot of concepts/trends have been put forward at the international level. Of course, these theories/concepts were shaped in the process in line with the needs of the time. These concepts will be helpful to understand today's dimensions of urban planning practice. Below figure, Figure 2.1 shows planning theories/approaches due to years.

Before looking forward these theories/approaches in detail, it should be noted that, urban planners' role were/are very important in every planning approach.

2.1.1 COMPREHENSIVE PLANNING

Comprehensive planning theory emerged in the 19th century and remained on the agenda until the beginning of the 20th century. It is the most widely applied planning approach, which has been on the agenda for the longest time and it developed continuously over time with different forms and contents. Generally, it is a document how city administrators will follow their settlement's development for 20-30 projected years. Comprehensive planning is defined as a long-term mechanical and technical process in which politics is tried to be excluded as far as possible. It refers to a policy that is based on a concept of rational decision making process that advocates the public interests of the widest people rather than singular or fragmentary, and takes a holistic view of the problems rather than emphasizing, and overcoming social contradictions (Ersoy, 2012). According to Ersoy (2012), it is believed that all definitions made on the concept of a comprehensive plan can be extensively shaped on the basis of the generally accepted values in a society by following the caseist/positivist tradition and predicting the future spatial development of a settlement. Camhis (1979) said that comprehensive plan is seen as a study in which the desired state of the future is portrayed as a whole. He also adds that through comprehensive planning, all alternatives and their possible consequences are examined and the most appropriate one is selected.

Black (1975) listed general features of a comprehensive plan as comprehensive, general and long-range plans. According to him, the word "comprehensive" refers to all functional elements that affect physical development of a settlement as a whole. "General" means that the policies and proposals summarized in the plan report should

be developed for the whole settlement rather than the detailed explanations of the specific regions of a city. “Long-range” describes the period of a plan. Plans should predict the changes/transformations that a city may face during the prediction years and develop solutions of any problems that may be experienced during this period instead of a settlement’s current or daily problems. It is expected that the comprehensive plan must be focus on the physical development of a settlement in accordance with the community’s goals and social and economic policies. It is emphasized that the comprehensive plan is primarily a tool of politics and secondly a technical document (Black, 1975).

According to Gerckens (2001), the origins of comprehensive planning dates back to the plan prepared for Paris between 1850-1860 and to the park and boulevard designs of 19th century Europe. The first manifestation of comprehensive planning in the USA was the development of landscape architecture as a profession in the last half of the 19th century and its applications to the public spaces.

The historical development of comprehensive planning is summarized in Ersoy (2012). According to this book, the roots of comprehensive planning concept is the landscape and design of public spaces such as parks, boulevards and public buildings as an integrated system. In other words, the planning action in that period was the design of public spaces which was made by public, by using public resources, by means of expropriation and taxation tools.

Planning activities for the development and supervision of land use on private property were only possible after a series decisions of the US Supreme Court took between 1909 and 1915 and public authority gained power to control the construction rules of the buildings on private properties. The first comprehensive zoning plan based on these legal regulations was realized for New York City in 1916. Besides, the Standart Act of 1928, which was adopted almost every province in the USA, played an important role in spreading the concept of comprehensive planning (Ersoy, 2012).

At the beginning of 1950s, after the acceptance of the “Housing Act” and “Law on the Full Employment of Planners”, a set of financial support were provided to urban settlements to prepare a comprehensive plan. These legal arrangements have led to a

rapid increase in the number of settlements to have general plans, the number of planning offices and the number of urban planners employed in local administrations. Chapin's book "Land Use Planning", which was described as groundbreaking introduction to the most detailed presentation of the comprehensive planning concept was published in 1957.

In the following years, the content and the concept of the comprehensive plan has been developed to a great extent and the role attributed to the urban planner has also begun to differentiate to a planner in the center who coordinates the plans as an orchestra conductor (Ersoy, 2012).

The stages of the Comprehensive Planning process can be listed as follows;

1. Definition of the Problem,
2. Determination of Objectives and Goals,
3. Identification of Alternatives,
4. Choosing the most Appropriate Alternative,
5. Application of the Plan,
6. Monitoring and Feedback.

Comprehensive Planning Theory has been criticized too much in its long-term validity. Critics for the theory generally focus on the concept of public benefit, the long-range, the rationality and comprehensivity. But, its simplicity and the strength of the theory are reasons for adoption of the approach among planners for a long time period. According to Ersoy (2012), it is easy to grasp the design of a cautious and logical process for a specific purpose and the analytical techniques used are the standart applications of social sciences. So, there is a wide range of application area of the theory as it brings together the main themes involved in each planning project, tools, mutual compromises and action.

The primary purpose of the comprehensive planning approach is to identify the objectives of common interests of the community and to study them in a way of a large measure of strategies and tools. Planners, who advocate comprehensive planning, need to understand the concept of public benefit and to understand the extent of causality that can follow the consequences of the actions they anticipate.

In his book, Ersoy (2012) listed the following points as he mentioning planners' different positions from other professional groups specialized in a specific area of expertise;

1. Planners, as experts, can be able to solve the contradictions between different aims of different segments in a society,
2. Planners who have a comprehensive public-based perspective can more likely persuade society rather than local politicians,
3. Planners can assume as a mediator in disagreements between societies and politicians,
4. Planners can be able to tame or direct the behaviours of politicians that prioritize the needs of groups closer to themselves,
5. Planners are the only profession group in local governments who produces a continuous solutions on urban problems from a comprehensive view,
6. Planners can coordinate units in local government organizations to increase the efficiency and productivity.

To sum up, planners can set objectives for the problem areas of a city based on the concept of public benefit and develop solution proposals within the concept and persuade and direct local politicians for the benefit of the society. This understanding of planning, based on scientific knowledge, has been seen as a technical process in which high-level decisions are taken for the whole community and tools for implementing these decisions are revealed. This planning approach based on instrumental rationalism has acquired an elitist character. In this understanding, the planner is trying to predict the future in a technical reasoning by accepting the present situation as an unchangeable reality.

2.1.2 INCREMENTALISM

Starting from 1980s, with the emergence of post modernism, the foundations of the positivist social science approach have been shaken and rational thought have started

to become ineffective in determining the future of the society. Thus, a transformation from instrumental rationality to communicative rationality has been experienced in the decisions to be made for the society. All these developments have led to the emergence of a “critical realism” movement. Ergin (2003) claimed that with this transformation planners have a new role to play; to create an atmosphere of reconciliation among different sections of society in social issues.

In the second half of 1950s, “incremental approach” was developed by Charles E. Lindblom by a systematic critique of rational comprehensive planning. Lindblom argued that the application of comprehensive planning was an impossible idea, since it was not possible to separate all the relevant factors that would affect the planning process. According to Cullingworth and Nadin (2002), comprehensive plans for huge areas/settlements had to leave their place to step-by-step progressive plans which were less ambitious and focused on the progress that could be made in current conditions. In this case, planners should have focused on existing politics and tools rather than values and desired outcomes and conditions. In order to achieve the success, unlike comprehensive planning approach, the number of alternatives must be reduced, the distinction between alternatives must not be radical, the existing policies and status quo should not be removed, and the changes must take place step by step (Ersoy, 2012).

The first thing criticized for comprehensive planning was the public benefit. It is argued that the concept of “public benefit”, which the comprehensive plan suggests, does not represent all of the interests as there are a large number of social groups in a society. Instead, decision makers should first focus on a small number of policy recommendations that do not deviate significantly from existing policies, and should open this debate to discussion of interest groups. So, the planner, must ensure that these interest groups compromise in a democratic negotiation.

Lindblom (1959) has undertaken an important function in this period with his intense criticism of comprehensive planning. According to him, comprehensive planning was not an open to reconciliation, and even unnecessary goals were being discussed in the framework of alternatives and needless data were being gathered. He also claimed that it was impossible to determine all the alternatives in the planning, it was very difficult to implement and it was costing a lot of time and resources. Instead of theoretical

obfuscations, each step must be taken due to initiatives of the market system, depending on this response, either one step must be taken or withdrawn. In other words, revitalization politics should be proposed for the faltering aspects of the system in small steps, rather than radical changes in the existing system or big projects.

Lindblom (1959) summarized his model with six primary requirements:

1. Rather than attempting a comprehensive survey and evaluation of alternatives, the decision maker focuses only on those policies which differ incrementally from existing policies.
2. Only a relatively small number of policy alternatives are considered.
3. For each policy alternative, only a restricted number of “important” consequences are evaluated.
4. The problem confronting the decision maker is continually redefined: Incrementalism allows for countless end-means and means-end adjustments which, in effect, make the problem more manageable.
5. Thus, there is no one decision or “right” solution but a “never-ending series of attacks” on the issues at hand through serial analyses and evaluation.
6. As such, incremental decision making is described as remedial, geared more to the alleviation of present, concrete social imperfections than to the promotion of future social goals.

Lindblom actually did not believe in the benefit of a planning theory. His proposal was nothing more than a choice the one, between the politics of small, marginal differences in a pragmatic way, that best suits the conditions of the day and the socio-political atmosphere (Ersoy, 2012).

Lindblom’s approach, incrementalism, was seriously criticized and it was not even seen as a planning theory. One group of criticism theorists argued that Lindblom’s approach was a legitimate means of making politics of not trying to solve a problem and the meaning of incrementalism equals to not knowing where the progression goes. According to them, this approach was entirely posteriori and passive and limits the

one's ability to develop ideas. Another group of theorists claimed that the approach will completely block the progress since it will cause excessive cautiousness and active attempts of all sections in a society (Ersoy, 2012).

According to incrementalism, a planner as a mediator, should ensure that the interest groups compromise in a democratic debate. Planners should focus on existing policies and tools rather than values and desired outcomes and conditions (Cullingworth&Nadin, 2002).

2.1.3 MIXED SCANNING: A THIRD APPROACH TO DECISION PLANNING

After theories of rational comprehensive planning and incrementalism, the third movement, mixed scanning approach proposed by Amitai Etzioni in 1967. Mixed scanning method; have developed criteria for different levels to be handled together while developing criteria in which situation which level should be emphasized. The most important thing here is to distinguish fundamental and determinative decisions from sensible ones. In other words, while determining social matters all decisions must be taken together such as main policies at the upper level and appropriate steps of these main policies which were preparatory for taking the main decisions. By main decisions, it is meant that the determination of main alternatives that were important for the purposes of decision makers which provide a general overview rather than a detailed determination. Proactive/step-by-step decisions are taken in the context of basic politics. Thus, all the deficiencies of each one will be eliminated since both were used (Ersoy, 2012).

Etzioni (1967) developed his theory by criticising both theories; comprehensive planning approach and incrementalism. According to him, mixed-scanning provides both a realistic description of the strategy used by actors in a large variety of fields and the strategy for effective actors to follow. He named his theory as mixed scanning since it combined elements of both earlier approaches, but according to him, his theory was neither as utopian in its assumptions as the first model nor as conservative as the second. *“A rationalistic approach to decision-making requires greater resources than decision makers command. The incremental strategy, which takes into account the*

limited capacity of actors, fosters decisions which neglect basic societal innovations. Mixed-scanning reduces the unrealistic aspects of rationalism by limiting the details required in fundamental decisions and helps to overcome the conservative slant of incrementalism by exploring longer-run alternatives. Incremental decisions tend to imply fundamental ones. The mixed-scanning model makes this dualism explicit by combining (a) high-order, fundamental policy making processes which set basic directions and (b) incremental ones which prepare fundamental decisions and work them out after they have been reached. Mixed-scanning has to further advantages over incrementalism: it provides a strategy for evaluation and it does not include hidden structural assumptions. The flexibility of the different scanning levels makes mixed-scanning a useful strategy for decision-making in environments of varying stability and by actors with varying control and consensus-building capacities” (1967; 385).

Ersoy (2012) highlighted that such kinds of eclectic models are often not very successful in practice. Because, according to him, the interim pathway trials often lead to the loss of the internal consistency of theories.

2.1.4 ADVOCACY PLANNING

The concepts of “Advocacy Planning” and “Advocate Planner”, developed by an American lawyer and city planner Paul Davidoff, were used to mean the defense of interests of excluded groups in the urban planning process. He argued that different groups in society have different needs which would result in fundamentally different plans if they were recognized. Business elites and others articulate, wealthy and powerful groups have the skill and resources to shape city plans to serve their interests, but what about the poor and powerless. He argued that there should be planners acting as advocates articulating the interests of these and other groups much as a lawyer represents a client. Davidoff (1965) described advocacy planning as representativeness of non-bargaining power groups in a society and advocating and negotiating on behalf of them by city planners in the planning process. In other words, the concept of advocacy planning emphasizes the need to defend the interests of the neglected weak and vulnerable sections of the city, especially the urban poor, in a pluralistic society

and to participate in the planning process through “lawyer planners.”

In Davidoff’s approach, he was in an effort to provide an opening for the planning theory and practice by remaining in the system to the problems experienced at that time. According to Davidoff (1965), planning could no longer be a science branch interested solely in physical area, because even though the planners were indirectly influenced by the decisions they made while almost all of the people living in that area were directly affected. Indeed, urban renewal or urban transformation allocated for to remove depressed areas in a city, needs to take into care not only improving the physical conditions of spatial areas but also other social variables in order not to lead a destruction in social and economic institutions. For this reason, Davidoff stated that planners must be aware of their great responsibility and in the plans and projects they prepare should conceive and take action according to the social, economic and political influences on the inhabitants of a society. Just because of this, he emphasized the importance of the pluralist structure of the society and criticizes the comprehensive planning concept which he calls as singular (unitary) planning. According to Davidoff (1965), the ideal planning approach is to prepare an urban plan for each interest groups of a society and choose the best alternative from these plans which best fits the city model.

An urban planner needs to have a new mission in the proposed model. *“The urban community is a system comprised of interrelated elements, but little is known about how the elements do, will, or should interrelate. The type of knowledge required by the new comprehensive city planner demands that the planning profession be comprised of groups of men well versed in contemporary philosophy, social work, law, the social sciences, and civic design. Not every planner must be knowledgeable in all these areas, but each planner must have a deep understanding of one or more of these areas and must be able to give persuasive expression to his understanding.”* (1965; 432).

Davidoff underlined a sentence that “the society of the future will be an urban one, and city planners will help to give it shape and content.” He explained this sentence as that; *“The prospect for future planning is that of a practice which openly invites political and social values to be examined and debated. Acceptance of this position means rejection of prescriptions for planning which would have the planner act solely as a*

technician.” (1965; 423). Pluralism and advocacy are means for stimulating consideration of future conditions by all groups in society. So, an advocacy planner has to bear more responsibility rather than an ordinary planner since he has to prove the supremacy of plan proposals he developed due to the competitor nature of pluralistic planning. It is also the case that “advocacy planners” plan an educational role for both local governments and their clients.

Davidoff (1965) emphasized that the understanding of traditional city planner who works as a technician and makes physical plans for public benefit has to be abandoned, since this understanding does not see the urban area as a combination of social, economic, cultural and political entity. By this approach, the planners’s identity will turn from conservative technocratic to social advocacy and academic education need to be rearranged to facilitate identity change. Urban planners will also need to be trained in this context to enable them to act as professional lawyers during the shaping of urban social policies.

Davidoff’s view of planning profoundly influenced activist planners of the 1960s and 1970s. Many planners defined themselves as advocacy planners and they developed plans to meet underrepresented groups and advocated for their interests.

Tekel (2009) implied that the most important additions to contemporary planning theory are the necessity of introducing rational and comprehensive planning processes based on democratic participation. She claims that Paul Davidoff is the first western planner who links rationality to pluralism in urban planning. Davidoff advocates the need to go beyond partial planning and the need for public participation in the solution of socio-economic problems.

Ergin (2003) claimed that while democratic representation of modernism left the place as pluralistic and participatory democracy, the elitist and technistic planning concept of the 1960s took the place of society oriented planning process which is open to negotiation. Accordingly, the role of the planner has changed from calculation-audit expertise to moderation which aims to provide compromise between different groups on social issues.

Ersoy (2012) criticized this approach as it is consistently advocated that the powerless and unrepresented parts of a society must be defended first and since the system stays at the same distance to all interest groups in a society, it gives legitimacy to the already strong groups. He shortly reviews Davidoff model's as preserving exactly the basic institutions of capitalist system although its idea was to defend the powerless segments of a society. But, it is also a fact that it has made an important and positive contribution as keeping powerless sections of a society in the planning period instead of seeing the city as a purely physical environment and regarding planning as unbiased and technical effort from politics.

2.1.5 STRATEGIC SPATIAL PLANNING

The planning theory has moved on considerably from the extreme modernist, environmental determinist, and objectifying doctrine of the 1960s. Post-modern, post-structuralist and post-Fordist theories are increasingly influential in generating reconsiderations of urbanism and the city, and the links between knowledge, action and planning. As Graham and Healey stated (1999), cities are now widely characterised as diverse and heterogeneous, even fragmented, splintered or retribalised. So, planning, as they urge, must engage in face-to-face interaction in real time rather than the preparation of abstract Euclidean spatial strategies, centring on open-ended processes and dynamics rather than static normative forms. *“Planning must explicitly recognise the normative, innovative, political, transactive and social learning foundations of planning”* (1999; 5).

“The changes in planning practice are not arising because of shifts in the planners’ conceptual equipment. They arise, rather, as adjustments to the unfolding realities within which the practice is located. The realities of the open, dynamic, multi-layered and dialectically-constructed ‘multiplex’ circuitry of the contemporary urban region is reflected not in the planners’ conceptions but in the evolutionary adjustments they are having to make” (1999; 30).

The strategic concept plan, a non-statutorily required plan, emerged spontaneously,

initially from the cities experiencing rapid urbanization, to envision urban physical expansion to the future. Dynamic growth of urban economies needs a spatial structure to coordinate numerous private housing estates, industrial zones, shopping centers and other land-development activities initiated by developers, whose number has mushroomed since the 1990s (Zhu, 2008). *“The strategic concept plan serves the local developmental state in advancing growth led by urbanization on the one hand. On the other hand, the strategic concept plan enables the municipal government to appropriate land resources and thus to expand local revenue sources”* (2008; 89).

Ersoy (2007) told that strategic spatial planning developed in the private sector that is based on the assumption that the desired future can be created. The path to the desired future is filled with uncertainties and surprises, but the existence of a plan that includes strategies to adopt these uncertainties and surprises makes it possible to achieve success. He also defined “imagined future” is as “vision” in strategic plans. On the road to vision, some decisions have more vital than others and these decisions are called “strategic decisions” and a strategic plan defines a route/direction to the desired future through these decisions. Whatever the social and economic conditions change, it will not be abandoned from the crucial decisions made by strategic plans and from the vision to be achieved. Regardless of the circumstances, the plan will provide access to vision through strategic decisions since it has the flexibility to adopt to changing conditions (Ersoy, 2007).

Graham and Healey (1999) highlighted the importance of four inter-related points for planning practice.

1. Planning must consider relations and processes rather than objects and forms.
2. Planning practice must stress the multiple meanings of space and time.
3. Planning practice needs to represent places as multiple layers of relational assets and resources, which generates distinctive power geometry of places.
4. Planning practice should recognise how relations within and between the layers of the power geometries of place are actively negotiated by the power agency through communication and interpretation.

According to Gedikli (in Ersoy, 2012) strategic spatial planning can be seen as a consequence of a two directional development:

1. The effects of the global economic order on cities.

Cities have faced new phenomena and problems in the face of processes such as the intensification of international economic activities, the development of advanced communication and transportation technologies, rapid information, acceleration of goods and capital flows. These new phenomena and problems have brought issues such as competitiveness, sustainability, and militancy through climate change on the agenda of urban planning.

2. The effects of postmodern philosophy on urban planning and on decision making process in the second half of the 1980s. Strategic spatial planning is becoming increasingly popular as an approach that can quickly respond to the effects on the space.

Ersoy (2007) argued two forefront definitions of strategic planning:

1. multi-sectoral nature; the plan includes economic, social, environmental, cultural and institutional dimensions of the space as well as the physical one.
2. multi-dimensional feature; the planning process allows to active participation of local actors such as public sector, private sector, academia, non-governmental organizations, professional chambers, etc.

Strategic planning includes a set of techniques, methods, and principles such as SWOT Analysis, creating a vision, enabling wide participation of various segments and being actively directed. However, it should be noted that strategic plans are not alternatives to land use planning, on the contrary, these are seen as frameworks that describe the overall development strategy for a space and guide it to sub-scale plans. Strategic plans do not directly interfere with land use processes and do not include detailed land use decisions like form, density, height, etc. Rather, they show the general direction of the development for reaching the desired future and define how actors of the system will take part in this process.

DIMENSIONS OF STRATEGIC SPATIAL PLANNING

Ersoy (2007) has put forward three fundamental aspects of strategic spatial planning taking into account planning literature and practices in the world since 1980s. As shown in the Figure 2.2, these are;

1. **CONTEXT DIMENSION:** indicates in what kind of context strategic planning takes place. The influence of the new time-space concepts of globalisation and tendencies towards the deliberative democracy in the planning field are two fundamental components of the contextual dimension.

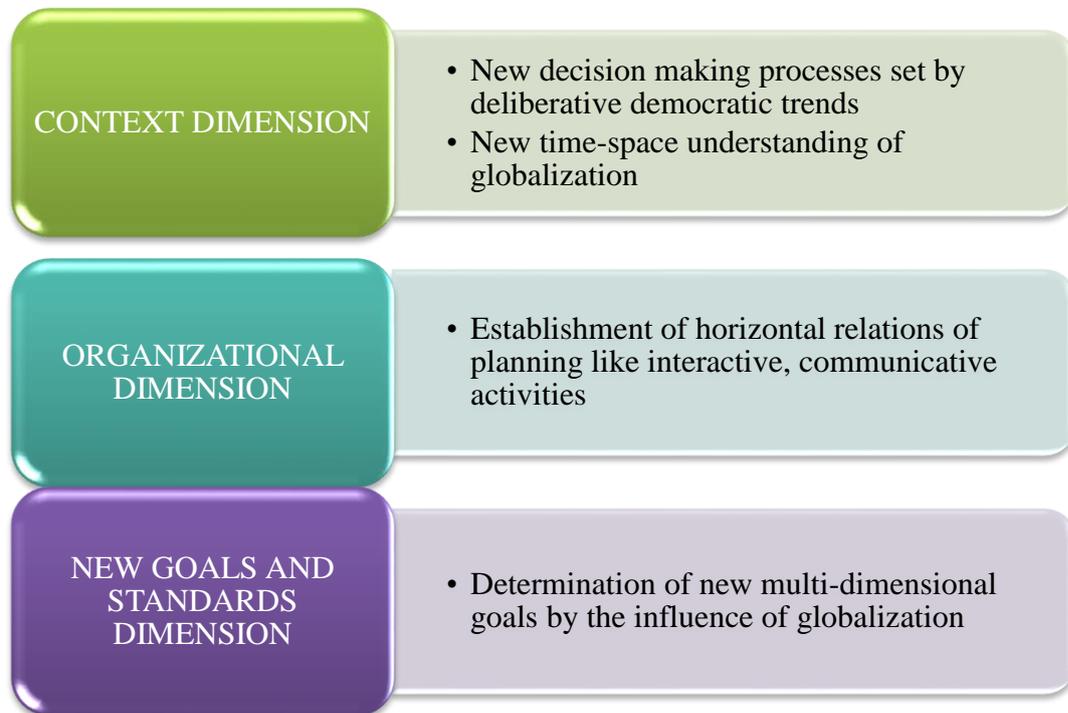
The first component of the contextual dimension is the discourse of deliberative democracy. This concept predicts the involvements of all concerned actors in public decision making processes. As stated by O'keefe (2000 in Ersoy 2007), capital, goods, services and ideas have become able to act much faster than ever by globalization. The global market operations are clearly affecting social and political areas and institutional structures. For this reason, cooperation between the public sector and the private sector has started to meet the requirements of both public and the global market. So, deliberacy is seen as a convenient tool for regulating the relationship between the public sector, the private sector and other actors of the society.

Ersoy (2007) argued that planning is about making decisions and spatial planning is to make decisions about spatial development. For this reason, planning is carried out in a multi-participatory process in the context of this deliberative democracy.

The other component is the time and space. The understanding of time-space has changed by globalization and it has become an understanding of relational time-space. Graham and Healey (1999) emphasized that planners must now understand the socio-spatial relationships that emerge from the new sense of time and space and move on to the needs of this work. They have to demonstrate the necessity of understanding space as relations and processes in a multi time-space conception rather than object and form.

Ersoy (2007) emphasized that planning has to observe both local conditions and global dynamics within the context of a relational time-space geography and its response is

strategic planning. This is because strategic planning includes both new political agendas for the spatial effects of global processes and horizontal organizational forms appropriate for the network society.



Source: Gedikli in Ersoy (2007); 254.

FIGURE 2.2: DIMENSIONS OF STRATEGIC PLANNING

2. ORGANIZATIONAL DIMENSION: brings new definitions and organizational forms to planning such as negotiation, participation, coalition, communication, cooperation, etc.

As the discourse of deliberative democracy entered into the field of urban planning, the idea of participating in planning became increasingly widespread. Now, the planning process includes not only the public sector, but also the private sector; different interest groups, different experts, non-governmental organizations. The planner has now begun to assume the role of one of the actors of decision making process and the facilitator of the decision making process. The planner is the only person who has the expertise and authority to tell which topics can or can not be

negotiated during the decision making process. Participatory process facilitates/manages the planner has an important role in describing the boundaries of negotiation (Ersoy, 2007).

3. NEW GOALS AND STANDARDS DIMENSION; global economic processes and sustainability discourse brings forth new goals and standards in planning.

Ersoy (2007) defined the aim/objectives of strategic planning as designing the evaluation phases of planning such as decision making, implementation, monitoring rather than the content of physical planning. With analysing the aims of strategic plans made in recent years in different countries, it is observed that the competitive advantages of cities/urban regions are emphasized due to globalization. In addition, another main aim of strategic planning is to bring out the preservation and improvement of site-specific/local values of cities. Some methods, techniques and standards have been transferred to strategic planning from the private sector. A process design is made during the strategic planning process using some techniques such as SWOT Analysis, vision editing, acting oriented and competitiveness and with these techniques, reflection of strategic planning to spatial planning area are observed.

2.1.6 THE PRACTICE MOVEMENT

In the 1950s and 1960s, planning approach was dominated by the rational planning approach. It assumed that through the application of scientific knowledge and reason to human affairs, it would be possible to build a better world, in which the sum of human happiness and welfare would be increased. Although the rational comprehensive theory have still defenders, the inability of this model to direct or explain planning activity satisfactorily led the posing of numerous counterpositions in planning theory from the early 1970s (Watson, 2002).

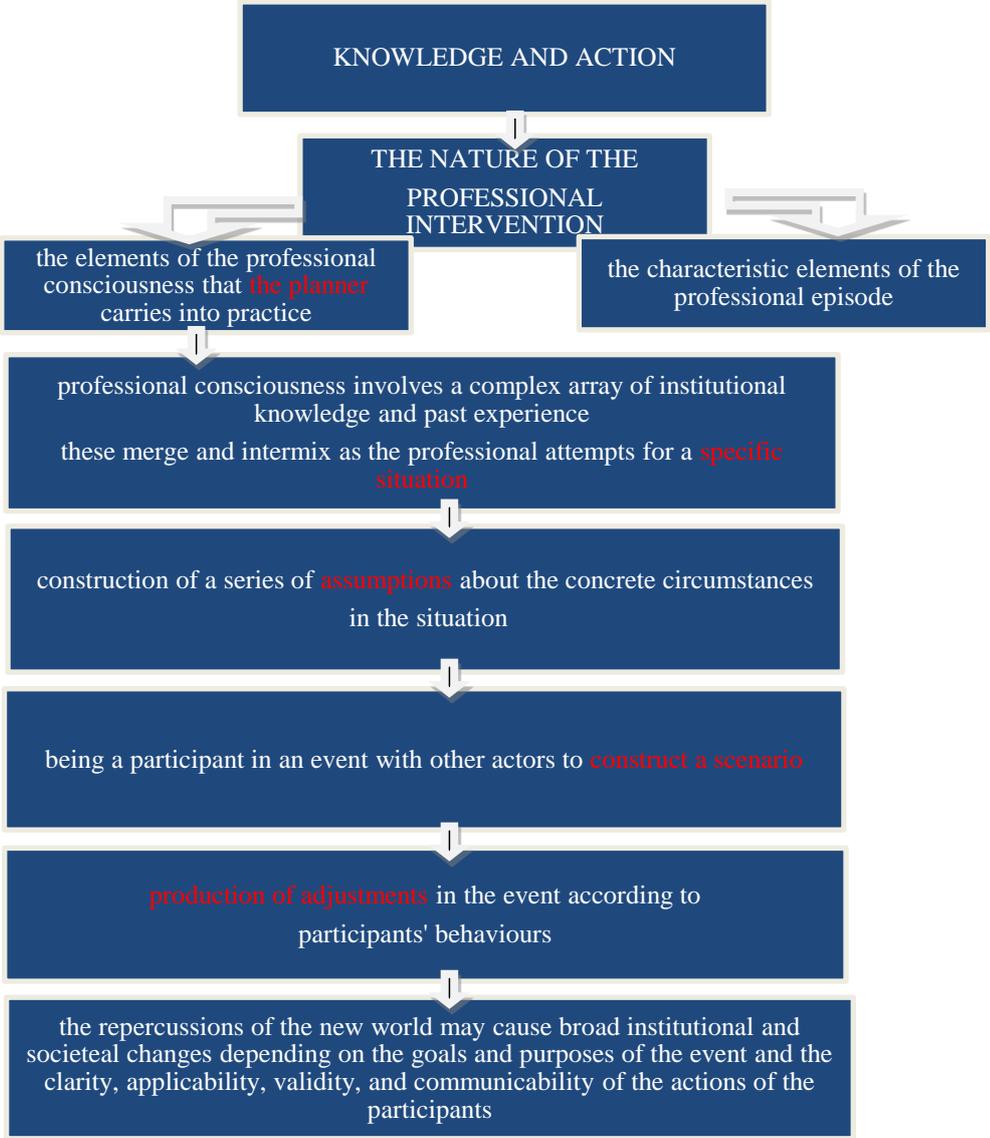
Watson, first explained the reasons for looking for new models saying as “*Some of these attempted to address the inadequacies of the rational model (e.g. incrementalism), some attempted to prescribe different roles for planners (advocacy- and community-based planning), and some analyzed and questioned the role of*

planning within the capitalism (the political economy approach)” (2002; 179). Haas also discussed the theories of planning saying “*There is still an ongoing (and what at times seems and feels like an ad infinitum and ad nauseam) debate and discourse surrounding the discipline of urban design since 1956*” (2008;12). The highly fluid nature of planning theory since this time has provided fertile ground for the emergence of new thinking and space for the ascendancy of the new theoretical domain.

In 1996, Liggett used the term practice movement as a new planning paradigm, focusing on the planning as an activity and on the actual practices of planners, describing planners as the new type of planning theorists who take practice as the raw material of their inquiry (Watson, 2002). “*It is assumed that empirical accounts of planning practice can help to build a more useful and pragmatic kind of planning theory than can be generalized procedural or normative models that previously constituted planning theory and that they have a pedagogical role to play in relation to practising planners and planners in training*” (2002; 178). Judith Innes (1995), Mandelbaum (1996), Beauregard (1996), John Forester (1997) and Harris (2000) were some practice movement leading writers and they have asked both analytical and normative questions of planning practice and viewed the activities of planners.

By the 1980s, there were indications of a growing interest in the activities of planning practitioners. In the early 1980s as well, Donald Schön (1983) was developing a critique of professional knowledge based on technical rationality using the term “reflection in action” and arguing for the development of an epistemology of practice implicit in the artistic, intuitive processes which some practitioners do bring situations of uncertainty, instability, uniqueness and value conflict. Similarly, Bolan (1980) noticed the planning practice and highlighted that each planning experience is unique. He explains this with his words as; “*The analysis begins from the observation that every planning episode –every experience in the life of a planning practitioner- can be said to be unique in some measure. No two episodes are exactly alike*” (1980; 261). He also highlighted the sentence saying “*This is an obvious but key problem; theorists are generally trying to abstract and generalize experience while practitioners must confront the concrete uniqueness of actual situations*” (1980; 261). Bolan’s discussion continued as; “*Thus, one key to exploring the link between theory and*

practice is the investigation of the nature of these unique dimensions of experience. Accordingly, the primary thrust of the argument centers around the question of how planning episodes are constituted in the mind of the planner” (1980; 261).



Source: Bolan (1980)

FIGURE 2.3: THE NATURE OF PROFESSIONAL INTERVENTION

Bolan (1980) pointed out that planning action is defined as doing something with a request to change a given situation by creating thinking, opinions, policy recommendations, generating solutions within a given problem and transferring them to others. During this intervention, a planner has to observe the specificities of the

planning problem, which is entirely unique and unrelated, whilst utilizing the theoretical framework and rules system provided by professional education together with the past experience of himself and/or others. This experience, with the synthesis of knowledge and specificity, constitutes the individual theory of a planner that will direct his/her actions to that condition. The author of this thesis, who at the same time, works as a private planning practitioner, totally agrees with Bolan's suggestion; "*the most meaningful 'theories' of planning are those constructed in the minds of practitioners and played out by their actions in the everyday tasks that make up professional planning activity*" (1980; 261).

Bolan (1980) stated that despite the mental efforts of researchers and academicians, practitioners deal with concrete planning problems and they become the theoreticians of the professional problems they ultimately try to solve. The practitioner, as a theorist, differs from the theoreticians in two ways:

1. The practitioner synthesizes all personal knowledge and experience and assumes the risks and responsibilities of action.
2. The practitioner sees the world as a whole since he/she does not have a luxury for abstraction of experimentation and knowledge and for separation of scenes into taxonomies and typologies. The whole world means that it includes the time and space dimensions, the historical background of an event, the objective understanding and subjective consciousness of participants and the social and cultural context in which the event is taking place.

Bolan (1980) pointed up his discussion as; "*...the need for a concept of professional intervention that has its roots in an action-focused philosophy, and that seeks out authentic experience rather than contrived, fragmented, and controlled interventions. Professional practice uniquely links scholarly disciplines to action; epistemology to ethics and commitment. But, this practice cannot be divorced from its ontological origins and cannot overlook its interventions at the level of phenomena*" (1980; 273).

This discussion can be gone further as connecting the main theme/questions of this thesis. Bolan (1980) claimed that each practitioner develop their individual theories according to their knowledge, action, consciousness, judgements, and experiences as

being a part of urban planning practice. This is also an indication of their behaviours for the cases they are involved. The Figure 2.3 shows the nature of professional intervention according to Bolan's article.

2.2. CONCLUSION

Planning can be defined as the process of preparing systematic action programs in order to reach the desired targets. A plan has to be determined both by the targeted objective and by which means to reach it (Bettleheim, 1967). In this context, it is possible to mention many different planning theories/approaches with their historical developments, techniques and interests. Planning theories/approaches are planned/revised/renewed planning practices in line with the needs of the countries in which they came out and each theory/approach evaluates the planners within the framework of their accepted rights and assigned them some tasks.

The emergence and institutionalization of urban planning can be dated to the end of 19th century. Similarly, comprehensive planning theory emerged in the 19th century and remained on the agenda for the longest time with different forms and contents as the most widely accepted planning theory. According to this theory, the form of a city is determined by the socio-economic processes and the geography in which it takes place. For this reason, a planner should make a detailed and comprehensive research before planning since that plan must be applied without deterioration of its internal consistency and integrity. Behind comprehensive planning theory, there is a need to control the development in a geographical space as a whole, whether at the urban scale or at the country level (Tekeli, 2009).

In this framework, comprehensive planning is based on a series principles. The most important of these principles is the long-term and comprehensive scope of the planning process. In this context, planning agencies also take the responsibility of coordinating many institutions and actors involved in directing urban processes. The normative dimension of such an approach is the concept of public interest. The legitimacy of

placing planners in such a central position is based on the belief that they are the observers of the public interest (Şengül, 2012).

The basis of planning experience in Turkey coincided with the 1960s. In these years, urban planning has been seen as a strategic tool in national development and has been shaped on the basis of rational planning approach. This understanding of planning, based on scientific knowledge, has been seen as a technical process in which high-level decisions are taken for the whole community and tools for implementing these decisions are revealed. This planning approach based on instrumental rationalism has acquired an elitist character. In this understanding, the planner is trying to predict the future in a technical reasoning by accepting the present situation as an unchangeable reality.

The urban planning experience in Turkey can be characterised by the comprehensive planning approach. Because, the education system of planning is based on this theory on the one side and planning practice is shaped on the basis of the comprehensive planning theory on the other side. This process continued until the second half of the 1980s. However, the process has been evolved under the effect of neoliberal policies to the market from the 1980s. During this period until today, there has been very important structural changes and transformation in Turkey as well as in the world. Two elements were interjected into the culture of planning practice since 1980s; globalization of industrial production and the ascendancy of neoliberal politics. Especially, past two decades, the collective understanding of planning has changed markedly. Formerly, planning has described as a technical activity involving data collection, analysis, synthesis and problem definition, goals and objective settings, design of alternative solutions, evaluation, physical plans and supporting policies. But, this understanding has left its place to fragmented, short-term and a tendency to reorganize the trends rather than change them.

The rise of planning took place in parallel with the increase in the efficiency of the state where its decline began with a move from the state-centric growth strategies to neoliberal strategies (Şengül, 2012). Undoubtedly, in this period, socio-economic order has started to transform rapidly, new cases and problems emerged in urban areas, planning and related institutions were redefined and the role of planning in shaping the

urban space is further limited and market forces gained a stronger position in the process. In this context, traditional planning methods have been criticized for being insufficient against new cases and problems of cities and strategic spatial planning, which is defined a more flexible approach, has been introduced to the agenda of planning area.

Incentive laws in Turkey are the important elements on the hands of politicians and have dramatic changes on cities. By 1980's, the rational planning approach has been abandoned just like in many countries and instead, project-based approach which is flexible, short-term, fragmented, easily adoptable by the market and political pressures has dominated. With the 1990's project-based approaches have given place to the strategic planning with the understanding of action-oriented and moves within a certain vision.

Planners now have to understand the socio-spatial relationships of the network community with new time-space and to respond to the needs of this complex structure. In recent years, it is possible to talk about a planner as a real estate developer, a planner as a civil society manager, and a planner as making everything possible instead of restricting. There are always conflicts between the long-term strategies of the planner and short-term decisions of a politician, the rationality and the power in planning processes, and the debate continues between scientific decision making and intuitive processes (Günay, 2012).

The content of this study becomes meaningful when the practice movement approach is associated with the title of this thesis. The author of this thesis, as a private planning practitioner, tries to search the effects of neoliberal restructuring through freelance urban planners. Because, planning action in Turkey is realized by self-employed planners rather than planners working in the public sector. Additionally, Sanyal (2005) has focused on the planning culture of a city, a region or a nation and emphasized the importance of culture in the planning practice. These can be brought to the conclusion combining with Bolan's definition of the nature of professional intervention and the view of private practitioners as theorists. Urban planners, as practitioners, carry their knowledge, past experiences, judgements and consciousness into practice and become participants in an event in a culture with other actors and construct a scenario. The

production of adjustments in the event according to participants' behaviour and the repercussions cause institutional and societal changes depending on the goals and purposes of the events. That is to say that behaviors and the power of these actors in the planning practice influence the urban built environment.

CHAPTER 3

NEOLIBERALISM AND URBAN PLANNING

In the book, *Urban and Regional Planning*, Hall and Jones (2010) described planning as an ambiguous and difficult word to define. According to them, the difficulty is that planners do all sorts of different things, and so, they mean different things by the word; planning seems to be all things to all people. They add that only planners of all kinds think that they know what it means since it refers to the work they do.

Of course, there are various amount of description of the word in the literature. For example, the definition of planning in the *Business Dictionary* is as follows; “*A basic management function involving formulation of one or more detailed plans to achieve optimum balance of needs or demands with the available resources. The planning process identifies the goals or objectives to be achieved, formulates strategies to achieve them, arranges or creates the means required, and implements, directs, and monitors all steps in their proper sequence.*” According to Chadwick (1978), planning is an a hierarchial process, a process of human thought and action based upon that thought that control the order in a sequence of operations. Similarly, Keleş (2016) defined planning as a future and as a total of rational decisions. According to him, planning is the process of preparing a set of decisions that are aimed at achieving the most appropriate means for the objectives of the future activities.

So, planning can be described as the process of thinking about and organizing the activities required to achieve a desired goal. It involves the creation and/or maintenance future aims and determination of tasks, targets and activities in order to reach that aim. Or, with Hall and Jones words; *Planning, as a general activity, is the making of an orderly sequence of action that will lead to the achievement of a stated goal or goals. Its main techniques can be written statements, supplemented as appropriate by statistical projections, mathematical representations, quantified*

evaluations and diagrams illustrating relationships between different parts of the plan.” (2010; 3).

Starting from the definition of “planning” and coming back to the subject matter of this thesis, “urban planning” refers to a kind of planning with a spatial, or geographical component, in which the general objective is to provide a spatial structure for activities. Fainstein (2002) described it as the design and the regulation of the uses of space that focus on the physical form, economic functions and social impacts of the urban environment and on the location of different activities within it.

Urban planning is an effective tool for maintaining spatial order in the physical environment, and for managing the land-interests of diverse urban communities. It is the control of development by a local authority, through regulation and licencing for land use changes and it coordinates economic development with an orderly structure of land uses, which provide sufficient public goods and merit goods. So, urban planning is a technical profession involving both political will and public participation.

Modern urban planning has arisen in response to specific social and economic problems, which in turn were triggered by the Industrial Revolution at the end of the eighteenth century (Hall and Jones, 2010). During the years, these problems did not all come in the same form, they changed in character and in their relative importance. The period prior to World War II, especially during the 1920s, was a golden era in community design and development. Planning was less institutionalized, subdivision regulations were based upon tradition rather than formulas, and community design schemes were visionary products of landscape architects, architects and planning consultants given broad latitude by their private sector clients to shape urban places. (Silver in Monclus, 2006;179).

The 1980s and 1990s marked the most dramatic and decisive cultural turn in planning. There was a retail boom which means the construction of countless new shopping complexes, out-of-town shopping centers and huge supermarkets during these years. Rapid economic restructuring played out dramatic changes in greater urban area and city re-imaging. Monclus (2006) defined this period as the negative urban impacts of economic restructuring. *“The collapse of hegemonic Fordism set in train processes of*

deindustrialisation and the search for new sources of investment, employment generation, and comparative advantage place-making. A new economic environment of globalisation was matched by the lurch to pro-market and small government neo-liberalism. In this new climate, the economic importance of the arts was given yet more recognition” (2006;p32).

But urban planning is not able to shape new physical landscapes according to pre-set goals and socio-economic policies without the capacity to mobilize economic resources and social support. Hackney (1990) emphasized that the relaxation of controls is a deliberate play to entice developers’ money. By relaxation of controls, developers build what they like, where they like. Because of lack of design guidelines or master plans there is virtually no infrastructure, no adequate public amenities, not enough green spaces nor attractive vistas, and no proper roads and public transport systems. Competitiveness and economic growth become the central themes and the language of welfare has been replaced by the language of growth in urban areas (Cochrane, 1991; 298 in Harper, 2008).

In the context of globalization and consequent fierce competition for wealth creation, cities—whether in developed or in developing countries—are expected to lead their nations in fighting the battle for prosperity (Monclus, 2006). Cities have long been considered very physical expressions of social relations, movements, and ideologies (Fainstain 2001; Harvey 1985). Hackworth (2007) defined neoliberalism as an ideological rejection of egalitarian liberalism in general and the Keynesian welfare state in particular, combined with a selective return to the ideas of classical liberalism.

Neoliberalism, according to Harvey (2005), is a theory of political economic practices that proposes that human well-being can best be advanced by liberating individual entrepreneurial freedoms and skills within an institutional framework characterized by strong property rights, free markets, and free trade. The role of the state is to create and preserve an institutional framework appropriate to such practices. Harvey (2005) stated that almost all states have embraced some version of neoliberal theory and adjusted at least some policies and practices. *“Neoliberalism has become hegemonic as a mode of discourse. It has pervasive effects on ways of thought to the point where*

it has become incorporated into common-sense way many of us interpret, live in, and understand the world” (2005; 3).

Deregulation, privatization, decentralization, and withdrawal of the state from many areas of social provision have all common features of neoliberalism. According to Harvey (2005), the process of neoliberalization has entailed ‘creative destruction’, not only institutional frameworks and powers but also divisions of labour, social relations, welfare provisions, technological mixes, ways of life and thought, reproductive activities and attachments to the land.

The effects of neoliberal politics on urban restructuring is four dimensional; first, the understanding of planning has changed. The classical meaning of urban planning replaced market oriented planning. Second, related with the first one, the structure of cities has changed. Huge traffic roads in cities, high rise, “prestige” buildings, big shopping centers, suburban development and gated communities appeared instead of mixed-use urban areas of the old towns. Third, the roles of planners has changed. Some planners have adopted themselves easily to the new system while others still resist against it. And finally inexorable rise of bureaucracy or power of politicians become the main key for planning. But, before explaining the details of these four, it is better to look at and understand first, the meaning of neoliberal politics and the reflections of these politics on urban areas.

3.1 NEOLIBERAL RESTRUCTURING

Globalization, one of the most important challenges of 21st century, is a process of being redefined economy as the driving force in all areas of life and worldwide relationships and connections in every area of life are changed. This process can be defined as the globalization of production and finance mechanisms in the economic sense. In the cultural sense, it represents increasing mobility of people, capital and knowledge, independent from the space. In political terms, it refers to the losing power of nation-state with the global economy and the mechanisms that created as the dominant institutions.

1980s started with the radical transformations of the countries' economic policies. This period marked by the elections of Margaret Thatcher as a prime minister of Britain in 1979 and Ronald Reagan as a president of the USA in 1980. With the Thatcher's slogan of "there is no alternative"; it is believed that neoliberal ideology is an open, competitive and unregulated markets, liberated from all forms of state interference, represent the optimal mechanism for economic development. Although the intellectual roots of this "utopia of unlimited exploitation" (Bourdieu, 1998), neoliberalism first gained widespread prominence during the late 1970s and early 1980s as a strategic political response to the sustained global recession of the preceding decade (Brenner and Theodore, 2002).

Brenner and Theodore explained this period as; *"Faced with the declining profitability of traditional mass-production, industries and the crisis of Keynesian welfare policies, national and local states throughout the older industrialized world began to dismantle the basic institutional components of the postwar settlement and to mobilize a range of policies intended to extend market discipline, competition and commodification throughout all sectors of society. In this context, neoliberal doctrines were deployed to justify, among other projects, the deregulation of state control over major industries, assaults on organized labor, the reduction of corporate taxes, the shrinking and/or privatization of public services, the dismantling of welfare programs, the enhancement of international capital mobility, the intensification of interlocality competition, and the criminalization of the urban poor."* *"Following the debt crisis of the early 1980s, neoliberal programs of restructuring extended globally through the efforts of the USA and other G-7 states to subject peripheral and semiperipheral states to the discipline of capital markets. Bretton Woods institutions such as the General Agreement in Tariffs and Trade (GATT), World Trade Organization (WTO), the World Bank (WB), and the International Monetary Fund (IMF) were subsequently transformed into the agents of a transnational neoliberalism and were mobilized to institutionalize this extension of market forces and commodification in the Third World through various structural adjustment and fiscal austerity programs. By the mid-1980s, in the wake of this dramatic U-turn of policy agendas throughout the world, neoliberalism had become the dominant political and ideological form of capitalist globalization"* (2002; 350). So, neoliberalism has become a kind of management of

socio-political processes in order to provide short term economic development by 1990s.

Neoliberal ideology has emerged as a strategic and political alternative instead of the Fordist-Keynesian welfare state policies of 1970's. *"This new phase in the development of capitalism –which is called flexible production, lean production, or post-Fordism- is accompanied by a restructuring in the governance of economies. The Keynesian logic that supported the expansion of mass production was discredited and replaced by the neo-liberal logic of the market"* (Baud&Post, 2002; 2). Hackworth (2007; 9) defined neoliberalism as an "ideological rejection of egalitarian liberalism in general and the Keynesian welfare state in particular, combined with a selective return to the ideas of classical liberalism".

Günay explained the belief as that, *"neoliberal ideology, as open, flexible, efficient, competitive and liberated from a society's collective values and governments' intervention, is the most appropriate mechanism for economic development"* (2012; 493). The main target of neoliberalism is to share physical, natural, financial and human resources in a most efficient way. Competition is the essential way of sharing, public is inefficient. According to neoliberalism, which is also called welfare capitalism, in the case of equality an balance, it is accepted as normal when strong defeats weak in a competition since there is no other alternative.

Harvey (2007) defined neoliberalism as a theory of political economic practices that proposes that human well-being can best be advanced by liberating individual entrepreneurial freedoms and skills within an institutional framework characterised by strong private property rights, free markets, and free trade. He continuous to explain it as; *"The role of the state is to create and preserve an institutional framework appropriate to such practices. The state has to guarantee, for example, the quality and integrity money. It must also set up those military, defence, police, and legal structures and functions required to secure private property rights and to guarantee, by force if need be, the proper functioning of markets. Furthermore, if markets do not exist (in areas such as land, water, education, health care, social security, or environmental pollution) then they must be created, by state action if necessary. But beyond these tasks the state should not venture. State interventions in markets (once created) must*

be kept to a bare minimum because, according to the theory, the state can not possibly possess enough information to second-guess market signals (prices) and powerful interest groups will inevitably distort and bias state interventions (particularly in democracies) for their own benefit” (2007; 7). According to Harvey (2007), there has everywhere been an emphatic turn towards neoliberalism in political-economic practices and thinking since 1980s. Neoliberalism has, in short, become hegemonic as a mode of discourse. It has pervasive effects on ways of thought to the point where it has become incorporated into the common-sense way many of us interpret, live in, and understand the world.

Wright and Cleary listed the main points and summarize the results of neoliberal policies as shown in the below Table 3.1.

TABLE 3.1: NEOLIBERAL POLICY SETTINGS

Government Function	Decentralisation Depoliticalisation Agencification
Government Policy Focus	Liberalisation
Government Economic Management	Financialisation Fiscal conservatism
Government Regulation	Deregulation
Central and Local Government Relationship	Growthism Entrepreneurialism
Government and Private Sector Relationship	Marketisation Privatism
Government and Civil Society Relationship	Individualism Clientelism/Consumerism

source: <https://www.herbertgeer.com.au/?s=are+we+all+neoliberals+now%3F>

Harvey (2007) paid attention to the negative impacts of neoliberalism. According to him, the process of neoliberalization has, however, entailed much ‘creative destruction’, not only of prior institutional frameworks and powers (even challenging traditional forms of state sovereignty) but also of division of labor, social relations, welfare provisions, technological mixes, ways of life and thought, reproductive activities, attachments to the land and habits of the heart. Similarly, Brenner and Theodore (2002), explaining powerful impacts at subnational scales –within cities and city regions- in their book, like many authors in the literature, talked about the negative

effects of neoliberalism. They say that; the global imposition of neoliberalism has been highly uneven, both socially and geographically, and its institutional forms and sociopolitical consequences have varied significantly across spatial scales and among each of the major supraregional zones of the world economy.

3.2 IMPACTS OF NEOLIBERALISM ON URBAN RESTRUCTURING

Although “planning disasters” is not a common term in the literature, books with their striking names like “the great planning disasters”, “comparative planning cultures”, “cities without cities”, “the death and life of great american cities”, “the good, the bad, and the ugly: cities in crisis”, “the trouble with city planning”, “rebel cities”, collage city”, “realigning actors in an urbanizing world”, and “changing cities” are all referring to the negative effects of neoliberalism to the process of urban restructuring. These and many of similar books address neoliberalism as to show the turn of cities over to the developers and speculative financiers area since the mid 1980s.

The 1980s and 1990s marked the most dramatic and decisive turn in planning. Sanyal explained this period as: *“despite large cultural variations in their planning styles, both industrialized and industrializing nations were embracing policies such as privatization of public enterprises, dismantling of social safety nets, decentralization of governance, deregulation of financial markets, and weakening of labor unions. The real goal of neoliberal ideas seemed to be to alter the social contracts among governments, market agents, and citizens that had been established earlier by the welfare state in industrialized nations and the developmental state in newly industrializing nations”* (2005; xx). Similarly, Harvey defined the period as *“The traditional city has been killed by rampant capitalist development, a victim of the never-ending need to dispose of over accumulating capital driving towards endless and sprawling urban growth”* (2012; Xv-xvi).

Green explained it economically as: *“because of its role in distorting prices and generally interfering with the free operation of the market, the state is seen as part of the problem, not part of the solution; the economy has to be restructured to reduce the*

state's role and unleash the private sector"(1996; 109-110). This means privatizing state firms and the broader deregulation of trade and investment. Deregulation should also remove 'structural rigidities' in the workforce. In practice, this often means cutting labour costs by making it easier to hire and fire employees, restricting trade union activities and encouraging greater labour 'flexibility' through short-term contracts and subcontracting. Like stabilisation, structural adjustment involves eliminating government spending deficits, which are seen as inflationary, but adjustment differs in that it more frequently involves closing the deficit by enhancing revenue as well as cutting spending. This is usually achieved by a mixture of income from privatisation and raising sales taxes such as VAT.

The ultimate aim of structural adjustment is to enable a country to move to a third stage of export-led growth. The government should give priority to exports, encouraging the private sector to diversify and find new markets for its products. This sometimes involves suppressing domestic demand (which diverts goods away from exports to local consumption). Removing all trade barriers (on both imports and exports) will, argue the neoliberals, ensure that resources are allocated efficiently, and that exports are made more competitive because their producers will be able to cut costs by importing the cheapest inputs available, whether fertilisers and pesticides for agro exports or manufactured imports for industry. The search for export-led growth generally means encouraging foreign investors to bring in new technology and capital.

Turning back to the urban area, similar structural adjustments have been seen at the governance and application on cities; to rearrange the landscapes of cities can no longer be achieved by the traditional resources of urban planning and design. Removing all trade barriers led to the start competing cities with each other, reducing the state's role made urban area a tool of urban governance, unleashing the private sector into the market caused uncontrolled urban growth, deregulation helped developers primarily to take development decisions, reproduction of capital accumulation shifted city governments' role from conventional regulators to entrepreneurial developers, and enabling export-led growth turned society from production-oriented into a consumption-oriented. These kinds of countless reasons have transformed and still continuing to transform urban areas. But, as mentioned

before, this transformation/restructuring is four dimensional; urban planning, urban planner, politicians or bureaucracy, and the city itself. In this period, land is seen as a commodity, planning is become a tool of local governments, and planners are viewed in various roles as coach, player, manager, moderator, speculator, and even a spectator.

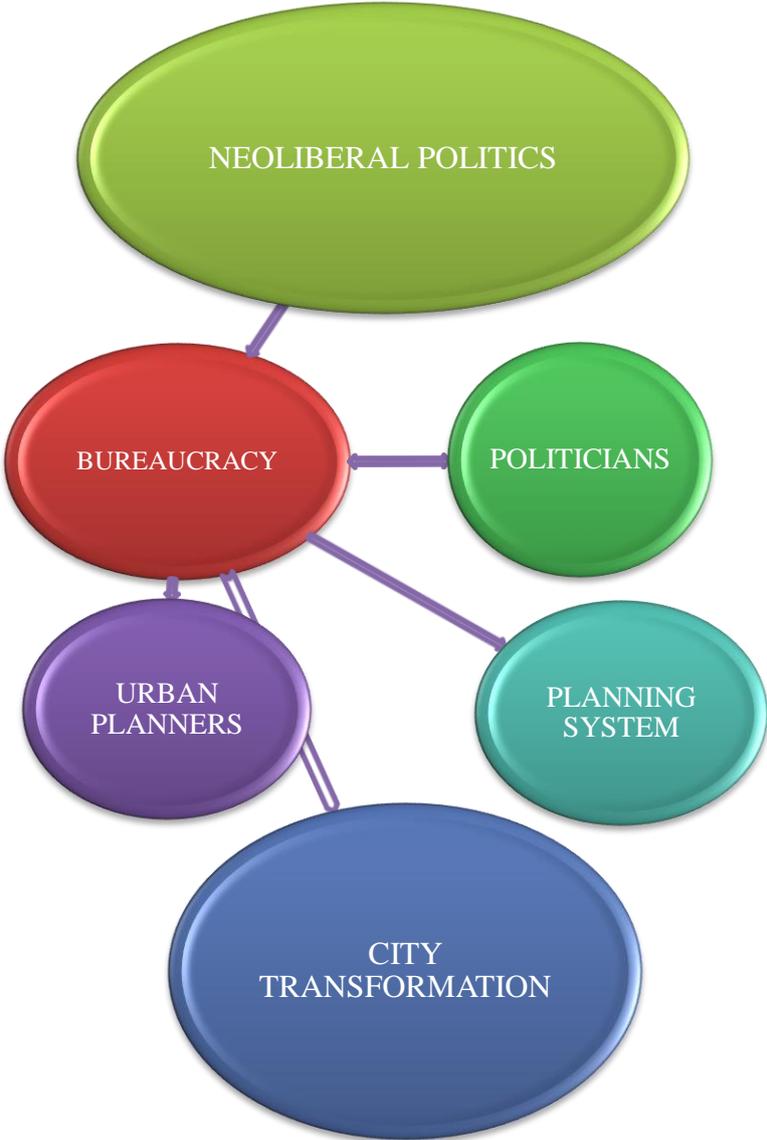


FIGURE 3.4: DIMENSIONS OF NEOLIBERAL POLITICS

These four dimensional effects of neoliberal politics on the transformation of cities and how these effects have transformed and still continuing to transforms cities can be

formulated as; neoliberal programs of restructuring has affected bureaucracy directly where bureaucracy and politicians are connected with each other. This new kind of bureaucracy has interfered both planning system and the planners. Changes or new arrangements in the planning system has transformed cities through planners. But, additionally, politicians and/or bureaucracy have impacted on cities directly and they control urban development effectively (Figure 3.4).

3.2.1 NEOLIBERALISM AND CITIES

Several major changes that occurred in the global economy in the last two decades have affected the pattern of growth of cities-spatial development of cities in the world. Since social, commercial, cultural, and political parameters have changed by neoliberalism, it is impossible anymore to talk about traditional cities. Sieverts (2003) named this period as “urban-ness” in his book *Cities without Cities*. He explained how cities have been transformed and still continuing transformation in this period as; “...*in all residential areas, spaces become increasingly specialised and specialised spaces were detached from one another. The streets were more and more characterised by increasingly dense and rapid car traffic; roads were straightened and widened for fast traffic, open spaces were turned to car parks, and pavements were narrowed. Instead of dispersed corner shops, supermarkets appeared. The inner cities were taken over by commerce and services. In the old cores of small towns, many farming and craft businesses gave up, others expanded and built new structures on the edge of the town. The small, narrow towns were particularly affected by the increasing motor traffic*” (2003; 75). Moreover, Harper talked about social and cultural needs and he assumes that this kind of transformation ignores them “*eliminating spaces of sociability, depersonalizing the city, destroying individual, group, and local identities and cultural memories*” (2008; 171).

Harvey defined cities “as a place of political power” in his book *Rebel Cities*. He continued as “*the capital is making the city and it’s making it in its own image. Capital developers are the ones who want to put up condominiums and office spaces*” (2012; 29). Questions like who produces the city, who maintains the city, who sustains the

city, Harvey gave his answer as *“if you say all of those people who produce the city and sustain the city should have the rights to the city, and should have a political voice, then you find the city as a focus of political struggle”* (2012; 117).

In the system of neoliberalism, cities have become an arena for both local governments; for municipalities and private entrepreneurs. So, the spatial development of cities have been influenced from this partnership. It is argued by Harper (2008) that the locational trends of flourishing post-industrial economic activities along with the development of new urban governance strategies, tend to rearrange the landscapes of the post modern city. Governments or bureaucratic agents changed regulations and/or planning rules in the name of deregulation, so that developers easily implement their projects wherever they like. According to Hackney (1990), relaxation of controls was a deliberate play to entice developers' money. They could build what they liked, where they liked. In addition, according to Sieverts (2003), the developments are based on the fact that the local authorities pursue their own interests. But, because of the lack of design guidelines (or master plans) there is virtually no infrastructure, no adequate public amenities, not enough green spaces, nor attractive vistas, and no proper roads and public transport systems and Hackney defined this period as *“building boom”* (1990; 162).

In many countries in the world, developers or private investors found that development outside city centers is much easier and more profitable rather than development in the city center where land is expensive and limited. Hackney explained that with minimal government funding and the relaxation of planning controls and regulations, developers could be encouraged into areas previously considered undesirable. In the same book, he also added that *“too many money too quickly damaged environment”* (1990; 161).

Conversly, some big transformation projects started to be implemented in the core or old part of the cities. High rise, prestige buildings, both residents and offices, have been appeared at any point of a city, huge and long streets have been connected these areas to the city centre which means commuting times up to two or three hours a day between home and work, and the shape of activity have changed from concentric circles into specialised points of space. For example, Wilson (in Kolson, 2003)

explained that the strategy of widening existing streets and building new major and secondary highways is not a viable solution to traffic congestion. All this street widening and major construction simply serves to invite even more traffic onto the expanded street network.

With globalisation, as the power of community, city and/or regional authorities have started to control urban development effectively. *“But, there is a disappointing lack of fair in the design of so many projects”* as Hackney said (1990; 162). While creating an environment, it is needed to pay attention to people’s desires and tastes. Because, nobody wants to live in a poor environment, full of ugly buildings.

Thus, with the elements of neoliberalism like decentralisation of planning powers to local governments, relaxation of planning precedures, elimination of social parameters, emphasis on the economic profitability, disregard of environmental issues (Keskinok, 2012), planning concept was abandoned. Instead, market-oriented local planning frameworks and demand-based policies became popular. The result is the production of excess planned areas, uncontrolled and unregulated growth, the rapid conversion of agricultural lands into built-up areas in the cities and its’ periphery; shortly disasters.

3.2.2 NEOLIBERALISM AND URBAN PLANNING

Neoliberal ideas have started to attack on planning with the 1980s. Despite large cultural variations in their planning styles, both industrialised and industrialising countries started to implement policies like privatization of public resources, dismantling of social safety nets, decentralization of planning powers to local governments, deregulation of financial markets, relaxation of planning precedures, emphasis on the economic profitability, and disregard of environmental issues.

Over the past two decades, the collective understanding of planning has changed markedly. Formerly, planning has described as a technical activity involving data collection, analysis, synthesis and problem definition, goals and objective settings, design of alternative solutions, evaluation, physical plans and supporting policies. In

that period, the government was seen as the main actor in providing improvements. Later, it is seen as a much broader set of human activities, encompassing the physical world and also the realm of public and social services.

By 1980s and 1990s, urban development is conceptualized as a common challenge to governments, the private sector, and civil society. The government’s role has changed from direct provider to a coordinator and enabler of urban action (Baud and Post, 2002). Rather than planning, free market operation is considered a more efficient way of producing a spatially desirable situation.

Wright and Cleary listed the policy and political implications of the governmental relationships. The below Table 3.2. mostly emphasizes the reflections of these policies on urban planning area and urban planners.

TABLE 3.2: NEOLIBERAL POLICY AND POLITICAL IMPLICATIONS

POLICY IMPLICATIONS	POLITICAL IMPLICATIONS
GOVERNMENT FUNCTION – DECENTRALISATION, DEPOLITICALISATION AND AGENCIFICATION	
<ul style="list-style-type: none"> . Reduced central government planning . Limited central government control of local government planning . Contracting out of planning functions . Central government off-loads unfunded risks and responsibilities to local governments . Policy solutions borrowed or adapted across jurisdictional boundaries 	<ul style="list-style-type: none"> . Greater electoral accountability . Stronger role for local clientele relationships . Fiscally constrained local governments
GOVERNMENT POLICY FOCUS - LIBERALISATION	
<ul style="list-style-type: none"> . Focus on innovation and competitiveness rather than on full employment and planning . Social wage is seen as a cost of production rather than as a means of redistribution to maintain social cohesion . Welfare to work to reduce welfare expenditure 	<ul style="list-style-type: none"> . Reduced social cohesion . Increased social exclusion
GOVERNMENT ECONOMIC MANAGEMENT – FINANCIALISATION AND FISCAL CONSERVATISM	
<ul style="list-style-type: none"> . Less maintenance of infrastructure and services . Limited provision of infrastructure and services . Greater private sector provision . Reduced developer contributions in new growth areas . Reduced focus on urban renewal projects . Focus on cost recovery and user pays 	<ul style="list-style-type: none"> . Fiscally constrained governments . Infrastructure and services failures . Price hikes . Cross-subsidies are increased . Rent seeking by private sector

TABLE 3.2 (continued)

GOVERNMENT REGULATION - DEREGULATION	
<ul style="list-style-type: none"> . Removal of comprehensive master planning and collaborative planning policies and practices . Simplified planning regulations . Plans that are more flexible . Plans that give less direction to local government . Plans with fewer directives and more negative regulation . Plans that specifically integrate central and local government priorities . Enabling regulations for major or mega projects . Use of reserved planning powers to facilitate projects . Speeding up of development assessment, public inquiry and plan preparation processes 	<ul style="list-style-type: none"> . Less importance of rules, processes and expert jurisdictions . Less concern for development externalities . Stronger role for the private sector in determining the form and location of development . Potential impact on the spatial cohesion of cities . Reduced oversight and increased risk of corruption . Risk of regulatory capture
CENTRAL AND LOCAL GOVERNMENT RELATIONSHIP – GROWTHISM AND ENTREPRENEURIALISM	
<ul style="list-style-type: none"> . Local governments focus on place branding, marketing, promotion and competition rather than place making . Local governments focus on economic growth projects generally in central city locations at the expense of investment elsewhere . Politicians and planners gain financial acumen and act as urban entrepreneurs . Governments mimic corporate style and logic . Public services seen as ineffective and wasteful and a drain on entrepreneurial activity 	<ul style="list-style-type: none"> . Local governments forced to compete with each other for economic growth . Reduction in public services
GOVERNMENT AND PRIVATE SECTOR RELATIONSHIP – MARKETISATION AND PRIVATISM	
<ul style="list-style-type: none"> . Rise of the intermediate services sector (professional advisers) . Developer led development rather than plan led development . Developers take over plan making . Developers are stakeholders in major public infrastructure projects . Public assets privatised or divested . Compulsory purchase of private land for public benefit by private landholders . Business improvement districts where revenue from a district is spent in a district . Privatised planning regulations . Limited public review of public infrastructure projects (focus is on selling the project not evaluating the project) . Private sector involvement in financing and operating infrastructure . Competitive bidding for urban renewal and infrastructure projects . Private sector provision of rental housing rather than public housing 	<ul style="list-style-type: none"> . Loss of citizen entitlements . Excess profits . Price hikes . Asset stripping . The poor driven to the worst located area . Profit seeking by private contractors increases public sector expenses

TABLE 3.2 (continued)

<ul style="list-style-type: none"> . Privatisation of public spaces (public plazas, pavements, urban parks, government land and buildings) . Privately governed and secured neighbourhoods through management (gated communities and community interest developments) and passive design (master planned residential estates) 	
GOVERNMENT AND CIVIL SOCIETY RELATIONSHIP – INDIVIDUALISM AND CLIENTELISM/CONSUMERISM	
<ul style="list-style-type: none"> . Corporate style advisory boards replace community based consultative groups . Focus on owner occupied and rental housing rather than public housing, community houses and housing associations . Focus on private schools rather than public schools and other public educational facilities . Focus on private hospitals and private health insurance rather than public hospitals . Limited investment in social infrastructure to address areas of social exclusion 	<ul style="list-style-type: none"> . Downsizing services . Limited Access to shelter and services for the poorest . Rise in the informality in cities

source: <https://www.herbertgeer.com.au/?s=are+we+all+neoliberals+now%3F>

Formerly, planning was rational, technical, apolitical and even scientific (Cowherd in Sanyal, 2005). But, later, the shaping of cities can no longer be achieved by the traditional resources of town planning and urban design with the influence of economic, political and social forces. As Harper stated, the planning seen as needed for the 21st century is not the physical planning or town planning of 20th century. The kind of rational master-planning, development regulation, and control associated with bureaucratic government agencies is inadequate to deal with new challenges. *“Consequently, land-use planning have become a tool of local governments for resource mobilization”* (2008; 4).

By 1980s, many countries gave up the rational-comprehensive planning approach. Instead, project-based approach has been mastered which is flexible, short-term, piecemeal, and easily adoptable to the market and political pressures.

On the other hand, anti-planning theories have also been developed. Especially, in 1980s and 1990s, supporters of this side have considered that the structure of planning institutions have to stay as they were and the existing order must remain. For example, Banfield (in Tekel, 2009) argued that there is no reason to state intervention to cities

since the market will automatically fix the problems of cities. Richardson and Gordon premise is that *“planning purports to serve social objectives mainly through regulations and controls, which ultimately, encumber private property rights, and more broadly, individual freedom and liberty”* (in Banerjee 1993; 353). Furthermore, they said that *“this type of planning is counterproductive because not only does it lead to inefficiency in resource allocation, but it also fails to achieve equity goals”*. They also argued that, in almost all instances, market solutions are far superior to controls and regulations in achieving both efficiency and equity. One of the main aims of Richardson-Gordon’s paper (1993) was to establish that markets and planning are not antithetical: that the market is not inherently antiplanning. The functions of planning and the roles of planners have evolved within the matrix of market economies. The presumption of a market economy underlines the everyday practice and the schooling of planners.

Judith Innes de Neufville characterized planning as a profession in crisis; *“The theories of planning are increasingly perceived to be at odds with the experience in research and practice”* (in Peiser, 1990;497). She argued that a new agenda is needed for planning theory and practice, one in which a prime goal is to create new imagery of what planning is and what planners do. Friedmann also remarked the new agenda of planning saying that *“the focus of planning has shifted from strategic framework and regulation to innovative projects and the intense negotiations among all of the parties affected about their design, location, the means of financing, eventual subsidies, heritage issues, the relocation of local citizens from prospective building sites, and similar matters”* (in Sanyal, 2002; 35). Another opinion, being referred by Peiser was as that; *“in the market economy where developers primarily make development decisions, there are no mechanisms in the planning system to generate development”* (in Harper, 2008; 78).

Banerjee asserted that the role of planning increases with the growing complexities of technology, society, and the economy. *“Since the market involves not just prices and exchanges but also rights and welfare intervention through planning is necessary”*

(1993; 358). The new urban planning role occupies a professional ‘third space’ where dominant ideological discourses shaping planning practices such as neoliberalism,

have the potential to be both resisted (McGuirk, 2005) and/or reinforced (Roy, 2001) (in Steele, 2007; 192).

Neoliberal urbanism, as Hackworth (2007) defined, is characterised by a departure from managerialist governance and a different form of wildly uneven development. Similarly, Hackney (1990) stated that relaxation of controls was a deliberate play to entice developers' money. They could build what they liked, where they liked. But, because of the lack of design guidelines (or master plans) there is virtually no infrastructure, no adequate public amenities, not enough green spaces nor attractive vistas, and no proper roads and public transport systems.

In short, with decentralisation and privatisation, urban governance has increased the sharing of planning process with other actors. These two trends reduce the power of authorities to regulate the extraction activities of private sector companies, and even of utilities when they are privatized. An increasing involvement of many different actors in the urban planning process can counterbalance the tendencies of local authorities and companies to limit their views on cities (Baud and Post, 2002). Although Jacobs (1993) said that "The City Planners are Ravaging our Cities", local governments and private investors are primarily responsible for land-use planning decisions (Knaap, 2007).

3.2.3 NEOLIBERALISM AND URBAN PLANNERS

By the 1980s, the shift from urban government to governance has seen the public sector extended to incorporate a greater role for the private and community sectors in policy formulation and implementation. As a fourth dimensional effect of neoliberal politics and as a main context of this thesis, the changing role of planners will be discussed in this part. Sanyal highlights the role of planners stating as; "*Of course, planning is being transformed in different ways in different countries, but the intentions of planners worldwide are quite similar: to avoid parochial isolation and exclusion from the global movement of finance, trade, and technological advancement*" (2002; 17).

Resources related to urban planners and/or self employed urban planners and/or private urban planning companies and even related to the changing roles of planners are very limited. In this regard, an article “Internal Structure of Self Employed Urban Planning Services” by Yoloğlu (2006) and a paper for a conference for World Urbanism Day “A Profile Study on the Members of the Chamber of Urban Planners” by Yoloğlu (2008) have published. Although these studies are very valuable in the field, they do not have enough contribution to this study in terms of their contents.

Steele (2009) explained Australian urban planners role within the neoliberalised spaces in her article and defines it as “hybrid roles of planners”. *“This role is one that transcends previously rigid or clearly defined sectoral positions to blend public, private and community responsibilities in novel and complex ways”* (2009; 190). Moreover, Richardson and Gordon (1993) saw planners as “de facto regulators and the principal culprits. Because, according to them, planners are chipping away at the very foundations of market society.

Clifford and Tewdwr-Jones (2014) gave a brief description about the planning profession saying that it has been in existence for almost 100 years, but the role and the status of the urban planner has been transformed significantly over that time. According to them, planning as a professional occupation, is an activity both public and private sectors and a function of a state at several scales of government. They stated that planning is a transparent process and managed by expert individuals, who provide advice and guidance to elected politicians.

According to Clifford and Tewdwr-Jones (2014), planning has been affected indirectly as a consequence of the processes of the rise of neoliberalism, the rolling out of new public management and its impacts on the public sector, and the enhancement of opportunities for public participation in policy and decision making by the turn of the 21st century. They claim that, because of all these, the voice of planners have been curiously absent from both conceptualizations and analyses of planning reform over the last 20 years.

Peiser (1990) started to his article asking “who plans America, planners or developers?” and talked about the planners’ less impact on city planning than

developers. He saw planners as the police of contemporary urban areas since they are responsible for enforcing the rules, regulating the processes and stopping the offenders. According to him, people become planners for different reasons such as; to preserve neighbourhoods, conserve the environment, redistribute wealth, protect the disenfranchised, build better cities. Moreover, he separated planners into two categories and names one group as 'positive planners', since their goal is to have a positive impact on the built environment. He added that, these kinds of planners' main interest in planning is the creation and preservation of exciting places in cities-housing, shopping, workplaces, and recreation spaces that are functional, attractive, cost effective, and aesthetically pleasing. But, Peiser put that positive planners have been moved to the sidelines and they have lost their place because of developers. He finally answered his question as; *"neither planners nor developers plan America, but bureaucrats and bankers do"* (1990; 498).

Against Richardson and Gordon, Benarjee (1993) defended planners as: "many different actors typically participate in the development and formulation of regulatory actions. Planners are but a small part of a team of professionals (often dominated by attorneys and even economists), politicians, and various public interest groups. Planners are often keepers of the rule book, but they are hardly the official rules makers." Benarjee complains Richardson and Gordon, ascribing too much power to planners, giving too much credit.

There are much references about urban planners' changing roles as a result of neoliberal policies in the literature. For example, Innes de Neufville (1983, in Peiser, 1990) posed a series of dilemmas that planners face such as;

- whom do planners serve?
- how can planners choose between being a value neutral analyst or a committed effective political actor?
- if there is no single public interest, how can planners know that what interest and value to serve?
- how can planners do long-term comprehensive systematic planning in a world

where action is undertaken incrementally and there are no centers of power?

- should a plan be a vision of the future, a contract, or a first step in a process?

Similarly, in their presentation, Wright and Cleary pointed neoliberalism as a process of which restructuring the public, private and third sectors to promote a growth first approach to urban change. They argued that neoliberalism subsumes planning as a minimalist form of spatial regulation to provide market certainty and facilitate economic growth.

Table 3.3 shows the planners new roles that is changed by neoliberal policies as stated by Wright and Cleary.

TABLE 3.3: THE ROLE OF PLANNERS

Knowledge and Skills	Specialist knowledge and skills to manage the planning process to facilitate economic outcomes
Decision Making	Economic rationality; the rational outcome
Hybrid Role	As Technician – Value neutral adviser to a decision maker As Politician – Value committed activist that advocates policies for economic growth outcomes
Ethical Dilemma	For Ecological sustainability – Balance of economic, social and environmental For Facilitator of development

Source: Wright and Cleary

According to Clifford and Tewdwr-Jones (2014), the latest reforms can be understood in the terms of the government to governance shift and they are asking the questions “how have planners responded to the changes?” and “what perceptions do they have the changing roles they have to perform?” and “do they resist the changes or are they collaborators in the ongoing reform of the state and public sector?”

But on the other hand, although planners do not have too much power to effect the market, some of them have adopted themselves easily to the new system while others still resist against it.

3.3 CONCLUSION

As explained in the previous sections of this chapter, the neoliberal ideology, that was emerged as a strategic and political alternative instead of the Fordist-Keynesian welfare state policies of 1970s, gained widespread prominence during the late 1970s and 1980s started with the radical transformations of the countries' economic policies. Neoliberalism has become a kind of management of socio-political processes in order to provide short term economic development by 1990s.

As a result of global economic crisis of the last period of the 1970s, Turkey also has adopted neoliberalism as an economic policy in the first half of the 1980s. This political preference, which was driven mainly by decentralisation, deregulation, privatization and liberalization practices, has affected almost all sectors over time, and the urban planning discipline has taken its share.

Removing all trade barriers led to the start competing cities with each other, reducing the state's role made urban area a tool of urban governance, unleashing the private sector into the market caused uncontrolled urban growth, deregulation helped developers primarily to take development decisions, and reproduction of capital accumulation shifted city governments' role from conventional regulators to entrepreneurial developers. Starting with 1990s and reaching its peak with 2000s, the most dramatic and decisive turn in planning practice has been marked and urban built environment has been changed dramatically. Morphologies of cities have expanded in an uncontrolled way; mega shopping malls, high rise blocks, gated neighborhood units, have emerged almost every part of cities, Huge roads with 3-4 lanes, underpasses, overpasses and gigantic junctions have made city centers like a national transportation network. National projects without feasibility studies like bridges connecting two sides, huge industrial areas, coastal roads constructed by filling seas, solar/water/wind energy investments and nuclear/thermal power plants were all transformed built areas around cities.

All these changes on urban planning practice like decentralisation of planning powers to city governments, relaxation of planning procedures, elimination of social

parameters, disregard of environmental issues also have changed the understanding of urban planning. Formerly, the planning was described as comprehensive, rational, technical, apolitical and scientific activity involving data collection, analysis, synthesis and problem definition, goals and objective settings, design of alternative solutions, evaluation, and supporting policies. But as a result of neoliberal policies, this type of planning concept was abandoned and instead, market-oriented, local planning frameworks and demand-based policies have become popular. Like many countries, Turkey also gave up the rational comprehensive planning approach and instead, short-term, easily adoptable to the market and project-based approach has been mastered. Political pressures and powerful private investors decisions have become the main factors to shape for these kinds of projects.

Because of all these developments/changes in planning practice in Turkey, the role and the status of urban planners has been transformed significantly over that time. Some of the planners have easily adopted themselves to the system and become the collaborators of the political and/or power groups while some of them still resist against it. Some have become attractive in the development and formulation of regulatory actions, while some have been moved to sidelines and have lost their place because of developers.

In summary, neoliberal policies have affected urban restructuring in a four dimensional way; the understanding of planning has changed, the structure of cities has changed, the role of planners has changed, and inexorable rise of bureaucracy or power of politicians and/or investors become the main key for planning. In this period, land is seen as a commodity and planning become a tool of local governments. Planners are viewed in various roles as coach, player, manager, moderator, speculator and even spectator.

According to the hypothesis of this thesis, neoliberal policies are making radical changes in the planning processes and urban planners, especially freelance planners, have become the most affected/affecting group who took enormous roles in the process. From this point of view, it can be accepted that Turkish planning structure has also influenced by neoliberal policies and there have been dramatic changes in the planning practice like most of the countries in the world. For that reason, the next

chapter will examine the Turkish planning practice in a historical perspective to find out how urban planning discipline has emerged in Turkey and the reasons for these changes has come into the agenda. While studying the historiography of Turkish planning practice, the economic policies of the governments in the process will be examined and a periodization will tried to be done according to the milestones of the process.

On the other side, the changing roles of self employed urban planners will be evaluated in the urban planning process since private planning companies are the most attractive group especially after the application of neoliberal policies. Accordingly, the research questions of this study will tried to be tested and answered during this evaluation.

Methodologically, these findings will tried to be proved with an empirical study in Chapter 5. In this chapter, the Turkish planning structure and urban planning practice will be evaluated through urban planners in the sector. On the one hand, the urban planning process will be defined by urban planners who work in planning related public institutions. The expectation is to understand the planning process and application of economic policies to the planning practice from the eyes of the public practitioners. On the other hand, private urban planning companies will be questioned according to the information given in the theoretical parts. The main determinants of this part will be the research questions of this thesis, so that the changes in the urban planning process in Turkey and the roles of urban planners in the private sector can be understood definitely.

CHAPTER 4

HISTORY OF URBANISATION AND URBAN PLANNING IN TURKEY

4.1 INTRODUCTION

The physical structure of cities is shaped by different production processes. During this process, different phenomena in different periods have been influential in the formation of built environment. The urban planning profession, as a phenomenon and as a subject matter of this thesis, will be studied in this chapter during the Turkey's establishment and the modernization process, since the profession and the Country's institutions are intertwined with the history of the Republic.

The structural basis of the the planning related institutions and arrangements were started to be observed in the Ottoman Period. The process of transformation of the spatial structure has started in the Ottoman Period and the city structure taken over by the Republican Period has been added to this process and the urban structure has changed in different cases until today.

This thesis especially focuses on the last process, starting from 1980s until today, because of the serious changes of the organization of institutions and accordingly the organization of urban space with the changing understanding of urban planning as a result of neoliberal policies.

1980s started with the radical transformations of the country's economic policies. The neoliberal policies that began to be seen with the governments of Thatcher and Reagan in the World and spread over time, regardless of the level of development of the countries, and it started in Turkey in 1980s. Keskinok (2012b) described this period as the years with the regional development policy was abandoned and the market processes dominated the regional development. Similarly, Tanık (1988) explained the

period 1984-1987 as; the policy of the ruling party was based on a liberal economy and its aim was primarily to achieve economic growth, reduce unemployment and provide social justice. The main objectives of the government were to promote export oriented economy, spreading to world-wide market, to transfer central powers and financial facilities to local governments on the subject of recession, to determine ways of giving up monopolized democratization and statism and to adopt privatisation and to create extra budgetary resources and to engage new incentive investments destroying narrow straits.

Therefore, issues like decentralization of planning powers to local governments, relaxation of planning precedures, elimination of social parameters, emphasis on the economic profitability, disregard of environmental issues were brought up to the agenda as a result of the policies mentioned above and comprehensive rational planning concept was abandoned. Instead, market-oriented local planning frameworks and demand-based policies became popular. The result is the production of excess planned areas, uncontrolled and unregulated growth, the rapid conversion of agricultural lands into built-up areas (Keskinok, 2012).

This chapter will be examined in two sub-sections. The first section will look at the history of urbanization in Turkey; the existence of urban planning concept, the historical process and the changes and the evolution of planning practice will try to be examined chronologically. Besides, the political and economic policies of the Country have had some effects on this process. Therefore, this study will tried to be analyzed in comparision with the political and economic policies of Turkey in order to determine the effects of these policies and the ways of these effects to the planning system.

The second section of this chapter will discuss the urban planning system in general and types of plan acquisition in Turkey according to periods in a comparative format. The most important issue of this section is the laws and the legislation. Questions such as the role of Turkish economic policies to the planning legislation and/or regulation, the reflection of economic policies to the urban planning processes, and the breakpoints of planning period and the adoption of changed planning regulations will be answered in this section.

Before 1980s, the urban planning projects were mostly handled by public institutions such as The Ministry of Public Works, Bank of Provinces, Master Plan Offices and by competitions. But, after 1980s with the neoliberal policies along with decentralization, governance, privatization and deregulation, together with the new Urban Development Law No.3194 after 1985, the local administrations became the authorities for urban planning projects and the number of self-employed offices rapidly multiplied and became very active in the process.

So, this section will also discuss self-employed offices as a type of plan acquisition in Turkey. The dynamics of offices, their internal organisations, work-related debates on planning issues like procurement methods, minimum prices, licence group regulations, the chamber of urban planners (CUP) and the professional supervision of the CUP, the relations of these self-employed offices to ministries, public institutions and local governments, municipal councils, and plan approval processes will all be examined.

Additionally, this part will focus on other extensive issues like urban planning education, planning regulations, the effects of public institutions to planning system and will try to investigate the results of these parameters on the topic. On the one side, in-depth interviews will be realized with urban planners who work at main public institutions related with urban planning and questionnaire will be executed by self-employed offices on the other side. Thus, the evolution of urban planning practice will be explained through freelance planners, namely private practitioners.

4.2 HISTORY OF URBANISATION AND URBAN PLANNING IN TURKEY

The emergence and institutionalization of urban planning practices can be dated as the 19th century. But the emergence of urban planning as a profession points to the 20th century. In the past, settlement problems were tried to be solved only as a necessity, but in time it was accepted as a profession and the necessary steps in this way accelerated especially with the declaration of the Turkish Republic. The role of planners in this process has changed over time. Planners wherever they work, have become the most important actors of the process in the market. In this chapter, while

examining the historical process of planning in Turkey, how urbanization evolved into a profession and planners changing roles will also be attempted to reveal.

Ersoy (2005) emphasized that large number of population movements which can be called migration from rural to urban areas mainly driven by the industrial revolution, was the main reason behind the emergence of urban planning as a necessity and the aim was to solve the infrastructure, housing, transportation and environmental problems brought by the new population concentration in this period. Similarly, Pamuk (2016) stated that the current economic structure both in the World and in Turkey began to take shape in the post-industrial revolution in 19th century. He explained this in his book “Türkiye’nin 200 yıllık İktisadi Tarihi” as: “ *The last 200 years of Turkish economic policies showed significant changes in different periods. The generally accepted economic models around the world adopted to Turkish economic system in these periods. The open economic model of the 19th century was replaced by the intrusive strategy of industrialization, protective, and conservative type of model of 20th century. After 1980s, the model, which is referred as import substitute, left its place to neoliberal politics and pro-market economy*”(pp.7-8). Pamuk (2016) divided the historiography of Turkish economic system into three parts; the Ottoman Period, ending with the World War I, in 1914, the period of young Republic after the War (1914-1923), and the period of the Republican Period from 1923 till today.

Therefore, as a starting point, the historical process of urban planning practice in Turkey will be examined according to these economic periods in order to determine the effects of the political and economic policies to the planning system. The first period to be investigated is the Ottoman period with a brief look, from 1820s to 1914, since the institutional arrangements of that time provided a basis for the early Turkish Republic period. After war years, starting from 1923, from the first years of young Republic which developmental state policies (Uçkaç, 2010) and main planning institutions and regulations were appropriated, till the adoption of neoliberal policies will be the second period. And finally, starting from 1980s till the present, where neoliberal policies dominate the market and urban planning institutions and the understanding of planning have changed dramatically, will be examined as the last

period. But, during the historiography of Turkish planning practice, a periodization for the planning structure in Turkey will be determined through the milestones of the process.

4.2.1 INDICATIONS FOR URBAN PLANNING IN OTTOMAN PERIOD (1820-1923)

The 19th century constitutes a very different era than ever for Ottoman society and the economy. The traditional structures of the Ottoman society and Ottoman economy were able to survive in 17th and 18th Centuries without major changes. However, the Ottoman Empire faced military, political and economic power of Western Europe during nearly 100-year period from 1820s until World War I. Thus, a new economic system originating from Western Europe has started to be adopted. So, the social and economic structure and most of the institutions have rapidly transformed because of these internal and external effects (Boratav, 2016). Therefore, the origins of Turkey's social and economic transformation of the 20th century has been formed by the interaction with the internal structure of 19th century European descent capitalism (Pamuk, 2016). According to Pamuk (2016), it is possible to describe the Ottoman economy based on agriculture. Within the Ottoman society, until the end of the 15th century, there was an intense struggle between the aristocracy of Turkish origin based on the land and the bureaucracy of the majority of the center. In the second half of the 15th century, the balance changed to the center with the successful move of Memed II; the land-based aristocracy was defeated and the state seized the privately owned land. After this radical transformation, the institutions of the Empire and the economic politics of the State were largely shaped for the priorities of the central government. *“...Although the decline of the central government power and loss of the control of the tax collection process in 17th and 18th centuries, the central government resisted for the establishment of the private ownership of agricultural lands. ...The State continued to direct the application of the Land Law. Until the Land Law (1858), which was organized as a part of Reorganization Period in the 19th century, private ownership on agricultural lands and their purchases and sales were not widespread. It was limited only with vineyards and gardens around the towns and cities.*

Agricultural land did not become an important investment instrument at these times” (Keyder and Tabak, 1991 in Pamuk, 2016).

Similarly, Ersoy (2017) stated that central government of the Ottoman Empire was not interfering with the housing pattern in these periods and most of the public services in these areas were expected to be carried out by local residents of those neighbourhood units. During this period, legal arrangements were issued only when certain problems related to buildings occurred. But arrangements, in order to overcome these problems, were limited rules for certain uses and certain regions rather than general legislations for the whole built environment.

As well as in economic politics, the practices of the Ottoman period constituted a foundation for the institutional arrangements in the field of urban planning in the first years of the Republic. İlhan Tekeli (2005) summarised urban planning practice in Turkey in his speech named as “Development of Urban Planning Thought” in a series of conferences at the of Mimar Sinan Fine Arts University, Department of Architecture held for the memory of Yunus Aran. The basic headings about the field of planning in Ottoman period as a reflection of this economic situation will be summarised from Tekeli’s speech below. Although it is stated in various sources (Ersoy, 2017; Tanyeli, 2011; Tekeli, 2005; Yerasimos, 1996) that the spatial arrangements in the Ottoman Period started in 15th-16th Centuries, it was accepted that after the Reorganization Proclamation in 1839, I. Reorganization Period (1839-1908) and the innovations it brought caused reforms in the planning area.

According to Tekeli, the planning practice in Ottoman Period had been seen in 1840-1850s with Building Act (Ebniye Nizamnamesi-1848) which was applied to Istanbul for the first time. With this regulation, the wooden building construction were banned in Istanbul and from that time, all the buildings were required to be masonry buildings.

It was a period of accelerating a new understanding of planning and rapid change between the years 1850-1860. In this period, local plans have been started to be done in order to reorganize the places after the big fires. In order to control post-fire planning practices in settled areas, the Expropriation Law enacted in 1855 was the critical

importance. In addition, the Land Law, which was issued in 1858, was one of the important regulations of that period.

In terms of institutionalization, Şehremanet and İntizam-ı Şehir Commission in 1854 and a municipality for İstanbul, Şehremanet, in 1855 and Altıncı Daire-i Belediye in 1857 in Galata-Beyoğlu in İstanbul were established. Altıncı Daire-i Belediye was the first municipality established in Turkey as a result of recommendations of the Levantine Muslims and burjuvas who highly influenced by Paris (Tekeli, 2009).

The 19th century can be called the first globalization era in the world history since it was a period in which the interactions between countries from economic, social and cultural aspects were intense (Pamuk, 2016). The relationship between European capitalism and the periphery countries was not only through trade but also the export of capital has also begun to gain importance. In order to expand trade, European investors have started to develop some infrastructure investments like railways and ports in neighbouring countries (Pamuk, 2016). Tekeli (2005) put forwarded the years 1860-1870 as a period in which developments become more evident.

In İstanbul, the years between 1864-1866 are seen as a major turning point in terms of urban planning in the Ottoman Period, because after Hoca Paşa Fire-1865, there were lots of arrangements made in those years (Ersoy, 2017; Tekeli, 2005). One of the most important one was the establishment of a commission about the reorganization of the roads in 1866 (Ersoy, 2017). With these arrangements, the sewerage system was constructed and the central business district of the city was being rebuilt as well. Moreover, it is also stated that the İstanbul transportation system was adopted to the car traffic. The use of cars in urban transportation has played an important role for the modernization of İstanbul. Additionally, Ahmet Vefik Paşa, the Ottoman Ambassador in Paris, was influenced by Haussman's works during his tenure, and after he became the governor of Bursa he initiated a reconstruction operation and the first plan for Bursa was realized in 1861 (Tekeli, 2005).

One of the most important development in relation to legal regulations in this period was the "Roads and Buildings Regulations (Turuk ve Ebniye Nizamnamesi)" in 1864. This new regulation covered not only İstanbul, but all Ottoman Empire boundaries (Ersoy, 2017).

Between the years 1870 and 1880, another important regulation came out in 1877; “Province and Municipality Act (Vilayat and Dersaadet Belediye Kanunu)” (Ersoy, 2017). The first regulation of I. Constitution Council was about the provinces and municipalities and concerned to expand the municipal organizations to the whole Empire. After the Ottoman-Russian War in 1877, the placement of migrants played an important role in the change of the point of view to cities. Grid-iron planned neighbourhoods, which was also called as “immigrant neighbourhoods” in the Ottoman cities started to emerge after 1877 (Tekeli, 2005).

Additionally, the history of cities began to be written in this period. Ismail Belig’s ‘The history of Bursa’, Lamii Çalebi’s ‘Şehrengiz-i Bursa’ in 1871 and Şakir Şevket’s book written for Trabzon in 1873 were the first published examples (Tekeli, 2005).

During the period of 1880-1890 the logic of municipality and design of zoning plans for fire places spread throughout the whole Empire. In 1882, the “Building Act (Ebniye Kanunu)” was enacted, which will remain in effect for fifty years until the regulation about the roads of the Republic in 1930s. With this new regulation, it became possible to initiate the construction in bigger parcels without the permission of Sultan, getting free land around the enlarged roads and allocating space for public services in the new neighbourhood areas. The “Building Act” was accepted as the first comprehensive development law consisting of 12 chapters and 99 items (Ersoy, 2017).

Tekeli (2005) stated that the most important cases for the period 1890-1900 were the emergence of travellers, publication of the first city guides and the development of tourism. In addition, he also indicated that reports such as “the earthquake and fire risk analyses” which was prepared for the central business district of Istanbul in 1896, became widespread and started to be done everywhere.

The most important case for the years 1900-1908 was the invitation of Buvar, the chief engineer of Paris, by II. Abdülhamid in order to make Istanbul a beautiful city. Instead of coming to Istanbul, Buvar requested photographs of certain routes and squares in Istanbul and he designed or made arrangements for these areas without seeing them was considered as a “disgrace” for both French and Turkish urbanism (Tekeli, 2005).

During the period 1908-1918, planning considerations, similar to today's urban planning understanding, were started to be discussed. Cemil Topuzlu, as a mayor of Istanbul at that time, invited Auric, the chief engineer of the municipality of Lyon, in order to prepare a planning report for the entire city. Depending on this report, green areas and parks of the city were built and tram roads were expanded and they became operable for electrical trams (Tekeli, 2005). Also in this period, Celal Esat Arseven, the manager of Kadıköy Municipality, has defended western style concept of municipalities and this report was considered as a kind of development plan for the municipality. According to Tekeli (2005), another interesting work was the "Guide for Children's Garden" in 1915 showing that the understanding of new urban planning concept.

Tekeli (2005) stated that, by 1908, there was an increasing level of the thought on the subject of city administration and the concept of planning as the influence of the Union and Progress Party increases. In 1917, Herman Jansen came to Istanbul in order to give a lecture and published a booklet entitled "the Great City of Time" and the concept of metropolitan area was on the agenda for the first time. Moreover, In 1917, some articles written in various journals like Ziya Gökalp's 'Ulum-u İçtimaiye ve İktisadiye' and Mimar Kemalettin's 'İstanbul Şehrinde Muvasala Temini' were the first examples of urban sociology, urban transportation and the meaning of a city.

4.2.2 PLANNING ACTIVITIES GAINED MOMENTUM IN THE REPUBLICAN PERIOD (1923-1980)

In the recession period of the World War I, since the foreign trade has ceased, the Ottoman economy started to self-sufficiency struggle with the adoption of the principles of protectionism, industrialization and national economy after 1914. This sharp return was assessed as the economic reflection of the nationalist movement, especially after Balkan Wars during the Union and Progress Party (Pamuk, 2016). World depression of 1929 and potentiality of a new war marked the economic grand nationalism and self-sufficiency industrialization in the early Republican Era and it continued until 1980 (Pamuk, 2016). Boratav (2016) claimed 1929 as a very interesting

year in the historical perspective. This year played an important role for the transition of next terms' politics, because, as an interesting coincidence, in this year, both the economic restrictions of Lozan Act were removed and the first payment of the debts of Ottoman Empire paid by the Republic of Turkey.

1920's were the transition years for Turkey from an empire spanning three continents to nation-state. The main effort of the new state was to build a new economy within the new boundaries. According to Uçkaç (2010), the main feature of this period is defined as the developmental process of industrialization in Turkish economy. Starting from 1930, Turkish government has adopted statist economic policies (Pamuk, 2016).

At the beginning of the Republican Era in Turkey, urban planning regulations and local government legislations started to begin to form as the first time. But according to Tekeli (2005), there were two main problems; one of them was the destruction of a large number of burned areas in Aegean cities, and the other was the declaration of Ankara as the capital city. During the war period starting from 1912, the total population of Turkey decreased down almost 20%; for example the population of Istanbul, as the largest city, went from 900.000 to 700.000, and for İzmir from 300.000 to 150.000 (Pamuk, 2016). According to Tekeli (2005), the declaration of Ankara as a capital was a revolutionary decision. For this reason, the success of planning of Ankara was identified with the regime and a failure here would be seen as a failure of the regime. Similarly, Ersoy (2017) stated that planning activities gained momentum with the establishment of the Republic and efforts, starting from 1927, towards the transformation of Ankara from a town to a capital city was a very important milestone of this momentum. Also Altaban (1984) stated that improvements in urban issues began with the development of the Republic of Turkey, especially in Ankara, and then gradually expanded to other settlements. The characteristics of Ankara stems from the great importance of the central government to the re-planning and development of the city as the capital. This has led to the first operations in planning legislation and development of urban related institutions. In those years, state administration has seriously devoted to the planning and development of cities and has begun to make legal arrangements on the subject. The establishment of Ankara Municipality in 1924 and the decision for preparation of a urban plan for the new city by Carl Lörcher, the

enactment of the Law No. 583 “Act of Expropriation” in 1925, the foundation of the Bank of Real Estate and Orphans (Emlak ve Eytam Bankası) in 1926, approval and the decision for the implementation of Jansen plan in 1932 were the most important efforts of this period.

The Republic has took over 389 municipalities from the Ottoman Empire (Ersoy, 2017). Besides, in the very early post-war years, because of the demolitions and fires in settlement areas, new planning activities in urban fabric became a mandatory and urgent agenda for the Republic. In this context, a comprehensive development activity for İzmir was realised immediately after the foundation of the Republic. The plan was prepared by René and Raymon Danger in 1924-1925 under the supervision of French city planner Henri Prost and was revised and implemented in the 1930s. Thus, the center and residential areas, which were destroyed by the 1922 fire, were rebuilt in this period (Ersoy, 2017).

In 1925, Law No.642 was enacted to amend certain articles of the “Building Act” of 1882. With this law, property rights’ problems in burned cities were solved. Because of this new law, burned cities of Western Anatolia have been planned by topographical engineers by taking advantage of this law (Tekeli, 2005).

It was learned from Tekeli’s (2005) speech in a conference that, during the time of Emin Erkul, an operator doctor who was the mayor of Istanbul between years 1925-1928, was started to be huddled a collection on urban planning. One of these collections was the ‘İstanbul Şehremaneti’, started to be published in 1924. It was accepted as a local government magazine and main topics were like city planning, garden arrangements, road construction, and world experiences about these topics. Osman Nuri Ergin’s ‘Mecellei Umur-u Belediye’ (1924), Celal Esat Arseven’s translation book from Camillo Sitte’s ‘Urban Architecture’, addressing the urbanism problems for historical cities (1924), Emin Erkul’s translation book from Joilliant’s urban planning book ‘Paris Şehremaneti Usul-u Mali ve İdari Mecellesi’ (1924), Mehmet Ziya’s ‘İstanbul and Bosphorus’ (2 volumes 1920-1928), Ernest Mambouri’s ‘İstanbul Rehber-i Seyyahin’ (1925), İsmail Hakkı Uzunçarşılı’s ‘Karasi Vilayeti Tarihesi’, Raif Nezih’s ‘İzmir Tarihi’ (1926), Rıdvan Nafiz and İsmail Hakkı Uzunçarşılı’s ‘Sivas Şehri’ (1928) were constituting this collection in the first years of

the Republic. Additionally, between the years 1922-1928, 'Sihhi ve İçtimai Coğrafya' books including Ankara, Beyazıt, Çankırı, Çatalca, Gaziantep, Gelibolu, Isparta, Kastamonu, Kayseri, Kırklareli, Kırşehir, Konya, Muğla, Niğde, Sinop, Urfa, Zonguldak were published.

1930-1939 was a period in terms of successful performs of industrialization as a national economy model. The concept of protectionism and statism as a basic economic model of this period (Boratav, 2016) enabled the start of the first industrialization initiatives. The government of this period was seen as the main investor, producer and supervisory factor (Uçkaç, 2010). According to her, instead of import oriented economy, the young Republic governments aimed to strengthen the links, especially the railways and domestic connections, between the central regions of the country and the east, making Ankara in the center. A new railway of 3 thousand km was added to 4 thousand km railway which was built in 50 years in the period of Ottoman Empire, in a short period of 14 years, reaching 7 thousand km network, although the secondary roads connecting the railways to the local settlements and villages were not given enough importance (Pamuk, 2016).

The 1930s was the fastest period of development in the history of the Republic, where the war wounds were hugged, the new regime was rooted and the public order was ensured to a great extent. Besides, in addition to the economic development achieved through the implementation of statist policies in the economic sphere, the institutions that were taken from the Ottoman Empire were re-established in terms of legal and administration in accordance with the ideology of the new Republic (Ersoy, 2017).

The formation of institutions related to urban planning in the Republican Era started in the first half of 1930s. In these years, there were five regulations came into force consecutively; Municipalities Act No.1580 in 1930, Public Hygiene Act No.1593 in 1930, Buildings and Roads Act No.2290 in 1933, Municipalities Bank Act No.2301 in 1933 and Engineering and Architectural Profession Act. The Municipalities Act in 1930 and the establishment of the Municipal Bank in 1933 with the act No.2290 Buildings and Roads Act were also given to the local administrators and/or municipalities for the construction and planning of the Anatolian cities and it was

aimed to direct support of planning works of small settlements by transferring funds from the state budget to İlbank (Gökçeer, 1993).

According to the information obtained from Ersoy (2017), according to a project carried out by Keskinok in 2012, the total number of city plans that were made between the years 1923-1940 was 125. Only 13 of these plans were made before 1933 and the preparation years of 12 plans could not be reached. Ersoy (2017) also explained through Geray's book that 503 of 860 municipalities prepared their city plans during the period in which the Law No. 2290 (Buildings and Roads Act), but these plans were not implemented.

Also, during the period starting from the Republican Era, there were numerous competitions for the planning of cities. The international competition held in 1927 for the development plan of capital Ankara was the first competition on urban planning and has been considered as the beginning of the comprehensive urban planning in Turkey. European architects were invited to participate this competition (Bilsel, 2010). After the approval of the urban plan prepared by Herman Jansen for Ankara in 1932, the same method was applied by the Municipality of Istanbul and the Governorship.

Another important development in the area of planning was the University Reform No.2252 in 1933. With this reform, it was aimed to establish universities in contemporary sense and provide to increase the depth overview to the planning and social events in Turkey with the help of German academicians and urban planners. Moreover, with the university reform, a series of conferences about urbanism were started at the Institute of the Economics and Internal Studies, Istanbul University, Faculty of Law and these conferences were gathered in a book titled 'Commune Information'. The same institute published Osman Nuri Ergin's conference as a book named 'The Improvement of Urbanism in Turkey'. In this book Turkish thinkers, for the first time in the world, put forward an original theory on urbanism (Tekeli, 2005).

According to Tekeli (2005), urbanism started to be seen as an educational problem for the first time in 1934-1935 and lessons about urbanism also started to be given in Mülkiye in 1938 together with engineer schools, Fine Arts Academy and Yıldız University. Within this context, new ideas have begun to develop and urban plans have

started to be criticized. Martin Wagner, who lectured at the Academy at that time and then went to Harvard University, had established the link between planning and economy for the first time and said ‘Planning is not something like art and craftsman, building a city means creating economics and life’.

Both Municipal Act and Public Hygiene Act made compulsory to managers of cities to prepare their cities’ plans, but there were no planners trained in this field in Turkey. For this reason, almost all urban plans are made by foreign planners through competitions. Günay (1971) explained that the plans arranged at that period were mostly prepared by foreign planners and they were directed to the physical arrangement of land at the site level. But, it caused reactions in time and after that Turkish planners like Asım Kömürcüoğlu, Kemal Ahmet Aru began to take projects (Tekeli, 2005). For example, H. Prost came to Istanbul again in 1935 and started to work as the official planner of the city for 16 years. After Prost, Italian professor Luigi Piccinato was appointed as the head in 1958, and in 1967 his team prepared the Greater Istanbul Master Plan. After that time, plans were made by Turkish planners (Ersoy, 2017).

Along with these improvements in urban planning practice and conceptual framework, “regional planning” concept also came to the agenda for the first time in 1940 and the first regional plan was organized in a very narrowed/limited type. All coal mining regions were combined in Zonguldak basin and the region was organized in the hands of the state, so that the region was planned as a whole. In this plan prepared by Mithat Yenen, the subjects such as the location of lodgings, which wells will be given to which operations, how to build the port and railway connections have been studied (Tekeli, 2005).

The leaders of the one-party regime has attempted to use these war years as an opportunity to instill active state interventions that will set up unjust gains on the one hand, and to address some permanent reforms on the economic and cultural scene (Boratav, 2016). Especially for urban planning, the years between 1930-1945, were the years of intensive breakthroughs in terms of organization, legal institutionalization and implementation. The “Municipal Development Board” (Law No.3029 in 1935), which served between these years, provided services in terms of urban planning. This

delegation carried out consultancy and supervision services in the works of the municipalities for surveying maps and implementation plans (Gökçeer, 1993). The duties of the Municipal Development Board were transferred to Bank of Provinces after it was established in 1945. In 1949, “The Technical Conditioning Regulation of City Development Plans” was prepared and the urban planning subject was handled by Bank of Provinces after this date (Gökçeer, 1993).

After 1945, with the establishment of Bank of Provinces and the Ministry of Public Works and Settlement, the planning activity has been shaped up by the dual characteristics of urbanization. The Bank of Provinces carried on mapping and planning activity for municipalities. Urbanization Department of the Ministry of Public Works and Settlement was given the task controlling planning activity with the contribution of a foreign specialist consultant (Günay, 1971).

The first international urban planning competition in the real sense was held for the city İzmir in 1951 and the international jury of the competition decided on the plan proposals of a team of Turkish urban architects (Bilsel, 2010).

Politically, 1946 was the beginning date for the transition from one-party regime to a multi-party parliamentary regime in Turkey. Boratav (2016) defined this date as the beginning of widespread public masses as a requirement of the parliamentary regime, starting to take place as actors, not spectators in the community scene. *“After this date, political powers will have to take account of the economic and social demands of the crowded peoples such as workers, peasants and craftsmen and to respond to them in various forms”* (2016: 95-96). According to Günay (1971), it was a period of rapid growth of capitalism and thus urbanization in Turkey.

AN IMPORTANT MILESTONE: THE FIRST URBAN DEVELOPMENT LAW – NO. 6785 (1957)

In line with these improvements, the situation of the Country, new developments and needs have brought the necessity of the reconstruction of cities and the necessity of preparing a modern urban planning law by taking Western countries as an example. Thus, preparation of a comprehensive urban planning legislation, which can be applied to all cities of the Country, has been considered as a necessity (Ersoy, 2017). Within

this historical perspective, the Law on Urban Development, which entered into force in 1957, constituted an important milestone for the urban planning practice in Turkey. After the first Urban Development Law No.6785, the Ministry of Development and Resettlement (MDR) was established in 1958. The Ministry was envisaged with power and responsibilities to organize the urban planning facilities of towns and villages from various scales. In the period from the establishment of the Ministry of Development and Resettlement, there was a marked acceleration in planning and construction activities in Turkey.

In 1960, after the decision of National Security Council about establishment of Metropolitan Region Master Plan Bureaus for Istanbul, Ankara, İzmir, Ankara Metropolitan Area Master Plan Bureau, under the Ministry of Development and Resettlement, was established for the first time in the country to initiate a planning study on a metropolitan scale (Altaban, 1983). Besides, the Eastern Marmara Region Planning Bureau, which was established in 1960 under the Ministry of Development and Resettlement, worked as a provincial organization for the Regional Planning Office of the Regional Planning Department under the Ministry. The first regional plans for eastern Marmara Planning Project and Zonguldak Regional Planning Project were prepared during 1960s. The preliminary plan of eastern Marmara Region covered 156 villages or small settlements and 28 municipalities including Istanbul, Kocaeli, Sakarya, Bursa, Balıkesir, Tekirdağ, Edirne, Kırklareli ve Çanakkale. In the plan, Istanbul and periphery was defined as a big metropolitan area (Ünal, 1985 in Tekel, 2009) and it was aimed to develop alternative growth centers for over-urbanization of Istanbul and for excessive social and economic activities in the metropolitan area by creating new growth centers in the region (Tekel, 2009).

In 1965, with the decision of the Council of Ministers (No.6/4978), it was decided to establish regional planning offices for Istanbul, Ankara and İzmir. The purpose of these planning offices were to prepare metropolitan plans of these three cities to use the urbanization as a driving force in industrialization and development taking into consideration the share of big cities in the country's economy (Tekel, 2009). Besides, consideration of master plans for big cities within the scope of all metropolitan area including periphery, the use of planning as a means of development and balancing, co-

operation with relevant institutions and joint decisions with the relevant local governments and organizations at various stages and scales of planning, the adoption of the decisions of country and regional scale to the metropolitan scale, and making physical plans of the places within the metropolitan area as a result of these studies and common decisions were the main principles of the Metropolitan Region Master Plan Bureau (Ünal, 1985 in Tekel, 2009). After Istanbul Ankara ve İzmir, the Metropolitan Area Master Plan Bureaus were established for cities Bursa, Samsun, Erzurum, Çukurova and Elazığ. However, the study of regional and local development area planning which started between 1968-1973 stayed as a concept work, because of the inadequacy of implementation tools (Tekel 2009).

The State Planning Organization (SPO) was established by the Military Regime in 1960 after May 27. The main aim of SPO laid to economy's course as industrialization for internal market in the First Five-Year Development Plan and it was started to be implemented in 1963 with the support of OECD (Pamuk, 2016). Boratav (2016) stated that as of this date the economy policies were related with planning base and this became a determinant of investment policies in Turkey. But, later, there were a lot of discussions made about the duties of SPO. The Ankara-based group advocated that all decisions about the sectors which will be supported during industrialization period should be taken by SPO not by the market and these decisions should direct not only the public sector but also the private sector. On the other hand, Istanbul-based group argued that the public sector should not compete with the private sector and SPO should support private sector with protectionism, subsidies and incentives while directing the public sector (Pamuk, 2016). Although SPO was established as an autonomous center for determining long-term goals of the industrialization which was protected from the society and politics, it has become a support institution for short-term needs of the private sector which is open to daily political pressures within a very short period of time (Pamuk, 2016).

The main aim of SPO was to speed up the economic and social development of the country. Because of this, "the gradual and functional urbanization" policy was adopted in the Third-Year Development Plan covering the period 1973-1978. Establishing central villages for the balanced and functional urban stratification and carrying out the

necessary work to bring the development of large urban centers to a healthy state has been the main implementation measures proposed by the plan (The Third-Year Development Plan, 1975).

The Bank of Provinces marked 1960s and 1970s by urban competitions. In this period, competitions of Konya, Adana, Erzurum in 1965, Sivas, Karabük-Safranbolu in 1967, Trabzon, İzmit in 1968, Gaziantep in 1969, Zonguldak in 1972, Pamucak in 1974 and İzmit in 1977 were organized (Gülgeç, 2010). Urban planning competitions ended in the mid-1970s. In this process, the Bank of Provinces was seen as a second educational institution for urban planning.

One of the most important developments of that period was the establishment of planning schools and acceptance urban planning as a profession. In the early 1960s, there were 3 planners (Esat Turak, Aydın Germen, Tuğrul Akçura) who gained a degree on urban planning from abroad. In 1960, the Department of City and Regional Planning has opened in Middle East Technical University (METU). The education has started in 1961 as a graduate level with 3 students (İlhan Tekeli, Tansı Çalkılıç-Şenyapılı and İrem Alten-Acar), and in 1962 as an undergraduate level with 2 students (Sevgi Seren and Akın Suel). According to the information obtained from the interview with Baykan Günay (2018), the number of planners who graduated from METU were 2 people in 1966, 10 people in 1967 and 38 people in 1968. This number has reached up to 300 people in 1980. 80% of urban planners were METU graduates at that time.

By the early 1970s, architects were active in the production, implementation and supervision of urban planning services. In 1968, the first urban planning office by an urban planner was opened by Baykan Günay.

Inspired by these developments in METU, ITÜ Urbanism Chair founded the Institute of Urbanism in 1969 in order to train experts in urban science and to provide knowledge in various meetings. In 1983, the City and Regional Planning Department under the Faculty of Architecture in ITÜ has established after 17 years later from METU.

One of the important changes in the Democratic Party's period was related to the transportation policy. The Democratic Party focused on road transportation with the development of automotive industry with the support of USA and Marshall Plan (Pamuk, 2016). In 1950, the General Directorate of Highways was established with the aim of construction a highway network connecting villages, towns and cities.

On the other hand, the years between 1954-1961 were the period of irregular urbanization and squatter houses (Boratav, 2016). The newly constructed roads have increased the movement of population in the country scale and migration from villages and towns to cities has accelerated. Urbanization of 1950s has developed in the form of immigration of property owners rather than the ones who did not have a property. In the absence of direct state support, those who came to cities have tried to build their own houses by building slums in state-owned lands (Pamuk, 2016) and squatter areas had become the subject matter of planning (Günay, 1971).

With the Act of Property No.634, brought in 1965, the construction and therefore the formation of cities has changed very quickly. Because, the Act of Property has legalized the right to multi-ownership of a property in a single parcel which was initiated with the amendment to the Land Registry Law No.6217, which entered into force in 1954 (Altaban, 1984). The Squatter Housing Act No.775 issued in 1966 has legalized the existing squatters that constructed according to Law No.5218 of 1948 and excluded those to be constructed after 1966. The Squatter Housing Act accepted as exception those which are constructed out of planning area and/or planning regulations. It was assumed that these illegal deviations would be corrected by this law and be supervised by the planning regulations in the cities.

On the last day of 1969, Chamber of Urban Planners, Urban Architects and Urban Engineers (ŞPMMO) was established with the principle of "planning for public". The Chamber was closed immediately after it was established and reopened in 1972. The member status of the Chamber, beginning from the establishment date, was listed in the Table 4.4. Statistics about the graduated urban planners are given in the Tables 4.5, 4.6, 4.7 below for the mentioned period.

TABLE 4.4: YEARLY NUMBER OF MEMBERS OF CHAMBER OF URBAN PLANNERS

YEARS	CUP MEMBERSHIP
1969*	22
1972	53
1973	79
1974	108
1975	119
1976	173
1977	198
1978	238
1979	319

Source: CUP Periodicals

Although the number of graduated planners in 1969 is unknown, 50 planners graduated in 1967-1968. But, only 22 planners registered to the CUP when it was opened. Accordingly, it could be said that all of the graduates were not become members of the CUP. However, it should be noted for these years that even urban planners were registering to the Chamber of Architects before the establishment of the CUP. According to the information obtained from the meeting minutes of the CUP in April 16th, 1977, there were yet 12 planners registered to the Chamber of Architects and it was decided in the same meeting that negotiations and initiatives were going to be started with institutions in order to ensure the registration of the offices related to urban planning. It was understood from Günay's explanations that the first planners registered to the Chamber of Architects. After the opening of the CUP, all of the information and documentation about planners was sent to by the Chamber of Architects to the CUP.

TABLE 4.5: DISTRIBUTION OF PLANNERS ACCORDING TO WORKPLACES

WORKPLACES	DISTRIBUTION OF PLANNERS					
	1977		1978		1979	
	number	%	number	%	number	%
PUBLIC INSTITUTIONS	123	64.7	162	68.7	193	64.8
SELF-EMPLOYED	22	11.6	23	9.7	35	11.7
PRIVATE COMPANIES	6	3.1	8	3.4	5	1.7
OTHERS	11	5.8	23	9.7	20	6.7
IN MILITARY	10	5.3	8	3.4	17	5.7
INTERNATIONAL	18	9.5	12	5.1	28	9.4
TOTAL	190		236		298	

Source: CUP Periodicals

According to the information given at the Table 4.5, most of the planners were working in public institutions for these years. Two rows of the table is directly related with the subject matter of this thesis: the planners who have companies and the planners who work as self-employed in the private market. Günay explained it as; *“being a self-employed planner meant being registered in a tax office. Most of the planners did not have a company in that years. The only thing for doing a project was to give a file to the institutions, then the institutions were calling you for their biddings.”*

According to the Table 4.6. it can be said that planning activities of these periods are based in Ankara, since all institutions related to planning and all ministries are established here, in the capital city of Turkey as shown at the Table 4.7.

TABLE 4.6: DISTRIBUTION OF PLANNERS ACCORDING TO CITIES

CITIES	DISTRIBUTION OF PLANNERS ACCORDING TO CITIES					
	1977		1978		1979	
	number	%	number	%	number	%
ANKARA	124	76.5	168	77.7	198	78.3
ISTANBUL	7	4.3	18	8.3	17	6.7
IZMIR	10	6.2	10	4.6	12	4.7
OTHER	21	13.0	20	9.3	26	10.3

Source: CUP Periodicals

Despite the concept of planning reintroduced in the 1970s, there have been intense increases in the cities’ built-up areas (immigration) and the destruction of historical housing areas (Gökçeer, 1993). In 1972, the supplementary materials and provisional articles of the Urban Development Act No. 6785 were changed and it was obliques for municipalities to implement five-years development application programs. Also in this period, in 1976, the Department of Physical Planning was established under the Tourism Bank of Turkey which founded in 1955. Two years later, in 1978, this department prepared tourism master plans with the principles of comprehensive planning from the regional planning perspective (Günay, 1982 in Keskinok, 2012).

TABLE 4.7: NUMBER OF PLANNERS DUE TO WORKPLACES

WORKPLACES	NUMBER OF PLANNERS DUE TO WORKPLACES		
	1977	1978	1979
STATE PLANNING ORGANIZATION	1	3	3
PRIME MINISTRY	1	1	1
DIRECTORATE OF ENVIRONMENT	-	2	3
THE MINISTRY OF DEVELOPMENT AND RESETTLEMENT	30	37	32
METROPOLITAN AREA MASTER PLAN BUREAUS	19	20	26
DIRECTORATE OF DEVELOPMENT	-	3	3
BANK OF PROVINCES	20	19	26
TNE MINISTRY OF TOURISM	4	9	4
THE GENERAL DIRECTORATE OF TOURISM BANK	20	16	25
THE MINISTRY OF LOCAL GOVERNMENTS	-	1	-
THE MINISTRY OF RURAL AFFAIRS	-	9	10
THE MINISTRY OF CULTURE	1	5	6
THE GENERAL DIRECTORATE OF STATE HYDRAULICS WORKS	2	-	-
LOCAL MUNICIPALITIES	5	13	28
ACADEMY	19	23	32
THE GENERAL DIRECTORATE OF HIGHWAYS	1	1	4

Source: CUP Periodicals

In the period of 1970-1976 the import-substitution industrialization was the basic strategy for Turkish economy. In these years, a rapid investment program, which directed the production of intermediate commodities and basic consumption goods under the leadership of the public sector was engaged (Yeldan, 2016). The jump in oil prices after 1974 dragged the world economy into a recession. In this period, Turkey in a continuous election conjuncture, reacted by trying to maintain the growth rate of the national income and forcing the short-term borrowing channels. Thus, the economic crisis, which could be overtaken by a planned and rational anti-crisis measures in 1974-1975 was delayed by three years, but came much more violently (Boratav, 2016). The economic crisis that first emerged in 1977 was also influential in the 1980s. *“By 1980, there was not only economic crisis in the country, but also heavy political crisis in Turkey and these were used as a official reasons for the transition to the 12 September Regime with other problems like anarchy and terrorism, political parties’ conflicts and paralysis of the parliament”* (Boratav, 2016). The effects of the

crisis of Western capitalism would naturally be influential upon the Turkish economic sectors and productive forces directly.

4.2.3 THE UNDERSTANDING OF PLANNING CHANGES COMPLETELY IN THE NEOLIBERAL PERIOD (1980-2017)

Both the governments of Thatcher in England and Reagan in the USA have begun to defend to give up existing methods in order to abandon the economic depression in the world and to use the policies that give more weight to market mechanisms. The main issues to this agenda were the reduction of public expenditures, the abandonment of welfare policies, the privatisation of Public Economic Enterprise, and deregulation of public over various private sectors. By doing this, both state intervention in macroeconomic policies and state control in singular markets have begun to be reduced. International repercussions of neoliberal economic policies have been to ease the barriers to trade and to reduce controls over capital movements (Pamuk, 2016).

In Turkey on the other hand, the 1970s, under the influence of political instability, have tried to be passed through preserving existing structures with artificial precautions, but it was faced ultimately much more deep and intense economic crisis. In a climate of high inflation and deep depression with the shortages of imports and production and the general scarcity of goods, the minority government of that time put forth an extensive and unexpected economic program of radical stabilization and liberalization.

Uçkaç (2010) interpretes 1980s as the period in which policies that will expand the global capital were introduced with economic liberalization. Similarly, Yeldan (2016) defines this period as the years that import protection has been abolished in Turkish economy and opened to the outside and articulated with world economies and goods and financial markets. He continues as follows; *“The main purpose of this transformation, which is also referred to as the January 24th Measures, is the strategy of outward opening by means of intensive government support to increase the exports of goods and services while the market prices determine the mechanism of distribution of resources”* (p.39).

The “Measures of January 24th, 1980” were the decisive determinant of neoliberal policies centered on the economy. The main objectives of the January 24 Measures were to stabilize the short-term balance of payments and to reduce inflation, and to create an export-oriented economy with a given weight to the market in long-term (Pamuk, 2016). *“With these decisions, liberalization and external imposed structural transformations were being implemented. Therefore, along with the free market economy, the liberal economy policies have been put into effect as the imposition of IMF and the World Bank for developing countries. Thus, the Measures of January 24th emphasize a series of periods of liberalization in which real devaluations were experienced, the power of labour was suppressed and export-oriented practices were implemented”* (Kazgan, 2008: 195-196 in Uçkaç, 2010).

Uçkaç explains as that; *“In this context, 1980 is the beginning year of a neoliberal era in which market economy dominates and decisions are taken and applied according to the determinations of international powers such as IMF and World Bank. Hence, it also includes the dismissal of PEEs and the efforts to keep public investments at minimum scale. During the 1980s, both the state intervention to economy and the controls on interest rates and exchange rates were abolished and free market implementation was accelerated. This, at the same time, also meant that all control over foreign capital could be abolished and free circulation of foreign capital could be provided. But, incoming foreign capital seemed to prefer to invest in the financial area instead of investing in the real sector”* (2010; 426-427).

Buğra (1995) summarizes the period as; *“There have been significant transformations in the role of the state in the economy and in the aim of state interventionism during the transition period from Ottoman Empire to the Republic. In the 19th century, the Ottoman administrations had no goals to create strong private sector and the economic initiatives of the Empire were mostly intended to meet the needs of the state. Since the early years of the Republic, the economic development was the important target with the methods of the establishment of private sector institutions by the state. The large and/or small purchases of the state, the construction of amounts of buildings and the tenders opened for this purpose, the credits provided by public and private sector banks were all started to be developed in this period as the method of creating*

a new private sector. Later in 20th century, it gradually developed, diversified and became continuous. During the import-substitution period after World War II and neoliberal policies after 1980, the private sector grew stronger and more prominent, and the role of the state in distributing privileges and choosing new riches in the private sector have continued with changing forms”.

Keskinok (2013) defines 1980s as the years where regional development policy was abandoned and market processes became dominant in the regional development. During the liberalization period of 1980s, there were structural changes such as increasing the authorities of local institutions, decentralisation, deregulation and privatization policies.

Along with the 1980s, there have also been significant changes in terms of national planning system and legal regulations. Squatter areas and illegal settlement areas became predominant elements in the urban pattern and have gained original characteristics because of the populist policies. These areas have gained legal status with amnesty regulations. The regulations such as “Law on Procedures to be Implemented in Contradiction” with the Urban Development and Squatter Legislations in 1984 and “Regulation on Urban Development Amnesty” have supported the increase and widespread development of these areas and controlled and/or planned development possibilities were lost in this period.

After 1980s, the impact of globalization has diminished the importance of national boundaries, the internationalization of the capital, the reduction of the role of the state in national development with the functioning of the market mechanism, the erosion of representative democracy, the preoccupation of the locality and the priorities of individuality, diversity of human rights have been the main factors driving this transformation. Urban planning is seen as the most basic means of restricting or permitting the movement of the capital during this period (Keskinok, 2013).

Yeldan (2016) concluded that fixed capital investments were a spontaneous part of work in the post-1980 period between the public and the private sectors; private investments were directed to the housing sector and public investments were more concentrated in the energy and transportation sectors. Regarding planning practices,

regulatory arrangements related to such issues were seen to be intensified in this period. In order to find a solution to the housing problems of the citizens, especially for lower/middle income groups, the Mass Housing Act No.2487 entered into force in 1981. However, according to Yeldan (2016), since the amount to be given from the state budget was not given, only small amount was distributed and another monetary source was not found, this law was not successful.

The Law No.2487 was rearranged in 1984 and approved with the name Mass Housing Act No.2985. The most important difference between these two regulations was to have extra budgetary resources instead of budget allocation. For this purpose, the Housing Development Administration (TOKİ) affiliated to the Prime Ministry was established in 1984, with the law numbered 2983. The authorities of TOKİ have been increased in this period, and since the administration was not profit-oriented, it has been granted with special privileges such as exemption from corporate taxation and the impossibility of the institution from liquidation or bankruptcy. Moreover, it has also given some special opportunities to the administration such as legal and managerial issues, the organization's income and expenditures, the use of funds and supervision, the ability to apply domestic and foreign loans for resource creation.

In 1984, the regulation about Law on Procedures to be Implemented in Contradiction with the Urban Development and Squatter Legislation No.2981 entered into force. With this law, on the one side, the term Certified Private Technical Offices has been mentioned for evaluation of slum buildings and prepare development plans of these areas. In order to determine the principles, authorities and responsibilities of these offices, "Regulation on Certified Private Technical Offices to be opened according to the Law No.2981" came into force in 1984. On the other hand, according to the Article No.10 of this law, the term "Reclamation Plans" for squatter areas has started to be used as taking an important place in the national planning practice and it distorted the balance and the design of Master Plans of cities and urban plans became dysfunctional. In addition to these, the partial plans or patchwork plans, shaped by the requests of private sector, were accelerated and the necessity for master plans were pushed into a debated legal condition. Urban planning concept was started to be used as a speculative investment object for obtaining rent from the urban lands (Bilsel, 2008 in Tekel, 2009).

A NEW MILESTONE: THE PLANNING AUTHORITY IS TRANSFERRED TO MUNICIPALITIES WITH THE SECOND URBAN DEVELOPMENT LAW – NO. 3194

The changes in the socio-economic structure of 1980s led to the development of the urban structure and the process of shaping the urban space in different dimensions. In this period, liberal-economic-political processes intensively affected urban development processes and capital owners and pressure groups also increased their efficiency and the transformation of land gained momentum in order to open new residential areas.

The first Urban Development Law No.6785, which entered into force in 1957 and remained in effect for 28 years, has been amended with the second Development (Planning) Law No.3194 in 09/05/1985. According to Altaban (2004), the critical reasons behind this change are as follows:

- It cannot respond to the rapidly increasing urban problems,
- It does not allow for a dynamic understanding of planning,
- It is not flexible and thus, not appropriate for implementation,
- It is inadequate to develop solutions and new policies,
- It is ineffective in the determination of local problems because of its centralized structure,
- The plans are getting overdue because of the long-time processing of plan approvals,
- All small and large settlements are planned with the same logic.

Along with the new law No.3194, the concept of localization/ decentralization came to the forefront and municipalities were granted the authority to make/approve their own plans. However, Altaban (2004) stated that the logic of these two laws are the same, but only the approval mechanism has changed. New terms, such as “Revision Development Plan”, “Additional Development Plan”, “Partial Development Plan”, etc

were defined with the new Law No.3194, but planning types, planning scales and planning processes remained the same. He claimed that the diseased, fragmented understanding and the framework encouraging pragmatist approaches have become more important. Altaban (2004) criticized the second Development (Planning) Law No.3194 as follows;

- It did not define a dynamic, complementary and consistent planning approach and types of plans. No relationship was established between the authorized institutions and plan hierarchy. Old, one-dimensional planning techniques are still being maintained.
- The concept of Master Plan has lost its validity and respectability. Instead, Implementation Plans become a constantly changing, short-term policy document. The revisions/changes in master plans and/or implementation plans are not related or coherent.
- Sectoral investment decisions and major projects of central organizations have become an input as external decisions. Highways, by-pass roads, infrastructure, mass housing, tourism investments and public construction projects has become almost independent from a plan in location selection.
- Plan revisions/changes became a daily action at the local level and hectares of unnecessary regions have been started to open to construction. In other words, municipal councils and development committees are able to make decisions more easily and quickly in this case and procuding planlessness under the name of plan change for local-personal interests.
- Although the authority is transferred to local governments, no legislative arrangements have been made to support the law and organize the sufficient and qualified technical personnel to municipalities.

Also in 1984, Law No.3030 on the “Management of Metropolitan Municipalities” came into force and there has been significant increase in the number of municipalities in Turkey. The criteria for establishing a municipality in small-scale settlements has been amended and minimum number of inhabitants has accepted as 2000 population.

These municipalities were given permission to squatter areas with the certificate of title-deed assignments, development amnesties, and urban rents, created by rapid urbanization, through the lacking perspective of urban plans created high expectations in this direction. In addition to transfer the authorities to local governments, the authority of plans of different types and different scales have been distributed to public institutions and/or ministries according to their interest and subject. This complicated, and difficult planning process and institutional disagreements and multi-faceted structure of planning bureaucracy have created cities that cannot be kept under control with the clustering of problems like lowering life standards and the space quality.

This period was the beginning of the understanding the meaning of the term “planning” by local administrators, and then planning, no matter whatever the name of the plan, immediately was started to be used as a tool for urban rent in Turkey. Below Table 4.8 shows one of the examples of this the period and describes dramatically how municipalities have started to use their authorities in terms of planning of overunnecessary areas under the name of urban development.

TABLE 4.8: REVISIONS IN KALKAN URBAN PLANS

PLANS	YEAR OF RATIFICATION	POPULATION ESTIMATED	CONTENT AND THE AREA COVERED BY THE PLAN
Development Plan	1984	6183	100.30 hectares
Revision of Development Plan	1986	20558	210.42 hectares
Islamlar Villiage and Akbel Development Plan	1989		Social housing area for the relocated people because of disaster risks
Historical Town Center Conservation Plan	1992		Historical town center
Revision of Development Plan	1993		Coastal area
Additional Development Plan for Ortaalan and Kızıltaş	1994	6892	96 hectares (54 hectares for residential use)

Table 4.8: (continued)

Revision of the Conservation Plan	1996		Historical town center
Revision of the Conservation Plan for the Surrounding Area of Historical Site	1996		Surrounding area of historical town center
Revision of Historical Town Center Conservation	2003		Historical town center
Master Plan for Natural Conservation Area	2004		Natural conservation area near the town center. Degree of Natural Conservation Area decreased from 1 to 3.

Source: Keskinok (2012)

Just as seen from the table 4.8 that many changes/plan modifications have been made on Kalkan Development Plan in very short-terms period of time within twenty years, following the enactment of the Law No.3194 and large areas, unnecessary amount of lands have been opened for construction.

According to Altaban (2004), because of the increase of local funds or sources, especially infrastructure construction has shown a rapid increase after 1984 but, planning and project production could not avoid superficiality. Because of this understanding or perspective, there is no significant development in urban architecture like designing roads, squares and sidewalk arrangements. The partial/daily planning approach of Turkish planning practice in urban issues have been inadequate for solving urban problems. Because, after a while, planning practice has started to be used completely for urban land production, only for urban rent and rent sharing.

In this period, privatization policies were first implemented with the privatization of public services and created an important market for international capital. Starting with this period, the concepts of ideological framework of the World Bank like “competing cities”, “locality”, “subsidiarity” and increased powers of local governments related to urban issues have caused excessive planned areas to be produced above the needs and

expectations. Most of the urban plans of this period do not have any population estimation or a planning perspective (Keskinok, 2012b). In addition, Altaban (2013), stated that, in the later period of 1980, the policies and practices that developed for the sale of treasury lands, as well as publicly disbursed resources, also led the power groups that took or bought these lands to direct planning process. He expressed that the capital became a decisive determinant for the investments to be made both on the treasury lands and on the private property and planning was deliberately shifted.

Yeldan (2016) noted that the reform process after 1980 had lost momentum when it reached to 1988 and the economy was in a blockage. He also emphasizes that all macroeconomic data of 1988 reached the social and economic limits of export-oriented growth policies and, for that reason, policy changes were made in the following years. The most important one of these policy changes is the complete liberalization of the exchange regime in 1989 by removing all restrictions on balance-of-payments capital movements. Thus, Turkish economy marked a new milestone in the globalization process with directing an open macroeconomics in 1990s (Yeldan, 2016).

The referendum in 1987 on the return of political rights to those whom the military administration prohibited, despite the resistance of the government, has been a turning point for both politics and the economy. The actions and the resistance of the mining workers of Zonguldak in 1989, initiated by the public sector workers, showed that the period of heavy repression of the military regime was over (Pamuk, 2016).

The accumulation of investment priorities in Turkey's economy after 1989 is determined by the higher national interest rates within the control of international financial markets and the lower exchange rates. Thus, short-term speculative foreign capital was stimulated and financed public deficits in the form of external savings, while expanding the import and consumption volume of the national economy, constituting the "new populism" of the 1990s (Yeldan, 2016). There has been a period of intertwined political and economic instability in Turkey, during the years 1987-2001. Economists (Boratav, 2016; Pamuk, 2016; Yeldan, 2016) summed up this period as follows: "the divisions resulting from the military coup of September 12 have fueled political instability and the coalition governments, which are changing constantly, have been abandoned from the fiscal discipline due to the short-term political goals

and this led the economic crises. From that time, the goal for politicians was to postpone the solutions of macroeconomic imbalances in the economy and to live as long as possible with budget imbalances, and to continue its activities on the increasingly sluggish political platform. Frequently changing governments have tried to live up with existing problems instead of accepting the globalization of economic policies and taking new precautions in this direction. Due to the growing economic problems because of that period, there has been a period of turbulence and crisis that has not occurred in any period of the Republican history”.

The public sector deficits continued to grow during the 1990s. The balance of public sector deteriorated as real interest rates rose and high borrowing rates disturbed public sector balances. However, politicians are contented with the decisions to save the day rather than to take fundamental steps to rebuild the balances. One method for financing fast-growing budget deficits was printing money, as in previous periods. Short-term governments tried to survive with high inflation and constant devaluation throughout the 1990s, since they could not create a political will to control budget deficits, the main cause of high inflation (Pamuk, 2016).

In 1986, the quantitative restrictions on the Treasury’s borrowing from bonds and bills were removed. In 1989, a Statutory Instrument, Decree 38, which liberalized the foreign exchange regime and removed all restrictions on foreign capital inflows and outflows and foreign borrowing of the state was applied (Akyüz and Boratav, 2003; Gemici, 2012 in Pamuk 2016). Thus, the economy and especially the state borrowing became open to short-term foreign capital flows, which would later be referred as “hot money”. This decree also provided the legal framework for financial globalization (Pamuk, 2016).

In the very beginning of 1990s, almost all coastal sides of Turkey started to be filled with second home sites and hotels under the name of tourism sector development. Because tourism is seen as a major instrument for economic growth in developing countries. Keskinok (2012) explained this period as; *“Turkey decided to enter the Mediterranean tourism market in order to spur economic development of the country as well as to be known in the international tourism market”*. The term “coast” was described for the first time in 1926 and it was stated that coastal sites were places

belonging to public and should be excluded from registration/assignment. Similarly, it also was mentioned in 1933 Law with articles. In 1972, the first legal arrangement was made for coastal zones with additional articles added to Urban Development Law. Moreover, in the 1982 Constitution, under Article 43, it is explained as that; “the coastal lines is under the jurisdiction and discretion of the State. The coastal strips surrounding the shores of the sea, lakes and rivers, and the coasts of the sea and lakes are primarily taken into account for the benefit of the public”.

In accordance with this provision in the Constitution, the Coastal Act No.3621 was enacted in 1990 in order to arrange coastal sides of the country. Two years later this Act was changed into the Coastal Act No.3830 in 1992. In 1992 Act, the “Coastal Strip” was expanded to one hundred meters from the “Coast Borderline” which was fifty meters in the previous act and the definitions of these areas were elaborated.

According to the Law No.3621, buildings such as aquaculture production and breeding facilities, recreational areas, shipyards, yacht harbours, fishermen’s shelter, dock, boat manufacturing and maintenance site, workshop control tower and sea lantern can be constructed on the sea side areas of coastal borderline. On the land side, only green areas and pedestrian walkways can be constructed in the first 50 meters and vehicle roads and demontable structures are permitted in the 50 half of this 100 meters. The law has been criticized that the provisions set out in the Coastal Law will result in non-scientific consequences in coastal areas that can not be recovered, ignoring the structure of land and sea areas without considering the effects of natural ecosystems and natural disasters.

Google images and maps below are the documents showing strikingly the expansion of borders of settled areas by over planning of lands just after the Law No.3194 and Coastal Act No.3830. For example, Alanya as a small city, Bursa as a big city and İstanbul as a metropol enlarged their settled areas as shown in Figure 4.5, Figure 4.6, Figure 4.7. The year 1984 was selected to show just before the second Law No.3194, the year 2000 as the starting point of Neoliberal Era, and 2017 to show the latest and current positions of borders of these cities.

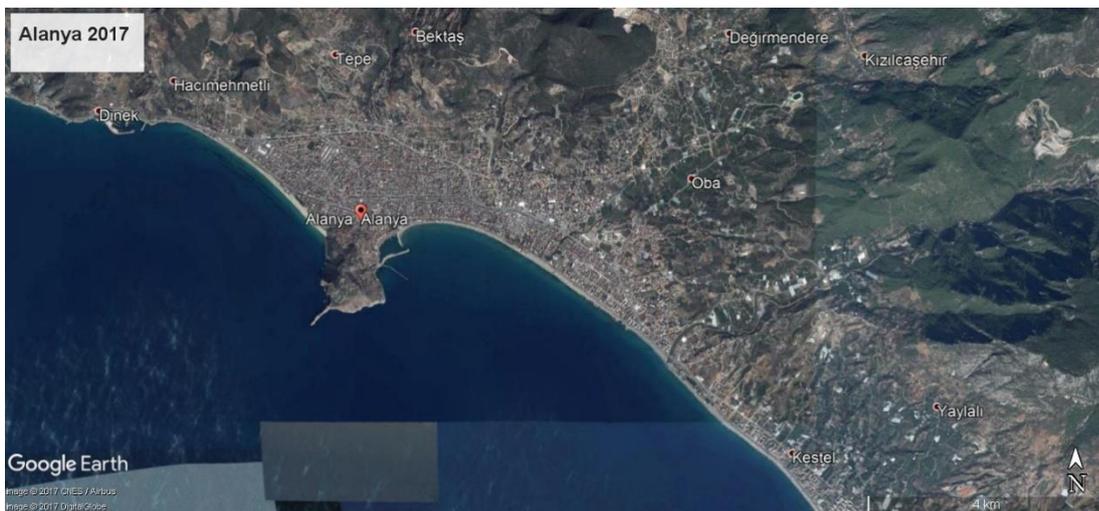
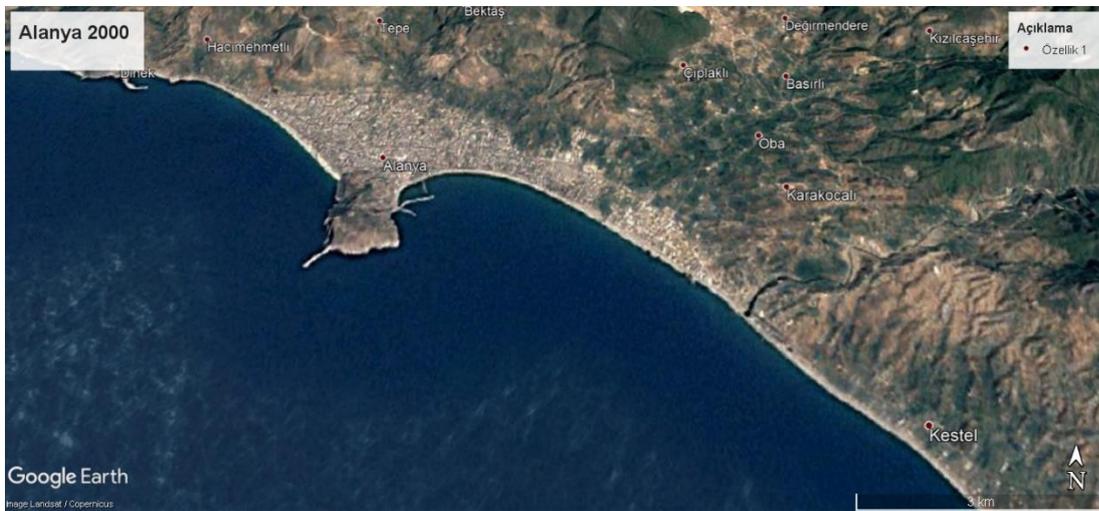
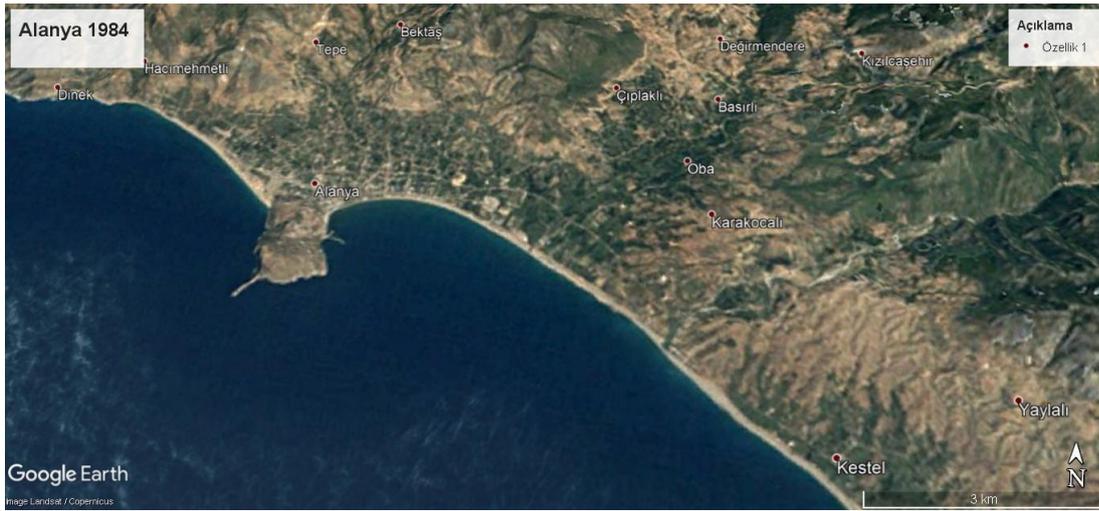
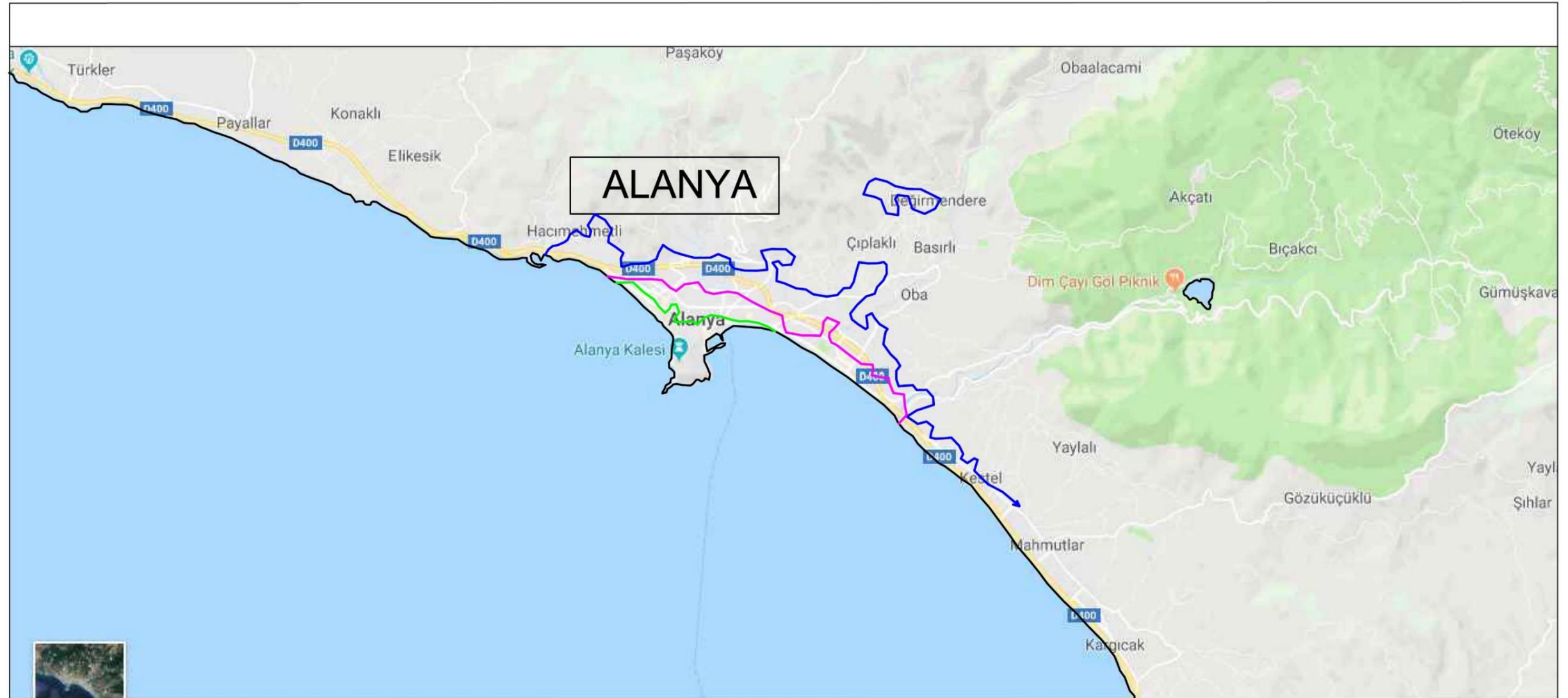


FIGURE 4.5: EXPANSION OF CITY BORDERS – ALANYA – 1984/2000/2017

URBAN AREA SPRAWL - ALANYA



Source: Google Earth

1984

2000

2017

SCALE: 1/-----



MAP 4.1: URBAN AREA SPRAWL – ALANYA - 1984-2000-2017

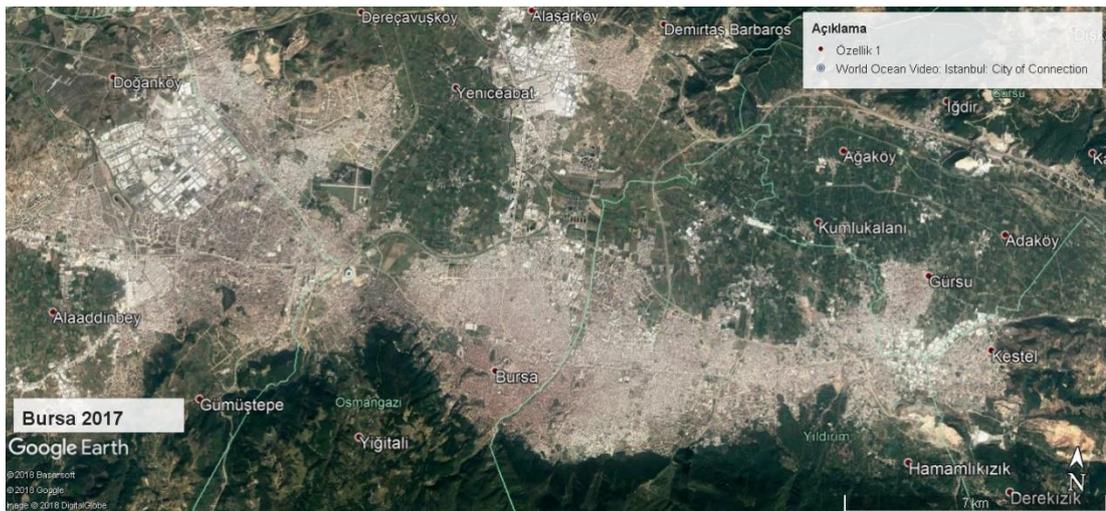
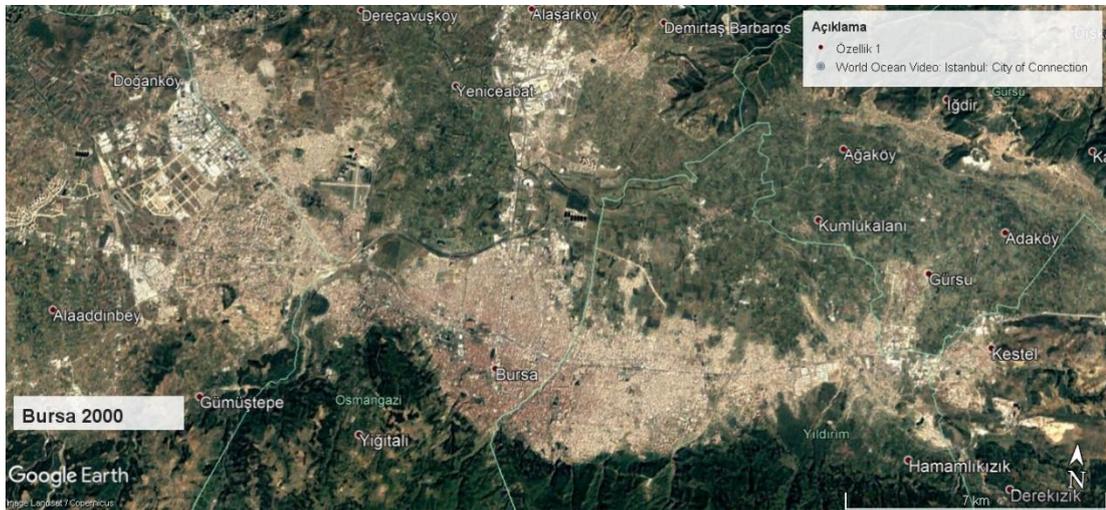
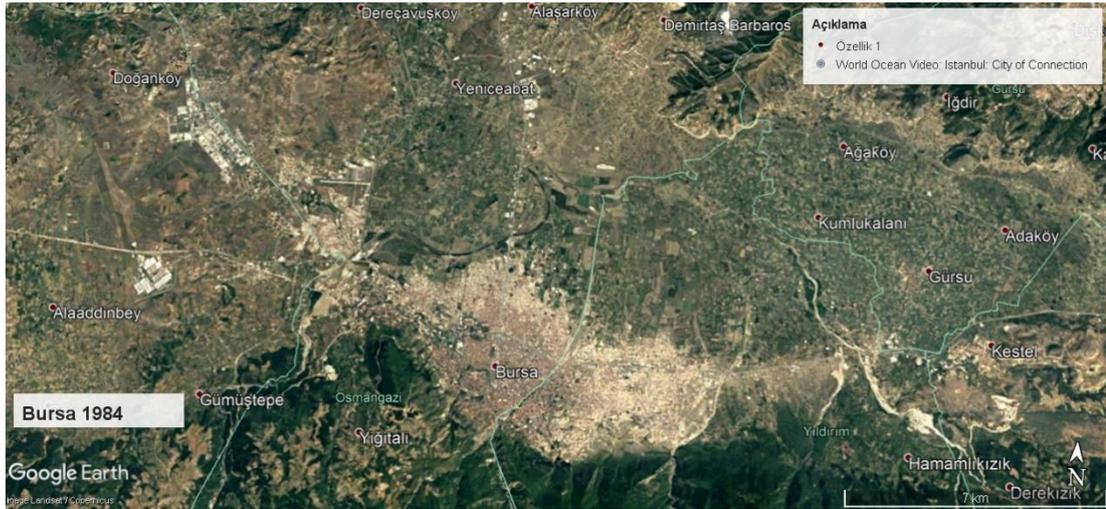
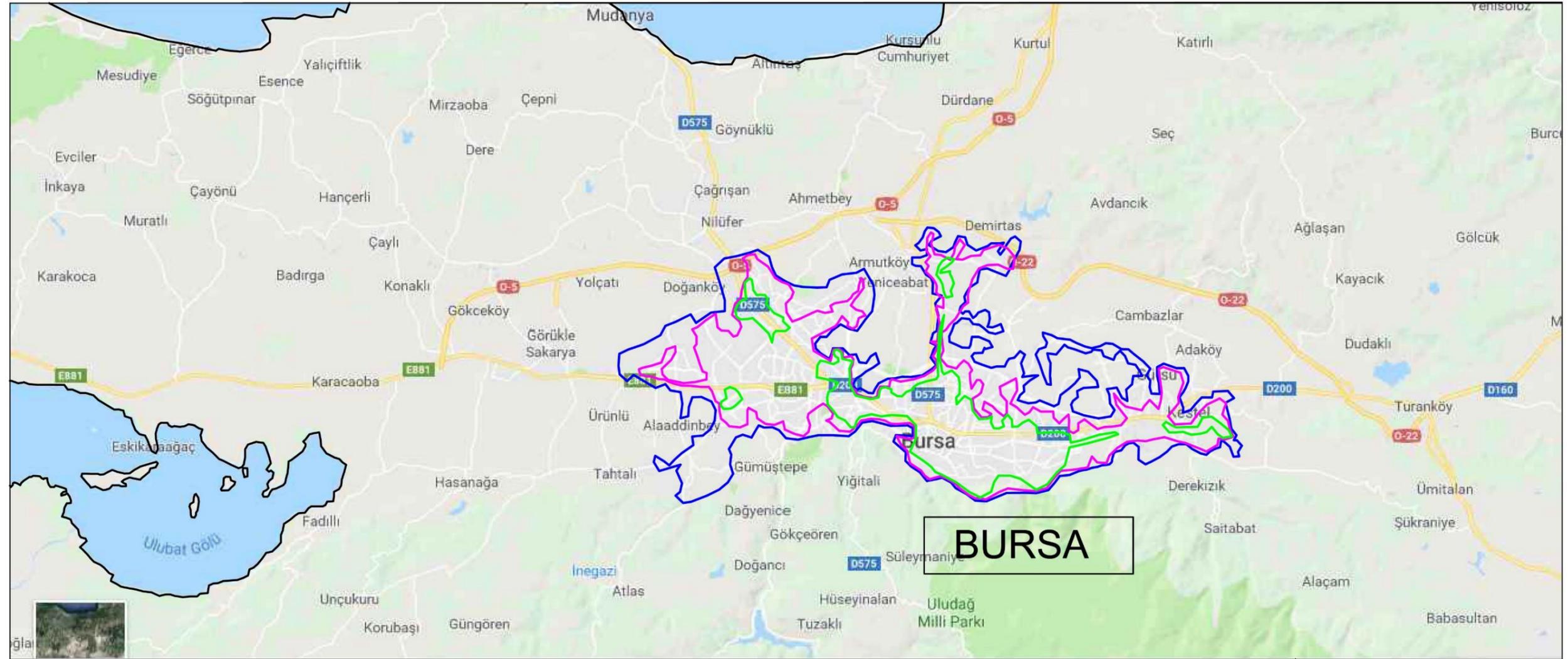


FIGURE 4.6: EXPANSION OF CITY BORDERS – BURSA – 1984/2000/2017

URBAN AREA SPRAWL - BURSA



Source: Google Earth

1984

2000

2017

SCALE: 1/-----



MAP 4.2: URBAN AREA SPRAWL – BURSA - 1984-2000-2017

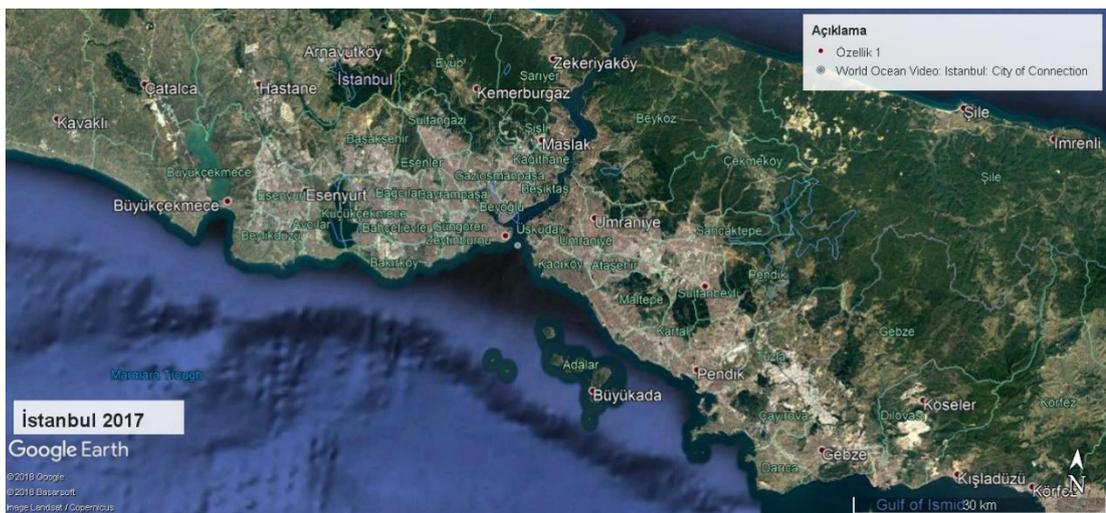
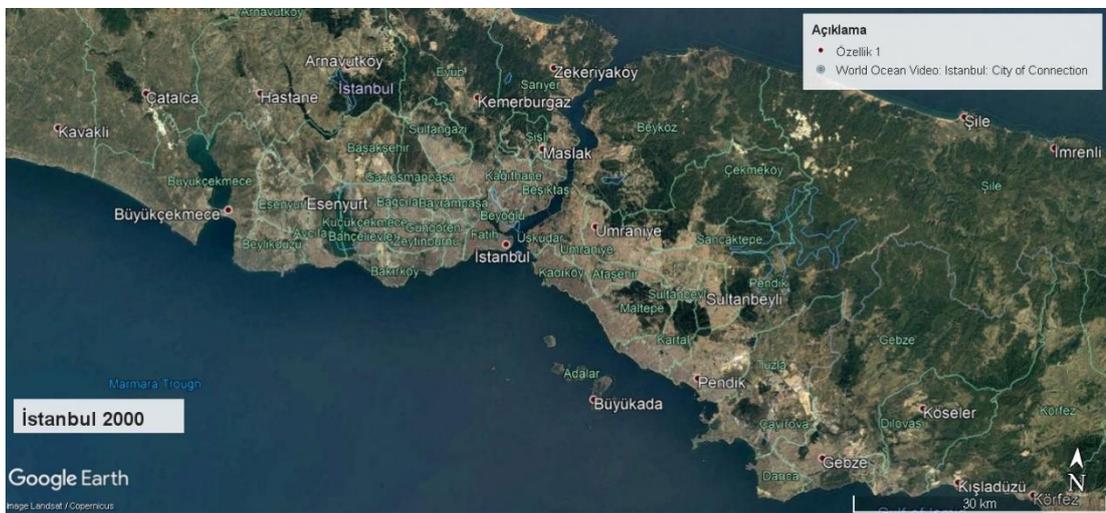
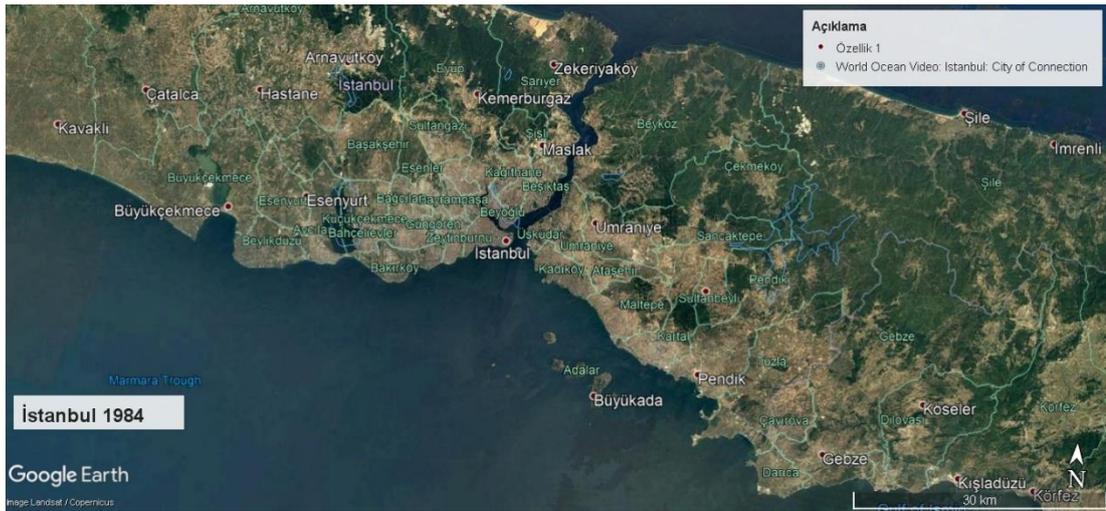
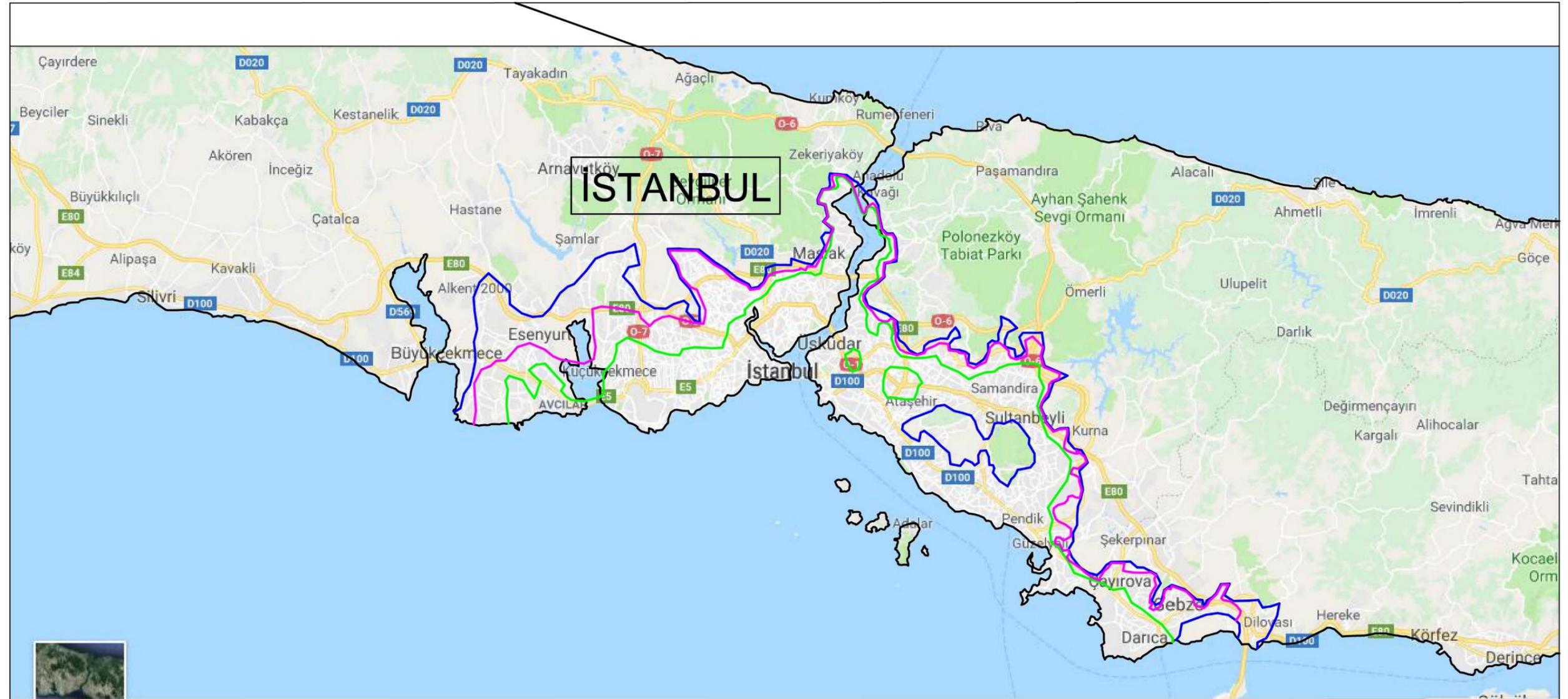


FIGURE 4.7: EXPANSION OF CITY BORDERS – ISTANBUL – 1984/2000/2017

URBAN AREA SPRAWL - ISTANBUL



Source: Google Earth

1984

2000

2017

SCALE: 1/-----



MAP 4.3: URBAN AREA SPRAWL – ISTANBUL - 1984-2000-2017

In 1999, after two major earthquakes in Marmara Region (Gölcük-August 17, 1999 and Düzce-November 12, 1999), which shocked the whole country deeply, and several and significant legislative arrangements were made especially about geological issues and disaster management. Besides, some regions in Turkey were declared as priority regions after the Marmara Earthquake, no matter whether they were directly affected or not, and these “disaster” areas were exempted from taxation and taken into the scope of Law No.5084 Encouragement Act and the result was overexpanded planned area. Especially local governments started to apply this act in order to attract capital to their region. For example, within Düzce Province, planned industrial areas were exploded during 2000s, and the city has almost become an industrial area. On the one side, advantages of Encouragement Act like cheap and/or free land, energy and other resources were being offered to industrialists for industrial investments, municipalities will have more to gain from water, electricity, infrastructure payments and real estate taxes on the other side. In addition, natural thresholds such as a valley basin, a creek bed, very hilly lands, where urban development is not possible, were started to be planned. But again, the result was and will the loss of life because of natural disasters.

The most important institutional arrangement in 1990s was the Ankara Agreement signed with the EU and Turkey. On March 6, 1995, Association Council adopted a “Customs Union Decision (Decision No. 1/95)” on implementing the final phase of customs union between Turkey and EC. Decision No. 1/95 of the Association Council comprises the following chapters; free movement of goods and commercial policy, agricultural products, customs provisions, approximation of laws, institutional provisions, general and final provisions.

Commercial relations stagnated due to the stability problems of the country’s economy during 1990s. But, the relations experienced rapid increase in exports to the EU countries by considerable depreciation of Turkish Lira (TL) after 2001 crisis. Especially in the automotive industry, multinational companies engaged in production in Turkey, began to use the country as a leading manufacturing base for their export to the EU and other countries.

By 1999, it was understood that the macro imbalances in the public sector could not be maintained further, and the government party decided to implement a new

stabilization program providing support from the IMF. The program, began to succeed in 2000, seemed to gain success at first by lowering interest rates, but later, the support provided by IMF was seen insufficient after a small crisis at the end of the year. The depth of the crisis has led not only the the political parties in power, but also to a great political reaction against all the parties that undertook the responsibility of the economy in 1990s. Because of this reaction, in the general elections held in 2002, all of these parties remained out of the parliament and a single party won elections and came to power alone (Pamuk, 2016).

A NEW ERA IN TERMS OF PLANNING PRACTICE UNDER THE NEOLIBERAL POLICIES

Turkey entered the 21th Century with the agenda of “structural reforms”. A program, including both stabilization measures and long-term stuctural and institutional changes, was prepared with the support of IMF following the banking and financial sector crisis of 2001. So, the Stand-by Aggrement entered into force which will drag Turkey to ten years IMF/World Bank tutelage (Yeldan, 2016).

As in the world, along with the implementation of neoliberal policies, poverty also increased in Turkey. During 1980s, market-oriented policies led to a gradual decline in agricultural incomes and wages and limited growth. Similarly in 1990s, economic growth slowed down, inflation and interest income became even more unequal and poverty became widespread (Pamuk, 2016). After the 2001 crisis, removal of support prices applied to agricultural products and the lack of new policies to provide employment for raising productivity resulted the migration of rural population to urban areas. Thus, increasing inequality and poverty in rural areas as well as urban areas reached its peak with the 2001 crisis (Pamuk, 2016).

On the one side, the 2001 crisis and its unemployment wave, high inflation rates, the social crisis, and the reaction to short-term governments were reflected to 2002 elections, and one party came to the power after a long period of time. The first period was industrialization process for exporting and during the first period, the economic benefits of the EU membership came back to the agenda and put pressure on politicians. Participatory and open political regimes and policies were adopted until

the final date, till the end of 2005, of Turkey's candidacy for EU membership. In this context, both the EU and the IMF have made two important developments in the stabilization of the economy and the strengthening of the long-term institutional framework (Pamuk, 2016).

On the other side, the privatization process, which has been on the agenda since 1980s, but which can not be achieved for political and legal reasons, has also given priority in this period (Pamuk, 2016). The strategic position of the state has acted continuously and actively, although it has changed formally in the mechanisms of the transfer of rent. In this sense, the experience of Turkey about private capital accumulation was a typical example around the neighbouring countries proving not against but besides the state bureaucracy based on private entrepreneurship capitalism (Yeldan, 2016).

The authority about 1/25.000, 1/50.000, 1/100.000 scaled plans were given to the Ministry of Public Works and Settlement with the Amendment, "Regulation on the Urban Development Plans and its Amendments" (OG:23804) made on September 09, 1999 and for the first time the scales of Environmental Plans and Master Plans were defined in this regulation. But, on the other hand, with the Amendment "Regulation on the Implementation of Environmental Plans" published in the Official Gazette No. 24220 on November 04, 2000, it was stated that Environmental Plans can be prepared in a scale of 1/25.000, 1/50.000, 1/100.000 and/or smaller scales and the approval authority is the Ministry of Environment. In this case, because of these two amendments, the complexity about the authority over the planning process and approval of these kind of plans have gained new dimensions, and these two ministries and metropolitan municipalites have become the other sides of the discussion.

A housing campaign started in 2003 according to the Emergency Action Plan of the central government and in this scope, the urban transformation projects gained a great importance and TOKİ became a decisive actor in the construction market. After that time TOKİ, which was established in 1984, has obtained great power via various legal regulations and arrangements and has had the authority to take Treasury Lands without any charge only with the proposal of the minister of finance and the approval of the prime minister. In this way, especially in big cities, both public sector and treasury

lands, state-owned lands were transformed into private property through TOKİ and astronomical urban rents were provided.

The assets and real estate unrelated to banking operations of Emlak Kredi Bank, which was liquidated in 2001, were purchased by TOKİ. In addition, Urban Land Office and the Undersecretariat of Housing have been transferred to the Housing Development Administration (TOKİ) in these years and upon these transfers 64.5 million m² land was passed into the ownership of TOKİ on December 2004. TOKİ was linked to the Prime Ministry in 2004 and has turned to an authorized central organization that provides and develops loans and land, and coordinates with local administrations. In 2005, TOKİ also has given the authority to make/approve the urban development plans and has become an institution that determines the strategy on the space (Zariç, 2012). In this case, TOKİ has also started to make the projects of the central government and bypass the problems that may arise in the local areas. The Housing Development Administration (TOKİ) has produced about 325.000 housing units and social buildings according to Moody's 2008 figures. According to the figures taken from TOKİ, housing production was 43.145 units between 1984-2003, while this figure increased 369.547 during 2003-2009. According to the numbers given from the website of the Administration, TOKİ has passed the target for starting the construction of 500.000 housing units with their social facilities for the year 2011. The number of housing units started to be constructed as of January 30, 2015 is 649.498.

In this period, TOKİ has got serious criticisms. These can generally be gathered as; abusing it's authority by producing unplanned and unidentified projects, disconnected projects from the planned integrity of settlements, rent-oriented constructions by randomly interspersed, independent site-selection from the existing development plans of the settlements, and thus, due to the casual housing investments made around the cities, there was a surplus of stock and therefore resources (Zariç, 2012).

The Metropolitan Municipality Law No.5216 dated July 23, 2004, has given the authority to the Metropolitan Municipalities in terms of planning responsibilities for 1/25.000 and 1/5.000 scaled master plans in their provincial areas in accordance with the Provincial Environment Plans. Moreover, metropolitan municipalities are authorized to control the implementation plans, development plans, plan

modifications, parcellation plans and reclamation/improvement plans of local municipalities in the coverage of the metropolitan area. The authorities of the metropolitan municipalities are not limited to those; the acceptance and approval of 1/50.000 and/or 1/100.000 scaled Provincial Environment Plans are also included due to the Provincial Administration Law.

Tekel (2009) summarized the authorities of metropolitan municipalities given by the Law No.5216. According to her, planning scales were redefined for metropolitan cities and the preparation of strategic plans was made compulsory with this law. She underlined the definition of strategic planning and claims that with the strategic planning approach, which allows both flexible and participatory decision-making and implementation, pointing to both vision and process, it is aimed that planning is not only physical but also has economic and social aspects. Transparency, cooperation, coalition, locality, decision-making process including all layers of a society are important key words in strategic planning and it is complementary to land use. However, she interpreted and criticized the law as; it was observed in practice that strategic plans has become a tool for legitimating and reflecting real power relations to the place, although they should be prepared in a participatory process. The concept of flexibility came to the fore when planning in the metropolitan areas with the tendency of economic forces and democratic society contradicts the basic principles; but it is observed that principles such as transparency, communication, public benefit and effective management are abandoned (Tekel, 2009).

Since the economic policies of the ruling party did not go beyond the institutional arrangements and fiscal discipline in 2001, a long-term perspective of industrialization, growth and employment was not created (Pamuk, 2016). Besides, Turkey's membership to the EU is clearly begin to weaken thoroughly, due to the opposition of France and Germany to since 2005. With the growing ambiguity of the EU membership target, not only political reforms, but also the political will to achieve long-term transformations in the economy have disappeared. The stand-by agreement with the IMF was finalized in 2008. The global crisis of 2008-2009 caught Turkey in the slowdown times of the economy. In the first months, there were sharp reductions not only in exports, but also in investments and consumption figures. In the

following years, the economic policy remained indifferent to the further decline of the savings rate of the private sector and continued to borrow from abroad for investments. The need for outsourcing was shifted from the public sector to the private sector, as a result, the indebtedness rate of the public sector declined while the private sector's debt ratio increased (Pamuk, 2016). Rising shopping centers and increasing housing constructions in big cities have become symbols of the economic model based on more foreign debt and more consumption.

Pamuk (2016) explained this period as stating that the central government has continuously increased its control over many sectors during these years. According to him, the main institutions of the 2001 program that were supposed to be independent for the economy to function properly were also entered the government's close supervision. The close capital groups of the central government have gained privileged positions in the tenders of ruling party's local institutions and in state's tenders, in the process of credit distribution of both public and private banks and in other fields. Thus, both in the big cities and in the new centers that grew faster through industrialization, conservative, close to the power, close ties with sects, strong capital groups and new conglomerates have come to the fore.

Besides, the policy of the central government as being in favor of the private sector, environmental problems have began to increase because of the major construction projects and infrastructure investments in both urban and rural areas. Instead of solving environmental problems, the governments have chosen to change laws and regulations, constant arrangements and creating statutory instruments in order to facilitate the background of the applications. In order to oversee the private sector and to overcome obstacles and to overcome the opposition in infrastructure and commercial investment projects, the authorities are begun to be gathered at the center. During this period, several regulations have been changed and the legislation have been moved to a point where the legislation cannot be controlled.

Keskinok (2012b) argued that the most decisive factor in this period is over-exploited/overplanned areas to mobilize the capital in order to revive the dead capital and to remove the black holes for the capital circulation in the built environment. He also pointed out that mass housing projects of TOKİ creates urban sprawl, destroys

urban layout and encourages automation. Besides, he claimed that local governments will face costly urban development in the long-run since they attracted by the economic growth effects short-term projects. In this period, speculative development tendencies of pressure groups are intensified, urban land is wasted and urban quality is declining with local interventions to residential areas of cities.

Keskinok (202b3) listed some of the problems that cities would be faced as;

- Encouragement of an automobile-focused development in cities by partial solutions creates transportation problems and environmental problems.
- The valuable agricultural lands around cities and even water basins and lakes sides cannot be kept away from the settlement pressures. There are significant problems in controlling the speculative, illegal settlement tendencies in special environmental protection zones. The green belt and ventilation corridors of cities are lost, and all natural values are left under the pressure of urban settlement trends.
- Urban centers are corrupt with their surroundings and central business districts are becoming as degraded areas.
- There is no planning decision or site selection criteria for large shopping centers all over the cities.
- There is no alternative transformation projects in the residential areas where urban problems are focused and urban renewal projects for unhealthy, squatter areas can not be implemented.

In addition Keskinok (2012b) emphasized that the most important regions of cities are declared as urban transformation zones, but these site selections are not made as a product of comprehensive planning in social and spatial sense, but as partial projects. He also stated that these kind of implementations and/or applications are not related to the understanding of scientific planning, which is used as a restriction tool in order to bring private property rights to public power, on behalf of the public benefit purposes.

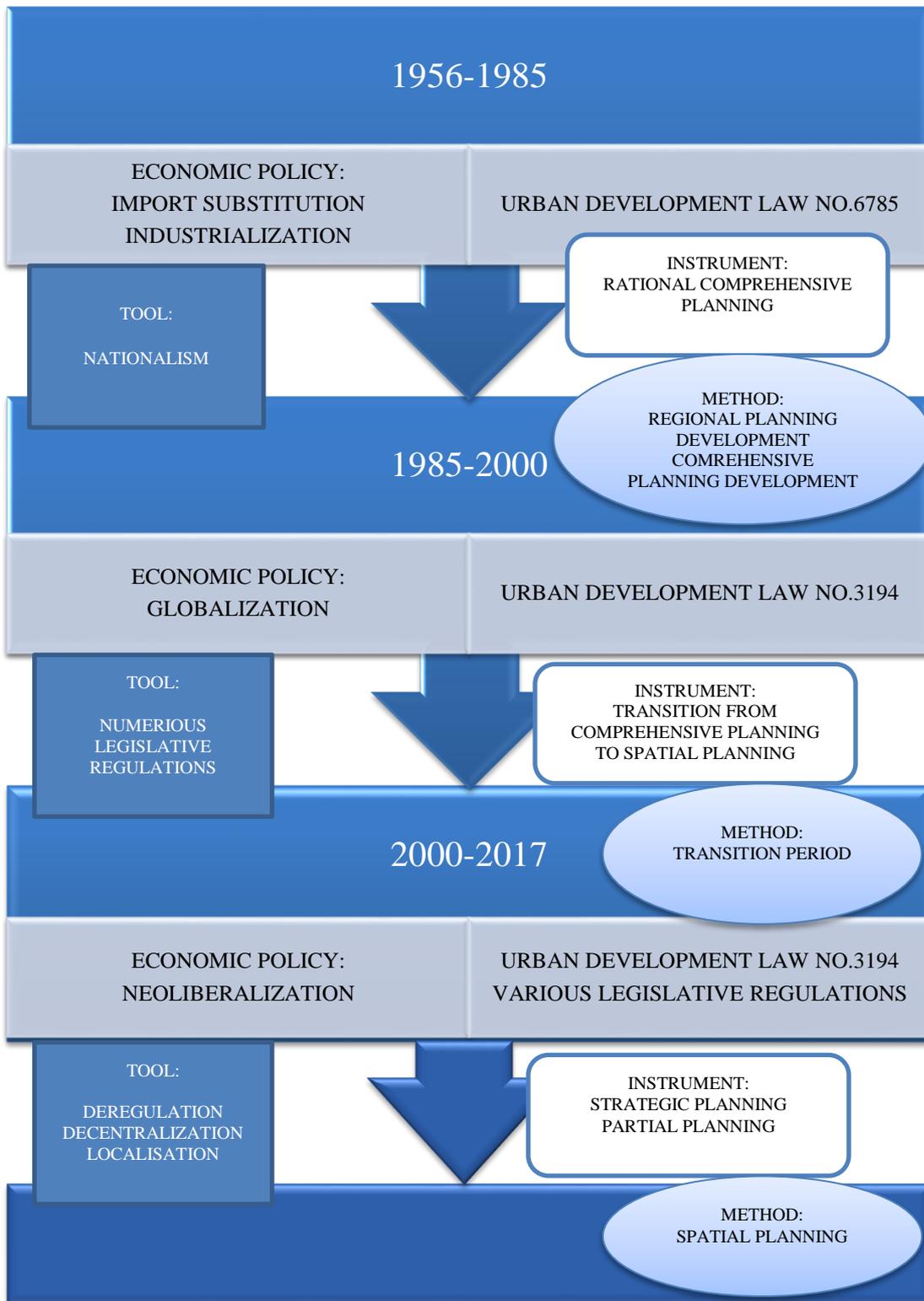


FIGURE 4.8: RELATIONS BETWEEN ECONOMIC-POLITIC PERIODS OF TURKEY AND PLANNING PRACTICE

Before going to the empirical case deeply, it would be better to investigate changes in the planning processes and plan production methods in Turkey. As shown in the Figure 4.9 that structural changes in the economy affect/modify/convert the institutions in Turkey and because of this institutional changes, the sectors in that economy are being adopted to this transformation willingly or by force. Over time, this process causes the development of different applications in these sectors. Planning practice, as one of the sectors in Turkey, is situated just at the center of economic-politic changes and developments.

In the period 1956-1985, the economic policy of the central government was import substitution industrialization with the tool nationalism. During this period the planning practice was based on Rational Comprehensive Planning Model with a method Regional Planning Development and Comprehensive Planning Development and Urban Development Law No.6785 was in force. Between the years 1985 and 2000, there was a transition by using Urban Development Law No.3194 from Comprehensive Planning to Spatial Planning where the economic policy of the government was nationalism. In this period, there were numerous legislative regulations were come into force. And the last period from 2000 to onwards, the economic policy of Turkey is neoliberalization which caused deregulation, decentralization and localization on almost every sectors. On the planning side, the understanding of planning activity has completely changed and the instrument is inverted from comprehensive planning to strategic planning and partial planning by using various regulations.

Next section deals with to investigate the reflections of economic-politic changes of Turkey on the types of planning, types of plan production processes, the process of taking, doing and approving projects, and rearrangements in regulation legislation.

4.3 TYPES OF PLAN ACQUISITION

As explained in the previous section, the planning practice in Turkey dates back to Ottoman Empire period. In the first years of the Republic, urbanism approach was

adopted to the needs of the country or citizens. Keskinok (2006) described this period as follows; “*the planning approach of that period was based on the political foresight in the direction of nationalism, not prediction*” (p.16). Significant steps were taken towards urban planning with the legislation issued in this period, and the first development law was entered into force in 1956.

Law No.6785 has been in force for 28 years, but since the policies of the governments were inevitable to change, this law left its place to the new Urban Development Law No.3194 in 1985. The city plans, which were previously acquired by public institutions and/or by the system of appointment or competition, have begun to take place by freelance offices in the private sector whose numbers have increased rapidly, especially after the Law No.3194.

The production of urban plans in Turkey vary in format according to the institutions and organizations. The reason for this is that the many institutions and ministries have the authority to make/approve plans. As a natural consequence, a region may have various plans in different qualities and different scales, and in some cases there are even different types of sectoral plans in the same scale for a region. So, the planning issues has evolved to a multi-institutional structure, where both municipalities and other public institutions have competencies in planning activities.

Municipalities in Turkey, as the one side of planning authority, vary according to size of the settlement that they serve and the area it covers. These different sized municipalities have different responsibilities and abilities, and therefore the planning process varies according to the municipality’s size.

Municipalities can be divided into three group according to their authorities given by the regulations; metropolitan area municipalities, small municipalities in the covered area of metropolitan ones, and other provincial municipalities that are not included to metropolitan areas. Municipalities Act No.5393 and Metropolitan Municipalities Act No.5216 defines municipalities according to their population scores. A municipality can be established in settlements that have at least 5.000 population, and it is compulsory for cities and provinces whether their population is below this figure. For a metropolitan municipality, the population of the settlement must be minimum

750.000 citizens. Furthermore, the population of a settlement must be between 20.000-100.000 persons in order to establish a municipal organization in a metropolitan area.

- 1. Provincial Municipalities not included into any Metropolitan Area:** These types of municipalities are usually cities on a small scale and the Act No.5393 describes the responsibilities of these kinds of municipalities. These types of municipalities are usually in financial difficulty, and planning and similar technical works are generally favored by the Bank of Provinces. Some of these municipalities carry out urban planning process themselves with a professional, self employed urban planner. Small provincial municipalities mostly do not have a position in their structure for an urban planner.

However, once such municipalities have completed plans for the city as a whole, they start to change plans due to citizens' demands and institutions' needs. Almost all of these plan changes are drawn by a private planning office that works for that municipality. But, before doing such changes, the subject of a change is first discussed with the relevant unit of the municipality or with the mayor and after verbal approval, the proposed project submitted to municipality council for formal approval. In some municipalities, on the other hand, such matters are discussed first in the municipal council without any plan changes, and after the decision like "the situation about plan change is appropriate", the physical plan is submitted just for the legalization process. There is no such effort as public benefit or protection of urban texture, "rent" is the most fundamental factor.

The general development plans of such settlements are obtained by a similar method.

- 2. Provincial Municipalities that are covered in a metropolitan area:** Such kind of municipalities have the authority to make/approve/implement only 1/1000 scale development plans. The 1/5000 scale master plans are prepared by the metropolitan municipalities and provincial municipalities are obliged to comply these master plans in their development ones. All kinds of 1/1000 scale plans are prepared and presented to the greater municipality before plans

are finalized. The plan, presented to the municipality is taken into consideration and discussed in the municipal council, and then they are sent to planning commission. These plans are returned to municipality council with the view of the planning commission for the next meeting. The plan is sent to the relevant metropolitan municipality after the approval. The same process is repeated here in the greater municipality, and the appropriate plan is returned to the provincial municipality in order to declared for one month period. Objections to the plan –if any- are assessed by the council and the plan is become finalized. Even in the municipalities of the same category, differences are observed in the process of plan acquiring.

Plan approval processes within municipal boundaries and covered areas last at least 12 months in cumulative total; at least 2 months for 1/5000 scale master plans, 4 months for 1/1000 scale implementation plans and 6 months for parcellation plans. In any area outside city boundaries, this period is extended up to 16 months with the exception of the period for the permission of related institutions.

3. Metropolitan Area Municipalities: In Turkey, settlements with population greater than 750.000 people are called as metropolitan area. The assignments and responsibilities for the municipalities in these settlements are identified by the Law No.5216 and can be listed related to urban issues as;

- To prepare the metropolitan municipality’s strategic plans, annual goals, investment programs and budget accordingly by taking the opinions of the district municipalities in their covered area.
- In accordance with the Environmental Plan, to make, to approve, and to implement the master plans in every scale between 1/5000 and 1/25000 within the whole metropolitan area.
- To approve and to supervise the implementation plans, the changes to be made in these plans, parcellation plans in accordance with the master plans, prepared by provincial municipalities within the metropolitan area.

- To make 1/1000 scale plans of provincial municipalities that is not prepared within one year from the date of master plan approval.
- To make and licence all kinds of implementation plans, parcellation plans, plan applications related to the projects, construction, maintenance and repair works required by the duties and services given to the metropolitan municipalites with the regulations.
- To use the authorities given to the municipalities by the Squatter Act No.775.
- To make and implement the major transportaion plan of the metropolitan area, to plan and coordinate the public and private transportation services, to determine parking places on roads, streets, squares and similar places.
- To ensure the protection of the environment, agricultural lands and water basins in accordance with the principle of sustainable development.
- To make, to operate and to licence all kinds of works related to social, cultural, educational, health facilities that serve the whole metropolitan area and to do similar works for other public institutions.
- To provide the protection of historical places and cultural and natural assests that are important in terms of the history of the city. To reconstruct and/or restorate the registered buildings and to make maintenance repairs for this purpose.

The responsibilities of metropolitan municipalities are not limited to those listed above, but they are assigned with many more powers. However, the system of administration by metropolitan municipality has difficulties and inadequacies in the implementation of all of these. Moreover, provincial municipalites, which are free from the whole metropolitan area and are not responsible for the management of the area, often encounter legal-political problems and conflicts with greater municipalities.

This inefficient multi-structured metropolitan governance is also restricted to the possibility of planning and directing the metropolitan area.

The other side of the planning authority is constituted by public institutions both ministries and the other related administrations. Duyguluer (2007) and Ersoy (2005) underlined that approximately 18-25 authorized institutions are related to urban planning practice today in Turkey. The names of institutions have been changed in time, especially the last two decades. Below Table 4.9. lists these current institutions.

TABLE 4.9: AUTHORIZED INSTITUTIONS

INSTITUTIONS	RELATED DIRECTORATE
PRIME MINISTRY	Housing Development Administration (TOKİ)
	Disaster and Emergency Management Authority (AFAD)
	Presidency of Privatization Administration
MINISTRY OF ENVIRONMENT AND URBANISM	İller Bankası A.Ş.
	General Directorate of Infrastructure and Urban Transformation
	General Directorate of Environmental Management
	General Directorate of Spatial Planning
	General Directorate of Conservation of Cultural and Natural Heritage
	General Directorate of Title-deed and Cadastre
MINISTRY OF CULTURE AND TOURISM	General Directorate of Cultural Assets and Museums
	General Directorate of Strategy Development
	General Directorate of Çanakkale War, Gallipoli Historical Area
	General Directorate of Investments and Management
MINISTRY OF SCIENCE, INDUSTRY AND TECHNOLOGY	General Directorate of Industrial Zones
	General Directorate of Industry
	General Directorate of Science and Technology
MINISTRY OF INTERIOR	Directorate General of Local Administrations
MINISTRY OF DEVELOPMENT	Development Agencies (26)
	Southeastern Anatolia Project Regional Development Administration (GAP)
	Konya Plains Project Regional Development Administration (KOP)
	Eastern Black Sea Project Regional Development Administration (DOKAP)
	Eastern Anatolia Project Regional Development Administration (DAP)
	General Directorate of Economic Sectors and Coordination
	General Directorate of Social Sectors and Coordination
	General Directorate of Regional Development and Structural Adjustment

Table 4.9 (continued)

MINISTRY OF FORESTRY AND WATER AFFAIRS	General Directorate of State Hydraulics Works
	General Directorate of Water Management
	General Directorate of Forests
	General Directorate of Desertification and Erosion Control
	General Directorate of Natural Protection and National Parks
MINISTRY OF ENERGY AND NATURAL RESOURCES	General Directorate of Energy Affairs
	General Directorate of Mining Affairs
	General Directorate of Renewable Energy
	General Directorate of Petroleum Affairs
	Department of Nuclear Energy Project Implementation
	Directorate of Transit Petroleum Pipelines
MINISTRY OF FOOD, AGRICULTURE AND LIVESTOCK	General Directorate of Agricultural Reform
	General Directorate of Agricultural Research and Policy
	General Directorate of Animal Husbandry
	General Directorate of Fisheries and Aquaculture
	General Directorate of Crop Production
MINISTRY OF TRANSPORT, MARITIME AFFAIRS AND COMMUNICATIONS	Directorate General of Shipyards and Coastal Structures
	Directorate General of Highways (KGM)
	Directorate General of Maritime and Inland Waters
	Directorate General of Civil Aviation
	Directorate General of State Ports and Airports (DHMI)
	Directorate General of Railways (TCDD)
MINISTRY OF NATIONAL DEFENCE	General Directorate of Construction
	General Directorate of Real Estate
	Engineering Services Department
PROVINCIAL GOVERNORATE	
MUNICIPALITIES	Metropolitan Area Municipalities
	Provincial Municipalities that are covered in a metropolitan area
	Provincial Municipalities not included into any metropolitan area

As seen from the above list, according to the latest legal regulations of today, there has 12 institutions, primarily ministries excluding municipalities, are authorized about urban planning. Besides, it should not be forgotten that there has been 51 directorates under each ministry and these are separated according to their expertise, and different kinds and different scales of plans are made and approved by them. The most competent and broad in scope institution in the field of planning is the Ministry of Environment and Urbanization.

In addition, Duyguluer mentioned that there have been 70 laws, 270 regulations like decree, statutory instrument (KHK), instruction, communiqué and circular by the year 2012. Apart from these, many types of regulations/arrangements have come to the force during the years 2010-2017. Especially after 2015, almost every regulation has become related to urban planning or urban issues in Turkey. Duyguluer (2012) listed these related regulations in his masters thesis.

Moreover, according to Duyguluer (2012) ve Ersoy (2005), there have been 56 kinds of planning types, and 8 kinds planning scale as a result of that much authorized institutions and various types of legislation. The planning scales has been differ from 1/100.000 to the scale 1/500 under the names of different plan typologies. This complexity of legislation and institutional fragmentation have led to a serious complications; in some areas there is a conflict of authority between the institutions. It is impossible to talk about the unity between these institutions since each has its own regulations.

The above-mentioned types of planning are obtained by different institutions mostly through freelance planners. Surely, it has been quite difficult for a practitioner, self employed planner, that being having full knowledge of that much legislation. In order to make a plan in any matter, the subject of the plan and related legislation has to be known very well by a private practitioner. Not limited with that, a planner at the same time, should also have information about other planning issues, in order not to be in conflict with other regulations or the jurisdiction of other institutions. This notwithstanding, by the means of total legislation of Turkey, there has been different subjects indirectly related with planning, so an urban planner must also have an idea about this legislation, which is seen quite impossible.

The next section will discuss self employed planning offices as a means of plan acquisiton.

1. Internal regulations and the logic of an office,
2. Discussions on getting a job, public procurement law, competency license group regulations, the chamber of urban planners, proffessional supervision of the CUP, and minimum price regulation of the CUP, and etc.,

3. The relationships between self employed offices and authorized institutions, and authority of local governments,
4. Plan approval processes, urban planning legislation, municipal councils, other authorized institutions, and planners working in public institutions, etc.

will be addressed in the next phase.

4.3.1 URBAN PLANNING OFFICES

The planning services in Turkey are mostly carried out by self-employed urban planners, especially the last 20-25 years. In the past years, planning issues were realized by the institutions themselves, private sector activities gained momentum after the changing policies of the 1980s, and now the physical plan production for almost all institutions is realized by self employed offices.

In order to make urban planning activities as a private office in Turkey, it is necessary to complete the process of opening a company in accordance with the relevant legislation. The company might be a limited liability company (LLC) or a joint stock company (JSC) as well as a personal bureau. One of the three steps for opening a company is to complete all registration processes in the tax offices. The second step is the registration to the CUP, and every year planning offices has to renew their registration records to CUP. In addition to the obligation to register the CUP, it is als necessary for the LLCs and to JSCs the registration to the Chamber of Commerce of the province that the company is affiliated with. The third and final step is to have a competency licence (CL) from the Ministry of Environment and Urbanization. The licence is given to offices by the General Directorate of Vocational Services of the Ministry of Environment and Urbanization.

According to the information received from the Chamber of Urban Planners (CUP), there has been approximately 600 self employed urban planning offices throughout Turkey work in private sector. But, it can be said that this figure is not a definite value because, during the empirical survey it has been learned that some of the offices have ended their businesses.

TABLE 4.10: YEARLY NUMBER OF REGISTERED OFFICES ACCORDING TO CITIES

BRANCH OFFICE	NUMBER OF OFFICES	
	2014	2015
ADANA	32	34
ANKARA	195	175
ANTALYA	33	34
BURSA	41	47
DİYARBAKIR		32
İSTANBUL	113	124
İZMİR	88	65
KAYSERİ	10	14
KONYA	19	18
MUĞLA		27
SAMSUN	22	20
TRABZON	18	17
TOTAL	571	607

Source: Chamber of Urban Planners

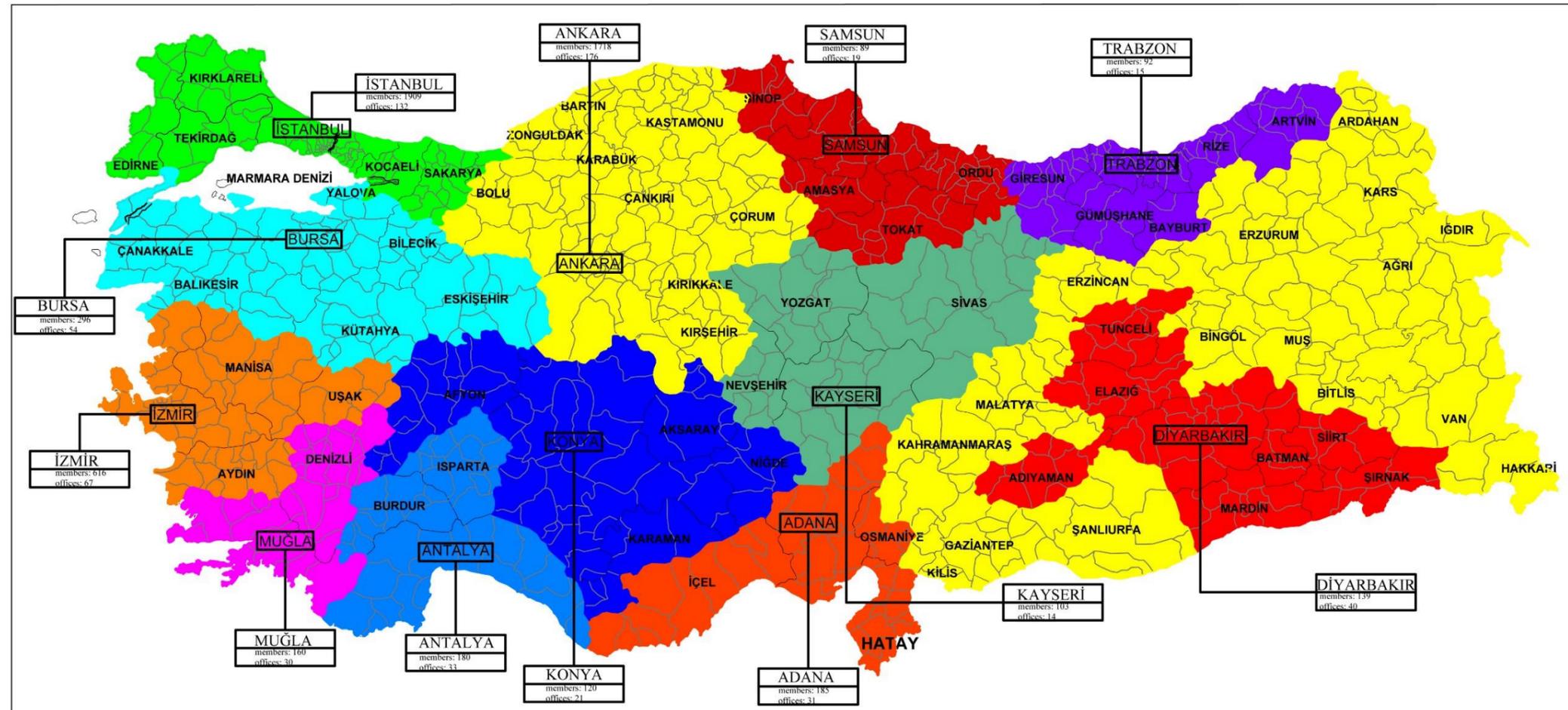
The distribution of offices according to branches of CUP for the years 2014 and 2015 is given in the Table 4.10.

TABLE 4.11: NUMBER OF OFFICES ACCORDING TO CITIES FOR THE YEAR 2016-2017

BRANCH OFFICE	NUMBER OF MEMBERS		NUMBER OF OFFICES	
	2016	2017	2016	2017
ADANA	181	185	34	31
ANKARA	1702	1718	180	176
ANTALYA	182	180	35	33
BURSA	260	296	53	54
DİYARBAKIR	129	139	36	40
İSTANBUL	1834	1909	137	132
İZMİR	550	616	72	67
KAYSERİ	103	103	14	14
KONYA	118	120	19	21
MUĞLA	150	160	28	30
SAMSUN	84	89	22	19
TRABZON	81	92	15	15
TOTAL	5374	5798	645	632

Source: Chamber of Urban Planners

DISTRIBUTION OF FREE-LANCE URBAN PLANNERS - 2017



Source: Chamber of Urban Planners

SCALE: 1/12000



TOTAL
members: 5798
offices: 632

MAP 4.4: DISTRIBUTION OF FREE LANCE URBAN PLANNERS-2017

The number of members of CUP and the number of active offices for the years 2016 and 2017 are shown on the Table 4.11. above. As seen from the table that the members of CUP for 2016 are 5374 urban planners while 5798 persons in 2017. However, it should not be forgotten that there are also urban planners who do not work in the professional area and therefore do not register to the CUP.

According to the information received from the CUP, total number of self employed urban planning offices is 645 in 2016 and 632 in 2017 throughout Turkey. This figure shows that approximately 10% of urban planners have a company by the year 2016. The next Map 4.4 shows the distribution of these companies due to the regions.

REGULATION ON THE COMPETENCY LICENCE (CL)

An office, which has started commercial activities by completing all these issues, can work on projects in accordance with Competency Licence Regulation. The “Regulation on the Competencies of the Capabilities of Planners” was carried on November 2, 1985 with Official Gazette numbered 18916 for the first time under the Law No.3194 and in January 7, 2006, in the Official Gazette no.26046, the regulation was entered into force again with some changes. In this regulation, urban planners are classified according to their capabilities for plan production and a certificate; the Competency Licence (CL), is given to urban planners according to their fulfilled (completed) planning tasks which is named with letters F-E-D-C-B-A.

According to this regulation, it is given to a newly graduated urban planner Competency Licence Group F and the newly graduated urban planner to do projects only for the planning area up to 25-300 hectares or the projected population 10.000 or less. On the other hand, according to Public Procurement Legislation (PPL), a “work completion certificate” or “work experience certificate” has to be submitted to participate a tender, which can not obtained by a Group F office. So, in this situation there are two options for the Group F Office in order to continue the business activities; either by doing an illegal agreement with any municipality, or by taking part in a planning team.

In accordance with the regulation, a Group F Office will be able to rise to the Group E only after by completing three F group projects, and this time the bureau will be able

to participate in tenders for both F group and E group. Below table shows categories of these groups and project abilities for each group according to the Regulation on Competency Licence.

The first three columns of the table relate to self-employed planning offices. Owners of these offices will be able to do projects that provide the total area or projected population of their competency licence. In order to be able to pass an upper group, they have to complete projects and/or project options as many as indicated in the column 3.

The fourth column, defined as others in the same table, include information about other urban planners who do not work as a owner of a private company. According to the Regulation on Competency Licence, it will be enough for an urban planner only to work 15 years in a public institution in order to gain group A licence, although min. two 5001-10000 hectares area and/or projected projection 50001-100000 people settlements' plan have to be completed by a private planning office. But, of course, it is expected that the private planning office have to complete projects of other groups mentioned in the related part of the upper table and receive the licence of related group at each level. Similarly, an urban planer in a municipality may have a group B licence in the twelveth years while a private planning office must first pass over the first steps of the table and in licence group C, it is expected to complete the planning of 2001-5000 hectares or other options, and then have group B licence.

Although it is not known which scientific studies and qualification criteria are determined for the evaluation of the experience and/or competence of an urban planner in the "Regulation on the Competencies of the Capabilities of Planners", Official Gazette dated January 7, 2006 and numbered 26046, it is carried out according to these criteria; one side consists of planners in the public sector who are responsible only for their realm of authority, and the other side involves with private planners who plan in all sizes and all types of settlements in almost every region of the country and have to know almost every regulation mentioned in the previous section.

TABLE 4.12: CRITERIA FOR COMPETENCY LICENCE

GROUP	AREA (ha)	PROJECTED POPULATION	NECESSITIES	OTHERS
F	25-300	≤ 10000	Graduation from city and regional planning departments of universities	
E	301-800	10001-50000	Completion of min. three F group projects or, Completion of two F group projects and completion of min. three 10-24 ha. projects	Min. 3years of experience at A-B-C-D group offices or related public institutions
D	801-2000	50001-200000	Completion of min. three E group projects or, Completion of two E group projects and three F group projects	Min. 6 years of experience at A-B-C-D group offices or related public institutions
C	2001-5000	200001-500000	Completion of min. two D group projects or, Completion of min. one D group project and min. two E group projects or, Completion of min. one D group project and one E group project and min. two F group projects	Min. 9 years of experience at related public institutions
B	5001-10000	500001-1000000	Completion of min. two C group projects or, Completion of one C group project and min. two D group projects or, Completion of one C group projects and one D group project and min. two E group projects	Min. 12 years of experience at related public institutions or, Min. 4 years of experience at related departments of universities after getting PhD. degree or, Min. 12 years of experience in related departments of universities as academic member or lecturer or research asistant
A	10001+	≥ 1000001	Completion of min two B group projects or, Completion of one B group project and min. two C group projects or, Completion of one B group project and one C group project and min. two D group projects	Min. 15 years of experience in related public institutions or, Min. 2 years of experience in related public institutions as head of department or executive manager or, Getting assoc.professor or professor degree in related department of universities

PUBLIC PROCUREMENT LAW NO.4734

An Urban Planning Office that has received the Competency Licence according to the definitions mentioned above, obtains the right to participate in the tenders of planning related institutions like İller Bank, Ministry of Environment and Urbanization and municipalities. Public institutions are subject to Public Procurement Legislation in their tenders and they have to fulfill the rules of participation in the procurement in accordance with this legislation. Minimum requirements for the determination of economic, financial, professional and technical qualifications for participation in a tender are listed in the Article 9 of the second chapter of the Public Procurement Law dated January 22, 2002 and numbered 4734. These are listed as follows;

- a) for the determination of economic and financial sufficiency;
 - 1) documents related to the financial situation of the requestor to be provided from the banks,
 - 2) the balance-sheet of the company or published parts of the balance sheet in accordance with the relevant legislation or equivalent documents,
 - 3) the endorsement of the amount of work that the requestor has done and the total number of jobs showing the work volume or the amount of work related to the contractual matter.
- b) for the determination of professional and technical competence;
 - 1) documents from the related chambers providing that the request is legally authorized to act as a registered bidder,
 - 2) similar projects in relation to the tender subject undertaken by a tenderer under one contract containing value in public and/or private sector;
 - a) documents indicating the experience of temporary acceptance of projects in the last fifteen years,
 - b) documents indicating the experience of the works which have been temporarily accepted within the last fifteen years and the works which

have been audited or managed at least 80% of the contract price in the related projects,

- c) documents showing the experience of the supervised or managed projects performed in perfect conditions that the realization rate reached at least 80% of the total contract price for ongoing projects within the last fifteen years,
- d) documents showing the experience of completed all acceptance procedures within the last five years,
- e) documents showing the experience of the transferred projects that have been temporarily accepted within the last five years, the works related to the projects completed with the acceptance procedures and the purchases of these completed in the past five years provided 80% of the contract price is completed.

In addition to the fulfillment of these conditions, the tenderers who will participate in the tender in accordance with the provision of the legislation will be excluded from the tender if they are in the following conditions. These are;

- a) in bankruptcy, in liquidation, in work carried out by the court, in concordate in suspension, or in a similar situation in accordance with the provisions of the legislation of its home country,
- b) is declared in the course of business, is subject to a compulsory liquidation decision, is under court administration due to its debts against its creditors, or is in a similar condition to the provisions of the legislation in its home country,
- c) final statement of social security premium debts in accordance with the legislation in its home country,
- d) final statement of tax liability in accordance with provisions of the legislation in its home country,
- e) within five years prior to the date of procurement, a person who is convicted of a judicial decision due to professional activities,

- f) in the five years prior to the date of the tender, the tenderer shall notify that the tenderer has been engaged in activities contrary to business or professional ethics during his business,
- g) prohibition by the chamber of registration in accordance with the legislation as of the date of procurement,
- h) does not give the information and documents mentioned in this article or is found to give misleading information and/or false documents,
- i) participating the tender, as stated that he could not participate in the tender,
- j) found to be present in prohibited acts or conduct specified in this law.

These minimum criteria can be increased by as much as requested and added with special items, provided that they are not reduced by the issuing institution. Therefore, a planning office that will participate in any institutional tender will have to meet these minimum requirements together with the competency licence.

Relevant administrations are subject to have procurement by various methods specified in the public procurement legislation. These methods are mentioned in the Article 5 of the legislation; open tender procedure, tender procedure between certain tenderers, bargaining procedure and direct supply. Administrations will choose the appropriate one according to the specifications of their procurement from these methods, which have separate criteria for each.

THE CHAMBER OF URBAN PLANNERS (CUP)

An urban planning office has to be registered to the related chamber, the chamber of urban planners, in the framework of the provisions of the legislation. The first article of the main regulation of the Chamber of Urban Planners under the Union of Chambers of Turkish Engineers and Architects, explains the aim for the establishment of the chamber as that; *“Chamber of Urban Planners (CUP), as a professional body in the nature of public institutions, is established with legal personality under the body of Union of Chambers of Turkish Engineers and Architects –UCTEA, involving to gather urban planners in Turkey and is subject to the provisions of this main regulation*

prepared in accordance with the Law No.6235.” The requirements being a member of the CUP is written in the third article of the same regulation as; “Urban planners who have graduated from the four-years city and regional planning departments of universities in Turkey with the titles of City Planner, Regional Planner, City and Regional Planner and Urban Planner, have to be joined to the CUP in order to work in a job related to their professional activities and profession, and in the field of vocational training activities, bearing one of the qualities listed below, legally authorized to practice the profession, citizens of the Republic of Turkey.”

Therefore, planners who have graduated from universities with the any of these titles, but do not work related to the professional sector, do not have to be the member of the chamber. Similarly, urban planners who have graduated from universities with any of these titles, and work in public institutions, but not request any document about membership did not have chamber membership. On the other hand, however, urban planning offices in the private market and self-employed urban planners, and even their urban planner personnels, are obliged to be a member of the CUP and to fulfill the conditions with the grounds of the rules of public procurement and internal regulations of the chamber.

These obligations are listed as that;

- a) registration of the office to CUP,
- b) renewing the company registration each year,
- c) paying dues on a regular basis,
- d) to have a Professional Audit Application –PAA and to pay the determined fee for every project completed before the approval to the related institution,
- e) to notify the bills and the projects they do every year,
- f) to pay the amount of wages due to the aggrement with the social security institution to their staff who have worked with.
- g) to comply with the minimum price list set by the chamber for the works they have participated in.

The registration of a planning office, that has not done any of these items, is not renewed. In addition, if any of these items are missing or incorrect, the planning office is subject to various penalties. Therefore in short, the Chamber of Urban Planners is one of the main actors of the market by means of determining the minimum price of the project, complying with it and interfering with the wages of the employees.

4.3.2 THE METHODS FOR OBTAINING A PROJECT

Provision of planning services in the field of urban planning can be in different ways; either the relevant administrations can prepare plans by themselves or they can get this service from the private market in different ways. With the introduction of neoliberal policies, there has been a significant increase in the number of self-employed planning offices and after that time, planning activities have been started to be realized by these offices as a majority.

There have been several methods for self employed planning companies in the private market to get a project. Generally, urban planning projects can be described under the consultancy services and architecture, engineering, surveying map and projects, urban planning in all scales and plan application, EIA reports, software development, design are listed as similar technical, financial, legal consultancy services.

The methods for these descriptions can be listed as; Open Tender, Bargaining Procedures, and Direct Procurement Method. These methods are determined by their monetary sizes described as threshold value and approximate cost in the Law No.4734 and financial figures or financial limits for every method are being changed every year. In addition, some of these administrations, especially municipalities, use competition method in order to realize their projects. But, this method is very rare and it is used especially for urban design projects.

OPEN TENDER METHOD:

For an urban planning project to be obtained through tender method, the planning type, characteristics and details of the work are determined by the institution. After these details determined, the cost of the project is calculated and the approximate cost

is determined. The permission for the tender is taken from the head of the institution and the procurement has been announced by filling application form of Public Procurement Authority. The application form can be found in the web site of the PPA, and all the information for the work to be dealt with such as administrative specification, technical specification, contract sample, area size, type of the project, and date of the procurement shall be entered into the web page at least 21 days before.

On the date of tender, all the tenders are submitted to the commission by participants and each file is examined by the tender commission whether the documents given by the companies are missing or not, the correctness of the documents provided by the companies, the amount of the letter of guarantee and the price quotation are recorded. After the 15-day bid evaluation process, the financially lowest bidder is declared and the company is invited for the contract. Within the next 15 days, the winning company will be obliged to sign the contract and receive the ground delivery (the delivery of the place). If the contract is not signed within this period, the right of the willing company is cancelled and the guarantee is recorded as income on behalf of the administration, and the same procedure is performed by evaluating the second most advantageous bid.

The relevant page of PPA is followed by planning companies for such tenders. In order to participate public institutions' tender all companies has to be registered to PPA, and all the documents described before must be prepared and submitted for each tender to the contraction authority. In accordance with the relevant legislation, such tenders shall be awarded only with the lowest price, the technical or other qualifications of the companies disregarded.

BARGAINING PROCEDURE

The characteristics of this kind of tender is described in Article 21 of the Law No.4734. Article 21 lists the valid specifications by paragraphs (a), (b), (c), (d), (e), (f). The most common method for this kind is named as "21f" and the monetary figures change ever year. The financial limit of 21f is 225.403.-TL by 2018. In this method, first of all, planning offices that have capacity to do that project are invited to the tender. In the tender, the tenderers whose qualifications are determined according to evaluation

criteria stated in the tender document shall submit their proposals. Just after the announcement of the prices for each company, the latest written price proposals which do not exceed the first prices are submitted to the commission and in 15-day period final decision is announced. For (b), (c) and (f) it is not obligatory to make a contract and obtain a performance bond if the project is delivered within the terms of the contract and it is approved by the administration.

The application of this method to the practice is as follows; the qualifications of the project is informed to the urban planning office by the company or persons from a institution. The price for the project is determined by the planning office due to the minimum price list of CUP. The principal factors for pricing are the region and the size of the area, and the type of the plan. The final price is offered to the owner of the project as verbal announcement and an agreement is signed at a certain price after a bargain on this price.

Although the basic criteria in the pricing depends on the minimum price list of the CUP, these prices are used by self employed planners in most cases and there has been price cut and 70-80% discounts made by self employed planners in order to take the project. This discount rates can be caused by two reasons; the prices determined are too high, or the market does not accept these prices.

DIRECT PROCUREMENT

Article 22 of the Law No.4734 identifies Direct Procurement Method and technical conditions and the price are negotiated with the tenderers invited by the administration. With this procedure, it is ensured that all the subdivisions mentioned in the 22nd article are provided without the need of announcement, without the need of collateral, without the necessity of establishing a tender commission and seeking qualification conditions stated in the 10th article.

This method is often used in low-cost jobs, and municipalities often prefer this method to work with planners. As in the case with other methods, the relevant legislation also sets financial threshold values for this method and these values are revised annually which are 67.613.-TL for metropolitan municipalities and 22.524.-TL for others for 2018. Since the price of this method is low comparatively, in order to do projects by

this method, either the project is divided into separate parts by municipalities or high price discounts are offered by self-employed planners in order to get the job.

In this method, the relevant administration will issue three price proposals from the offices and the job is given to the financially most advantageous offer. At this stage, municipalities usually prefer to work with the office that they work, the other price proposals are collected with higher prices than the predetermined financial proposal. This technique is the most common one in the private market, especially small-sized projects like plan changes.

COMPETITION METHOD

The procedures and principles of this method is determined in the Article 23 in PPL No.4734 as: "Administrations may announce a prize-winning or non-awarded competition in order to obtain projects in the fields such as architecture, landscape architecture, engineering, urban planning, urban design projects and fine-art works." This method is used usually from municipalities and for urban design projects.

The first step for this method is the preparation of technical and administrative specification of the project. The jury is appointed either from academicians and/or professionals from the public or private sector, and all the projects are evaluated by the jury after submission and usually the first three projects and five mentions are awarded.

4.3.3 PLANNING PROCESS

Although the planning stage differs according to the institution in which it is conducted, it usually carries out a similar process, but varies according to the type of the project. Generally, the overall urban planning study in Turkey consists of 1/5000 scale Master Plan, 1/1000 scale Implementation Plan, and a Research Report and/or Plan Description Report as an integral of physical plans. At the first stage, before physical plans, public institutions are asked about their views/projects for the area where the planning is to be conducted. The area is investigated and examined by other institutions due to their specialized topics and the opinion of related institutions are

reported. The number of institutions that the opinion is received are between 11-16, but it changes according to the characteristics of the plan to be designed.

The information is analyzed after gathering necessary documents such as site visit, land use, literature survey, sectoral questionnaire work with institutional views. The projected year of the planning work is then calculated from the synthesized data and new calculations for population, labor force, social, cultural needs to the area and spatial dimensions are identified for the projected year of the settlement. In the research report, collected data, analysis and synthesis work is given together with the information about the region's location in the country, region's history, economic and social status, existing population structure, climate data, potentials of the region in sectors, pictures, photographs, graphics, and so on. This report also provides a basis for the physical planning of the area.

During the physical planning phase, 1/5000 scale plan, defined as master plan, is prepared. It is a kind of work where basic decisions are taken about the region. Then 1/1000 scale implementation plan is prepared as a second stage of the physical planning constituting detail study of 1/5000 plan.

The 1/1000 scale implementation or development plan contains detailed information for the application stage such as road widths, conditions and forms of build-up, the diversity of the other usages like green areas, social, cultural, educational areas and the explanation of the plan is given by the Plan Explanation Report. In addition to all of these, information or critical decisions leading related institutions that can not be shown on physical plans are written as "Plan Provisions".

After all these studies are completed, the plan proposal is submitted to the related institution. The plan is examined and reviewed by the institution and either approved as it is, or submitted back to the planner in order to make necessary corrections. Plan approval procedures are carried out by the minister after they have been examined by the commissions in the institutions. In the municipalities, on the other hand, firstly it is examined by the development commission, then it is approved by the municipal council.

The plan changes on an existing one is prepared by practitioners in the private sector in accordance with the same procedure. Afterwards, the prepared work proposal with the justified report is presented to the concerned municipality or related institution. After the examination by the commission, it is accepted and approved. The approved revised plan is suspended and declared for one month period. After criticisms of the objections, if any, these are evaluated and notified the reasons in a report. As a result of the decisions of these changes, the physical plan is become final.

4.4 CONCLUSION

Almost every period, the dominant economic model worldwide was adopted within a short time in Turkey. In every society around the world, institutions are shaped by economic processes during the history and after that they become permanent. Thus, institutions formed in a period also affects developments in later periods. Even in Turkey, the development/change of institutions has occurred in the historical processes and these institutions are formatted/restructured according to the economic policies. For that reason, the historiography of urban planning practice was analyzed in comparison with the economic policies of those times.

Most of the economists divides economic periods according to the changes in economic policies. Although there have been small differences, the periodization of history of economic policies of Turkey is more or less similar to Pamuk's periodization. According to him (2016), in the 19th century liberal open economy model was observed, the interventionist national economy or the model of industrialization through import substitution started from the 1930s, and the neoliberal model began to spread from 1970s and showed itself well in the 1980s.

- a) 1820-1913: the agriculture-oriented Ottoman economy opened to foreign trade and foreign capital,
- b) 1913-1950: the early Republican period which includes two world wars and a world crisis; import-substitution industrialization model through statism,

- c) 1950-1980: industrialization through import substitution led by private sector after World War II,
- d) 1980-2010: opening to neoliberal policies and globalization (Pamuk, 2016).

Turkey's embrace and opening of neoliberal globalization policies of the second half of 1970s began in a deepening political and economic crisis and proceeded bumpy conditions. The most important reason for the fluctuations was not the world economy, but the changing conditions of domestic politics.

The economists are studying the period of neoliberal process, which had been put on January 24, 1980, and stamped the next years with the name of "January 24 Measures", in three sub-periods (Boratav, 2016; Pamuk, 2016; Yeldan, 2016). Pamuk (2016) lists this period as; a) 1980-1987, b) 1987-2001, c) 2001/2009 while Boratav (2016) subdivides as; a) 1980-1988, b) 1989-1997, c) 1998-2009 and explains differences as follows:

- a) 1980-1988 Counterattack by the capital: In this period, the target was to create an export-oriented economy with a focus on the market. Liberalization was achieved in foreign trade, significant developments in exports or final goods, liberalization of banking and finance sector were realized gradually.
- b) 1989-1997 Return to populism by finance capital surrender: the country was governed by short-term coalition governments in this period of political and economic instability that has nested in the process of opening up to Turkey's globalization. Due to the short-term political objectives, fiscal discipline was abandoned and international capital movements were liberated.
- c) 1998-2009 Continuous surveillance of IMF and crises: A single party government period under the country's globalization process, constitutes the other sub-period. After the 2001 economic crisis, a program was created with the support of the IMF, policies for EU membership candidature were followed for a while, and independent new institutions were established.

As in the world, the economic policies of Turkey determines the planning agency in

time, and planning practice has become a reflection of the governments' economic policies and ideologies. Coming back to the urban planning practice, in the Ottoman Period, the arrangements in the field of planning were made just for to solve infrastructure, housing, transportation and environmental problems. They were not a comprehensive solutions but a local arrangements in order to reorganize the places after big fires. In the early years of the Republic, the main target was the development of the country and, for this reason, the establishment of needed institutions and/or correct/rearrange inadequate ones was the main criteria. However, during 1980s, as in the economical policies, instable, short-term arrangements have been made without profound and detailed investigations just for to save the day.

From this point of view, the planning activity in Turkey can be seperated into three different periods in relation to the milestones of the process; a) 1956-1985, b) 1985-2000, c) 2000-present.

a) The first term covers the period, starting from the first Development Law No.6785 in 1956 up to 1985, where the second Development Law No.3194 entered into force. This also refers to the import-substitution policies for industrialism as economical terms. Neoliberal policies of governments has started to be used as an ideology in Turkey, in the beginning of 1980s and as a result of these policies, a lot of changes has been realised in the planning practice and the urban development law was rearranged to adopt to neoliberal policies.

b) The second period starts with 1985 and goes up to 2000, to the time that the authority to make Environmental Plans was granted to the Ministry of Environment. In this period, developmental implementation plans were made by municipalities, rent-oriented planning mentality emerged, natural areas –especially agricultural areas- were opened to development and excessive urban land was created. In economical terms, this was the period of intertwined political and economic instability in Turkey and Ankara Agreement was signed with EU, and various institutional arrangements was realized.

c) The 21st century can be accepted as the third period, starting with the structural “reforms” of the Stand-by Aggrement with IMF. This is the period of the intensive

implementation of neoliberal policies. There has been radical changes in the institutional structures and so that the planning concept. The understanding of planning changed dramatically in this period, and short-term partial planning understanding has become popular instead of comprehensive rational planning approach.

So, the conceptual framework related to urban planning practice consists of a series of concepts and policies as a chain reaction at different levels. Any change in the economic policies in a country is reflected to the other sectors and different reactions are occurred in the processes as shown in Figure 4.9.

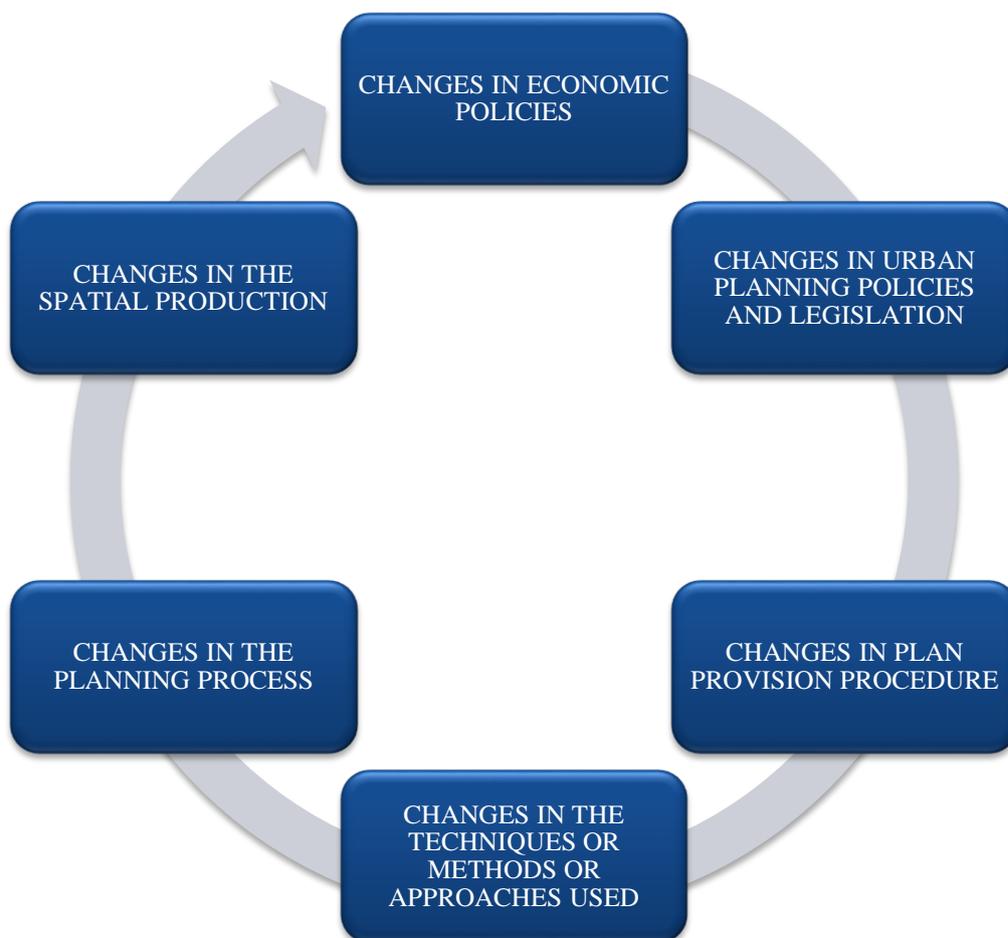


FIGURE 4.9: CHAIN REACTION OF CHANGES

Since the turn of the 21st century, there has been a great difference in the planning field and has been affected indirectly as a consequence of the rise of neoliberalism, the new public management and its impacts, economic, social, institutional, environmental and professional, on the public sector. Planning is conducted by planners, who operate on a professional model, and governments' economic policies, and indirectly planning policies, set out the planning system. It is an important activity, that links to issues such as sustainability, housing provision, environmental protection and urban design. But, over the last two decades, governments have started to see planning as a key tool for affecting the supply and demand for housing. It is obviously not limited only with housing sector, but also related to shopping malls, big governmental projects, road networks, airports, power stations, power plants, and similar various projects as well, as the main driving force in the neoliberal era for politicians.

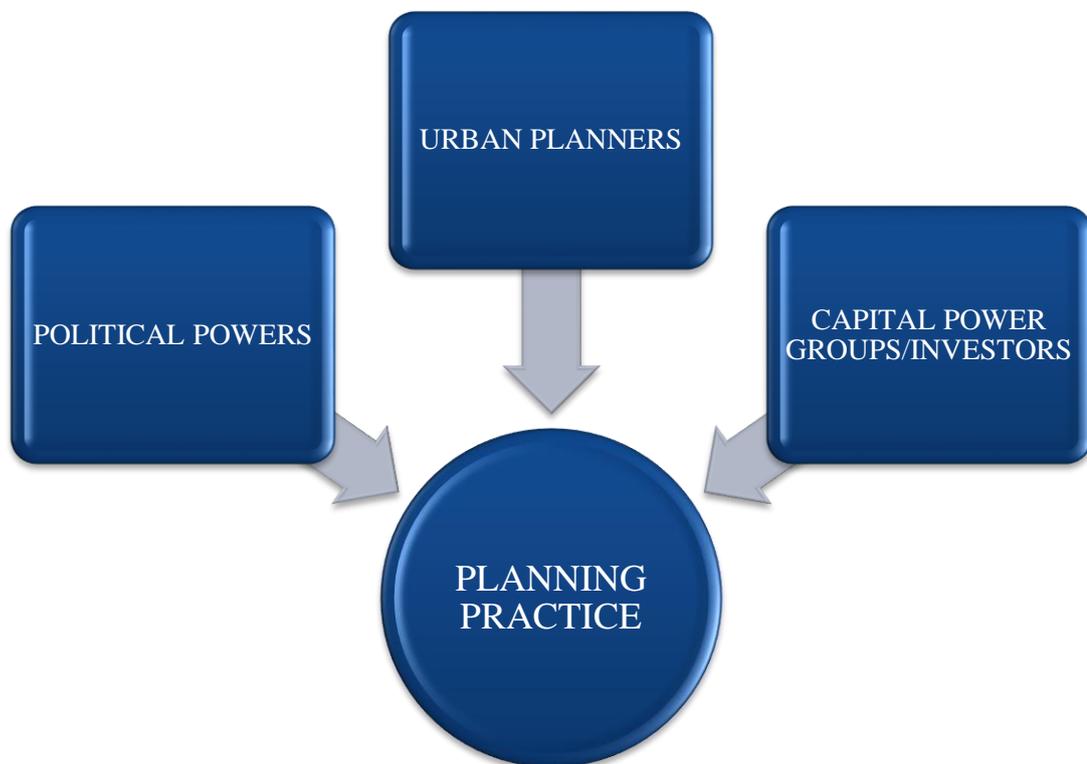


FIGURE 4.10: FACTORS THAT AFFECT URBAN PLANNING PRACTICE

In this period, urban planners have divided into two parts as; collaborative planners and resisters (Clifford and Tewdwr, 2014) according to their ideological ideas such as neoliberalism, new public management, and democracy. This division is the most clear on the planners who work at the private sector as practitioners, since the plan production process is mostly realized by freelance planners in Turkey. The public sector planners may or may not collaborate/resist the system easily as in the private sector since they belong to institutions.

On the planning practice side, there have been various differences starting with the second Urban Development Law No.3194. A lot of municipalities were established in Turkey within this period and these municipalities The municipalities were classified according to the population size of the cities that they responsible and the service areas of these municipalities were changed. On the other side, various legislation regulations were arranged and many institutions have been established in the field of planning. Plan production, acquisition and approval processes and plan types were adopted with these new legislations. Many organizations related to planning were authorized to make/approve urban plans.

So, the next chapter focuses on private sector planners, who are one of the most dominant and/or decisive actors in the market by collaborating and/or resisting the system, by directing the political powers, and by intervening the wishes of citizens and capital power groups in the market mechanism. The aim is to explore private sector planners' understandings and the ways that they experienced these changes. Arguments of the work are driven by an empirical base comprising both questionnaire survey and interviews.

CHAPTER 5

CASE STUDY

Case study is defined as a *research strategy*, an empirical inquiry that investigates a phenomenon within its real-life context. It is a form of qualitative descriptive research that is used to look at individuals, a small group of participants, or a group as a whole. It refers to the collection and presentation of detailed information about a particular participant or a small group. Case studies are analyses of persons, events, decisions, periods, projects, policies, institutions, or other systems that are studied holistically by one or more method. The data about participants, is collected using participant and direct observations, interviews, protocols, tests, examinations of records, and collections of writing samples.

In the previous chapters of this thesis, the historical and practical stages of the urban planning profession and practice in Turkey were tried to be explained theoretically with the aid of literature survey. In this chapter, the process or the stages in which the planning discipline works in Turkey will be discussed through the practitioners of the profession who have been in the market for many years and experienced the process.

Methodologically, in order to make adequate discussion at planning process, case study part of this thesis will be included two different types of data collection; interviews and questionnaire survey. On the one hand, in-depth interviews are made with urban planners who work at different ministries related with urban planning discipline. Representatives of the Bank of Municipalities (İlbank), the abolished Ministry of Public Works, the Ministry of Environment and Urbanization, different types of Municipalities and academicians were selected for in-depth interviews. These interviews are of importance in terms of showing and explaining how the processes defined by freelance planners are experienced within the public institutions.

On the other hand, questionnaire survey is organised for self employed planners who took major roles in planning activities in Turkey. In selection of sample group the main criterion was the competency licence. As mentioned before, it is a certificate given by the Ministry of Environment and Urbanization to freelance urban and regional planners according to their fulfilled (completed) planning tasks (contracts). This is because, competency licence is important in technical responsibilities and proficiencies of planners in planning affairs –starting from small settlements to metropolitan areas-, and it shows the duration of overall planning experience of the given bureau.

5.1 INTERVIEWS WITH THE PUBLIC PRACTITIONERS

In the previous parts, the planning process in Turkey has been described in relation to a chronological order with politics and economics. This time, the process will be explained through the people working in planning related institutions on the one hand and practitioners in the private sector on the other hand. As mentioned before, interviewees, public practitioners, were selected from related institutions, and they are asked to explain the process of urban planning in Turkey, both as a planner and in terms of the institutions that they were working for. Surely, these people will be mentioned by numbers but not by their names.

Many different issues were discussed with the interviewees regarding the area of planning. Because, as mentioned before, these people are executive planners through public institutions. The subject of the thesis is explained and the interviewees were expected to talk about the topic firstly. But, basically all interviewees were asked questions in specific titles and then they were often released to talk about what they wanted.

The conversations are mostly focused on urban planning process in Turkey, the chamber of urban planners, legislation arrangements, and the planning practice itself. After the interviews are decoded, the topics are divided into subheadings. In the first part of this phase, the planning process will be explained according to three

subtitles; the first urban development law, the second urban development law and the dramatic changes on urban planning starting with the 21st century. In the second part, conversations will be listed according to the subjects. The subheadings of this chapter were attempted to be the same with the periodization of the theoretical chapters in order to allow the comparison between the theory and the practice.

Almost all interviewers started talking with a brief information about the time until 1956, and a detailed information for the other periods of planning process. As mentioned in the previous section, the enactment of the Building Act and the Buildings and Roads Act, the establishment of the Bank of Provinces, the establishment of the Ministry of Public Works (Nafia Vekaleti) and the establishment of the Ministry of Public Works and Resettlement are also defined as the most important developments up to the first Urban Development Law No.6785 in the second period of 1950s.

It is explained by the Interviewer I that Municipalities Bank, which was founded in 1933 with the direction of Atatürk, for ordering the municipalities in construction and in financial arrangements changed its name to (İller Bankası) in 1947. He also stated that the task of Municipalities Bank was to distribute the resources allocated by the state to municipalities each month. He added that there had been two departments within the Headquarters of the Building Affairs in the Bank of Provinces; Directorate of Urbanism and Directorate of Municipalities Urban Planning. The former directorate was giving out the planning issues by contract whereas the latter was doing planning works by the ex-officio (emanet usulü). He also highlighted the importance of the ex-officio type in terms of staffs' knowledge.

At that time both the Ministry of Public Works and the Ministry of Public Works and Settlement had organized courses for municipalities' employees in terms of urban planning. Interviewer I also added that the basis for the current planning system had been designed at that time explaining the meaning of a research book and hierachic relations between scales. Later, a protocol was signed with the Ministry and the Bank of Municipalities and it was decided that the plans will be prepared according to the research book; explaining the relations between analysis, synthesis, and physical plan integrity from the comprehensive point of view.

The interviewer III explained the planning process a little more thoroughly. According to his explanations, plans were produced centrally in the way that the Building and Roads Act was in effect, technical staff was going to cities from the center and formed a commission in order to collect information and data about the settlement and then these people were drawing plans in the center. He defined these drawings, mostly done by architects, as a two-dimensional city layout on a flat sheet of paper without a topographic map. He summarized that period as; “By 1940s, it was seen that the legislation Buildings and Roads Act can not meet the needs of large cities, especially after immigration has started. During 1950s, because of the dramatic spread of squatter areas especially in Altındağ-Ankara, the need for amnesty came to the agenda and it turned into a general amnesty for all Turkish cities and Law No.6785 foundations were laid.”

Interviewer I added that the commissions formed in cities consisting of province governor, private administration officer, public relations manager and/or people representing other institutions, and aimed to review the settlement in terms of basic and existing information in order to direct the planning process. Interviewer III claimed that the cities that were constructed in such a way were similar to each other and almost all of the cities had common features such as Cumhuriyet Square, Atatürk Square, Atatürk Boulevard, İstasyon Boulevard. In fact, this situation can be interpreted as the spatial integration between public administrative uses.

The Buildings and Roads Act was prepared after the Roads and Buildings Regulations and Building Act as being the oldest regulations about the subject, and entered into force in 1930. It was enacted in order to produce beautiful cities by paying attention to the western cities. Similarly, it was aimed the planned development of cities, planned production of the land and construction of buildings to the planned areas by Law No.6785.

Interviewer III claimed that the Buildings and Roads Act has been a lot of details for determining the construction of each building, although the logic of the Act was seen the city as a system of buildings, roads and vehicles. He also stated that before No.6785, various meetings were held with the need to live in the cities without any problems by solving the existing problems. Interviewer III defined No.6785 as a

comprehensive legislation with putting forward the importance of urban planning, although the existing level and level of development, dynamics regarding production, means of production, and social relations and customs were ignored very much.

5.1.1 THE FIRST URBAN DEVELOPMENT LAW NO. 6785 - 1957

Interviewer I stated that, by the enactment of Law No.6785 in 1957, planning and related works were started to be more serious. It is also stated that the geological surveys were carried out at that time, and only three institutions' opinions (General Directorate Of State Hydraulics Works, Directorate General Of Highways, General Directorate Of Forests) were taken into consideration. Agricultural areas and fertility grades of the land were viewed from the 1/200.000 scale agricultural inventory maps. It is also added that the term "coastal borderline" was not introduced to the agenda yet.

Interviewer V stated that there was no development plan for each district at that time, most of the municipalities have had development regulations during 1956-1958, these regulations were being implemented without a physical plan, and there was no obligation to do development plan for the settlement under 5000 population. Only big municipalities like Ankara, İstanbul, İzmir, a development plan was also the necessity in order to take the financial funds from the Bank of Provinces.

The concepts of "coastal borderline" and "coastal strip" have begun to be debated in the period 1957-58 with the assertion that the coasts should not be abandoned and these areas should be under the control of the state. The negotiations about the concepts has been enacted by the integration of additional articles (annexes 6-7) to the Law No.6785.

According to the Interviewer V, it was begun to talk decentralization issues at the National Security Council during the years 1966-1967 and it was decided that the concept of planning was a matter of urban and national security. From this date, three offices were established in three settlements in order to start planning. It is also argued that the Master Plan Offices, established after this decision, were very important at that time and a planning team for each office have set up a comprehensive planning

approach from the locality point of view. According to the interviewer VII, the first urban planning office in the private sector by an urban planner was opened in 1968.

Development plans of settlements were being drawn on a plain paper up to 1970s. In the very beginning of this date, topographic maps of Turkey has started to be made by the Bank of Provinces in addition to the maps by the General Directorate of Title-deed and Cadastre and to the military maps of the country by the General Command of Mapping. So, topographic maps were started to be a base for physical plans. Interview I explained that topographic maps were made by a very serious commission until 1985, including urban planners, surveyers, and geological engineers and the limits of a map were decided by planners. But after 1985, since commissions could not be set up and could not be sent in due time, the maps were done by regional branch offices.

Interviewer I explained the ways of obtaining development plans at that time as both by tender or ex-officio method in the Bank of Provinces. The first step was to prepare master plan of the settlement with 1/2000 scale and it was being controlled by the Bank first, and then sent to the Ministry of Public Works and Settlement. Plans were reviewed by a commission without going to seesight, and with a commission report which was called “paraff conditions” sent back to the Bank. Just after, 1/1000 scale plans were approved with the same process. The latter’s difference was the sightseeing. After all corrections on the plan, it was examined by a colloquium seeing it as appropriate.

According to Interviewer I’s explanations, the project was tendered including 1/2000 scale and 1/1000 scale plans, central analysis, photography album and house type sketches. The most important thing was to draw 2-3 types of housing typology suitable for the settlement’s social structure and citizens would construct houses by choosing one of these house sketches. Interviewer I stated that creating a house type was very important since citizens do not have to pay the architectural projects to do their homes at that time. Another important thing for that time was to draw plan changes on a A3-A4 plain sheet without a base map. But after 1985, it was decided by a circular that all plan changes will be drawn on a same map and the council approval date of the plan will be written on the side.

Interviewer I said that the Law No.6785 had instrucional designations instead of regulations, but these were very limited. Since there were not many planners on the market, planning was carried out by architects, adding that the design skills of the architects were developed and the drawing emphasis. Besides, he added that colloquiums were very important and it would be like a court session. Any technical personnel had the knowledge to defend the plan proposal when the one examined it on site. There were invited participants from institutions to colloquiums, a kind of participatory planning, and even those from other institutions were arguing about the proposal and there was an inter-agency exchange of views.

Interviewer I stated that urban development plans were prepared only in the public from Ebniye Regulations until 1985, and the only authorized side was the state and the owner of all kinds of plans was the Ministry of Public Works and Settlement. In 1984, the name of the ministry was changed and the announcement of the New Urban Development Law No.3194 has immediately followed it.

On the other hand, in the first half of the 1980s, Reclamation (Improvement) Act, squatter reforms and amnesty regulations came up and the planning was blocked because of such populist policies. Interviewer III stated that amnesty regulations was a major problem, but it was created by the state since the people were attracted to cities and thus formed squatter areas. In 1960s, in the chapter on urbanization of the 2nd Five-Year Development Plan, it was said on a passage that “the growth of big cities will be supported, not to be prevented.” So, Turkey’s population exploded in the 1960s, housing problem has reached its peak, and just after the first amnesty regulations in the 1950s, a comprehensive and general amnesty, Squatter Act No.775 has come to the force in 1966.

Interviewer III told that a National Physical Planning Seminar held in 1965 and it was decided that all Turkey should be planned at the national level just for the determination of how to invest and where to invest. It has also been mentioned by interviewer III that, No.775 has been titled to the problem only in the dimension of the space and reclamation zones, liquidation zones and prevension zones were determined by this law and planned areas will be shown to those who need houses.

Interviewer V explained that plans were never been prepared in the Ministry, the correct address for this was the Bank of Provinces (BP). The application for development plans were made to the Bank by municipalities, that Bank received proposals by putting these applications in order, and when it comes to the order, and it has either entrusted (ex-officio) or tendered according to the request of the related municipality.

Interviewer I stated that urban development plans were being made by for municipalities to the public at that time and the Bank was assigned this duty as the only authorized public institution. The realm of the Bank was both local administrations and municipalities and plans were prepared either by the Bank or by competition. The competition method for that time was very common and it lasted until 1985.

The scientific and technical side of planning process was very important, hence, until 1985, all kinds of plans were taken care of two institutions; the Bank of Provinces as a preparing side and the Ministry as an approval side. As same as the Bank, the Ministry had been preparing plans for strategic areas like coasts by its own provincial directorates. Interviewer V added that the Ministry had also regional planning department. This department started to work for regional planning from 1968, and 12 regional planning research books were produced. Turkey was seperated into 6 regions as; Ankara, İstanbul, İzmir, eastern region (Kars-Ardahan-Artvin), mediterranean-black sea region (the middle part) and West part (Trakya, Kütahya).

Interviewer I claimed that the situation had increased gradually and planning process was lasting years and years, and by 70s and 80s the rhetoric of localization started to took place with the saying “plans should be made from the local not from the center, it has to be decentralized”. Besides, Interviewer V stated that the approval process both in the Bank and in the Ministry as a center –Ankara, was very troubled since the arrangement and approval of plans and meetings were lasting at least two years. The short-term solution for this problem was to cancel 1/5000 scale plan production and producing circular about the sufficiency of 1/1000 scale plans.

Finally, in 1985, the new Urban Development Law No.3194 was issued and with this

law, preparing, obtaining and approving authority for urban plans passed the municipalities. Interviewer III claimed that nothing is changed but only decentralization, whereas interviewer I described the authority transfer as a revolution. He explained the reason of his opinion as a fact that in the field of urbanism, the business area was taken from the state, the private sector started to do work and municipalities started to give jobs. Thus, the prosperity of the private market has increased and therefore self-employed offices and freelance planners have begun to multiply.

5.1.2 THE SECOND URBAN DEVELOPMENT LAW NO.3194 - 1985

Interviewer V made a comparison between No.6785 and No.3194 and stated that in the first one the authority was in the center whereas in the second one it was distributed to municipalities as local authorities. He saw privatization as the pushing force behind it and argued that it was a radical decision and the breakpoint on behalf of Turkey. According to him, the idea of giving authority to municipalities, decentralization in other words, in order to speed up the construction market have been influential and the discourse has turned to unity. Two Istanbul parliamenters worked in the construction of the Urban Development Law as in Bosphorus Law, later bureaucrats joined them and the law was written in the Ministry. He added that everybody approved the issue of localization, but without the impact assessment; localization was only meant to speed things up.

Interviewer I stated that one of the rules introduced by the No.3194 in 1985 is the planning stages. It is accepted that plans will be made hierarchically and harmoniously between the levels (scales) and lower level plan will have to conform to the upper level plan and the upper level plan will be the basis for lower level plans. It has added that the planning stages are two levels as development plans and master plans. Urban design legislation is not found but it is accepted as a part of the implementation plan. It is also determined that the highest plan level is the regional plan and the next one is the environmental plan and the upper level plans will be completed first.

Interviewer I explained that with the No.3194, the Bank had prepared technical specifications and to receive opinions from at least five institutions (Directorate General of Highways, General Directorate of State Hydraulics Works, General Directorate of Agriculture, Ministry of Culture and Tourism, Ministry of Energy and Natural Resources) are absolutely necessary and according to the specialty of the settlements some more such as for forest areas, mining areas, ports and airports can be get if necessary.

Interviewer I also talked about topographic maps and explained the process. According to him, topographic maps were made more serious and the area was measured as much as the capacity. But after 1985, mapping areas have become to an exaggerated degree in order to expand the settlement because of the political interventions and behaviors of mayors.

Interviewer I also mentioned two other important developments of this period. The first one is the coastal legislation and the second one is about the protection and conservation of cultural assets. Until 1990, Articles 7 and 8 were added to the No.6785 as coastal regulations and the first Coastal Act came out in 1990 and it was finalized in 1992. According to Articles 7-8, coastal borderline was defined by a commission composed of various groups of professions. It was an unchangeable absolute line once determined. In the first periods the approval authority for coastal borderline was the Ministry, but later it was given to provincial governorates and supervised by the Ministry. While the concept of coastal borderline was 10 meters, it expanded to 20 meters in 1990 and 100 meters in 1992. At least half of 100 meters will be green, the rest has to be planned for daily use, not for residential facilities for the citizens to use coasts comfortably. It is also explained that, “shore adaptation plan” will be made on the coastal settlements within one year according to the legislation. In other words, the settlements will be able to examine the coasts in terms of construction of buildings and the consistency with the development plan. But in Turkey, “coastal adaptation plan” was never done as interviewer I stated.

The second one, the conservation legislation came out first in 1983 and then in 1992, the Conservation Law No. 2863 was prepared. This law, having no preceptions, has started to be implemented with the circulars such as Regulation on the Preparation and

Approval of the Conservation Plans and Urban Design Projects. The term “protected area”, standards and techniques were defined with the regulation and plans of these kind of areas were started to be prepared. It was decided with the regulation that the plans of protected areas had to be completed within one year. But, as Interviewer I explained, as same for coastal area plans, this arrangement was not applied by administrations.

Another improvement according to Interviewer I was the regulation arrangements on geological studies. He argued that the earthquakes of 1999 were a milestone for the subject and after that time, the necessity of drilling and geological surveys, especially for the earthquake regions have been made just before urban planning studies.

Interviewer I stated that the planning works carried out by the Bank of Provinces during the period have decreased considerably in the period of 1985-1990. The municipalities that were given the right to make a plan started to make their own plans in this period and self employed offices that served in the private marked increased dramatically. Besides, he argued that since planners in the market were not fully trained and since there were no trained staff in the municipalities, the Bank has returned to work and planners have started to get the projects from the Bank.

5.1.3 URBAN (UN)PLANNING IN THE 2000's

All of the participants were summarized the development of planning process according to their own institutions and have reached consensus on issues related to the years 2000s. Basically, interviewers' comments on these years can be summarized as follows. There were developments and innovations in the approaches and preparation of planning up to 2000s, such as emphasis on planning in the local and emphasis on science education. But, this dissapeared by the 2000s. Especially the last 20-25 years, too many laws have begun to enacted and planning has become equal to legislation. It was very and often that the legislation was changing and after a while the legislation was unable to follow by anyone. Taking views from institutions have increased and these also are bound to some legislation, which means that much legislation no more planning. Even planners are having a hard time for following that much changing

regulations and unfortunately many planners are unaware of it. Now, development plans are made only as a form; no science and technique. In the past, the Ministry and the Bank were such a filter, but now, municipalities want to complete the process very quickly, no matter how it is done.

For the new period starting with 2000s, the discourse of all interviewers was clustered around certain subheadings. These can be gathered as the legislation, institutions, the ways of obtaining urban plans, planning profession, planners, CUP, tender methods, planning periods –the milestones, search for answers for the future. Therefore, the years starting from 2000s up to today will be examined through these sub titles.

PLANNING LEGISLATION

Urban planning legislation is one of the most complicated issues of the planning system in Turkey. Especially in recent years it has become inextricable with sequential and constant changes. The most striking example about the subject was given by Interviewer VI. He stated that instead of making basic regulations on legislation, macroeconomic adjustments are made in order not to lose time and there emerged new institutions in order to respond the market's and investors' needs quickly and technically. He also explained that Public Procurement Act has been changed 40 times in the last 15 years, and interprets these arrangements as the adjustment of the system according to the recognition that the bid should be given. Besides, Interviewer V argued that Public Procurement Law is not implemented by any institution in a real sense since the Act has the existence of 48 exceptional cases only in 2009 related to the sectors like privatization, investment and industry.

Interviewer V also argued that, land rent is being used by the planning system in the economic dimension and these arrangements are made in order to make the land as a direct income and the hyper rental tool. Interviewer VI drew a general framework for the frequent risk of clogging of capital accumulation and interpreted that these arrangements as the reunification of the crumbling capital coalitions just as the import substitution policies of 1970s, highways of 1980s and big public investments such as energy, telecommunication, and the construction ways of 2000s, economic income distribution distortion, the emergence of new riches as the new political power and

their intervention of the market. He also implied that in the latter case, the capital, formed through this fiction, is used not to give a modern and technological modes of production at the international level, but used to respond to the expectations of the islamic communities. *“Therefore, planning legislation in Turkey is used not for the current needs of legal system but used as an instrumental tool for the accumulation of wealth and political power reproduction. The forms of this instrument has changed over time. In the neoliberal period of 1980s, it was formed consciously with the transformation of urban development legislation in 1985. After 1990s, it is shaped as the hot money flows and new capital accumulation like islamic banking, cummmunity partnerships.”*

Interviewer V defined this as “the state of exception”. He stated that the term is used for the exception from the rules and almost every institution regulate these rules according to their needs and create a unique bunch of rules. According to him, the exemption has become a rule with saying that, for example, “special project area” or “urban transformation” as an exception from the general rules of urban development law and first exceptionalization started with the Ministry of Tourism in 2000. Besides, he stated that TOKİ is equipped with too much authorities in this sense and facilitates the rules for producing housing quickly and creates an exception for its own advantage because the state policy requires a lot of housing.

On the other hand, Interviewer V claimed that the concept of economic state takes the place of the social state and thus everyone, both the state and the citizen, prefer economic conditions rather than the concepts of neighbourhood relations, moral values, good personality, and these left place to economic values and are beginning to adapt to economic issues. So the concept of new public management is customer, not citizen.

All interviewers interpreted the recent developments that began in the 2000s and also criticized existing regulations. Interviewer IV stated that Urban Development Act is related to the almost every institution in Turkey, and therefore, it should be known very well by everyone and by every institution. He argued that any slight change in any article of the Law affects all institutions in Turkey. Interviewer I argued that major amendments and extraordinary details were introduced by Law No.3194, but

according to him, legislation should be simple since these arrangements cause lots of conflicts in practice.

Moreover, Interviewer V stated that there are excess of law and/or regulations and they are contradicted to each other, and the priority is not known between each other. According to him, there were many laws enacted in 2002 such as Metropolitan Municipality Law, Provincial Administration Act, Public Procurement Act, and since these laws have interfered with each other the integrity of legislation has been broken. Likewise, he also claimed that there are five different regulations (Article 73, Urban Transformation Act No.6306, Mass Housing Act, Municipalities Act, Statutory Instrument No.644) on urban transformation but, it is unclear that which one will be used about the subject. Besides, the style of setting a regulation has changed much in Turkey, they are written quickly without the logic of reason and the process of research and analysis and thus, there are too many regulations are enacted frequently.

Interviewer IV argued that the problem is originated from the mentality not from the legislation, regulations can be wrong or incomplete in such a dynamic country, but these missing things can be solved with a correct approach. According to him, regulations should be more descriptive and understandable rather than laws because, regulations explain laws, circular explain regulations and statements explain circular. He also claimed that like Coastal Law which is incompatible with its regulations but more coherent with its circular, there are many contradictions in terms of planning legislation but the system is walking inside.

In addition, Interviewer II argued that any regulatory or legal framework can not solve today's requirements in a dynamic country like Turkey, because of such egregious legislation with very often changing regulations, over-regulation of legislation, and patch-work type of arrangements. On the other hand, it has been said that such a gap and so changeability makes it difficult for both political and legal rulers to take correct decisions and the deficits in the legislation have been used for their interests. He added that nothing could be done if one legislation contradicts or does not correspond to another legislation. For this reason, if the legislation is not taken as a whole, there will be always problems at every stage of implementation.

Interviewer number II claimed that planning is a very important instrument and everyone wants to keep this power in their hands. He explained that the authority to make/approve urban development plans was granted to the municipalities, but, then dozens of authorities were distributed to institutions and pointed out the conflict between Ministry of Public Works and Settlements and Ministry of Environment about “Environmental Plans”.

Interviewer II was the only one commented about the competency licence which is one of the biggest shortage for urban planners. As explained in the Plan Acquisition part, settlements or urban areas in Turkey are classified according to their population and the area size. An urban planner in the private market, just after the university graduation, takes Competency Licence Group F and increases his licence group by completing projects determined according to the “Regulation on the Competencies of the Capabilities of Urban Planners”. On the other hand, an urban planner in the public sector (university, municipality, and/or related public institution), increases his licence to group A after 15 years, no matter even if the work is related to urban planning. This situation, explained in more detailed in Chapter 4, prevents unfair competition in market conditions and fair work to be done. Interviewer III claimed that the competency licence regulation has to be abolished, because the areas to be planned can not be subject to such a separation. According to him, a planning team can be comprised according to the size of the population or area of the settlement to create qualified projects.

INSTITUTIONS

Interviewer IV argued that the most important institutional development in the field of planning is the unification of the Ministry of Public Works and the Ministry of Environment. The discussion between these two institutions about the authority of environmental plans were eliminated by adding and/or changing arrangements in the regulation, and the authority was given to the Ministry of Environment. But, he added that there appeared problems at that time since different types of plans had started to be done in the same area. He also added that politics has become active in the process of legislative formation after a certain point. Similarly, Interviewer V defended the unification of these ministries and summarized it in the following statement. “*The*

meaning of these two ministries is conservation-environment for one, and appropriation-urbanism for the other. The same is true for culture and tourism; using the word culture for protection and tourism for appropriation. As a result, the Notion of using a comprehensive thinking has developed. Politically, the unification of these two institutions have prevented the fighting”. However, it is added that the organization of the Ministry of Environment and Urbanization is not correct, since it has caused a central disintegration as separating environmentalists to one side and spatialists to the other.

Interviewer IV stated that the unification of two ministries have been playing a major role for the resolution of the problem of preparation and implementation of different types of urban plans such as environmental plans, coastal plans or protection plans. He also claimed that there has happened changes in the organization of the ministry, Department of Spatial Planning has established with lots of Directorates under it. Then, the legislation has started to be changed continuously and quickly in order to change the power of the institution. He added that with the Statutory Instrument No.644, Ministry of Environment and Urbanism has given all the power ever to approve whatever is on behalf planning in Turkey.

Interviewer I paid attention to inadequacy of the municipalities and pointed out that they are facing severe problems in practice because of the lack of specialized staff. Institutions are empowered from one side, but inadequate personnel from the other side are also one of the big contradictions in the field of planning. Likewise, although the Ministry of Environment and Urbanism has become the most component institution in the field of planning, it is said that trained personnel is the problem, that the mistakes are made and the quality of work falls. But the most important problem is the political pressure over the staff; there were no professional freedom because of the working conditions and requests that exceeded the principles of urban planning.

The most criticised institution by Interviewer III was TOKİ. He highlighted that although the purpose for the establishment of the institution is to construct houses for people with low income TOKİ has acted entirely out of purpose, and he argued that the biggest investments and corruption are made through TOKİ. According to him, the institution actually produces housing just for the lower housing prices in the market.

Similarly, Interviewer I claimed that TOKİ disrupts the “cells of urban planning” in Turkey, although it is an urban institution, and the construction of any cheap land without looking at the development areas and/or the plans of settlements, planning stages, protected areas, population numbers and the capacity of roads obfuscate the entire system and thus converted the region into a real disaster where it is built.

Interviewer IV argued that institutional problems arise because of legislation, and departments within institutions must know regulations very well and has to prepare their own legislation. In addition, he explained that even for any circular, opinions has to be received from other institutions, otherwise, regulations can not be enforced. Moreover, he explained the process as; *“the prepared legislation is examined both in the content and form by the Prime Ministry Legislation Development Unit whether the opinions are taken or not. If no opinions received, the draft proposal will be sent back to the relevant institution for it. At the approval stage of the development plan, each institution has asked for opinions from other institutions, so that the institutions know where each other is working, and if there are two authorized institutions in the same place, the Prime Ministry has been informed”*.

Interviewers also commented about the CUP as an another institution that is highly active in the planning process. The CUP is in a very effective position in the process with the “Minimum Price List” which is determined every year for private urban planning bureaus, and the “Professional Audit Implementation” (PAI) for the prepared projects. However, almost all professional planners, especially the private planning offices are criticised the Chamber of Urban Planners for these applications and the force to conforming them.

Interviewer IV claimed that almost every draft legislation on urban planning are also sent to the CUP for their comments, but no return was reported. He pointed out the “mode” problem of the CUP, and told that instead, preparation of a common comment with CUP’s members about draft legislation would be a correct attitude in terms of the applicability of the legislation. He added that CUP should not only appeal to the objection, but should bring a proposal on the subject it objected to, and gave the example of the Third Bosphorus in Istanbul. He stated that instead of criticisizing the selected route as problematic, CUP could explain a new route suggestion or has to

explain why it is not appropriate. As it is known, CUP has sent the company who made the implementation plan of the third bridge in Istanbul to the Honor Board of CUP, but the Board has decided as not to prosecute.

Moreover, Interviewer II pointed out the punishment given to the members by CUP. He noted that these penalties are usually related to miscalculated areas or late payments, instead, the projects should be questioned for legal validity. According to him, there is no rule as “the following facilities development/implementation plan cannot be done in the World’s or Turkey’s planning legislation, and thus, members cannot be punished associated with such an issue in terms of protecting the dignity of the profession. He added that the prestige of the profession is not about which project is made, but that it is provided by complying with ethical rules, legal and professional principles. He also stated that CUP should supervise or work on the projects about giving intensive densities to huge lands without allocating any social infrastructural areas. According to him, the people to be punished should be those who are fraudulent, who sign a project instead of someone else, who take the rights of others, misappropriate the tenders, make certain bad habits and habitually use it, or take bribe or illicit profits.

Interviewer II summarized that punishment about miscalculation is a tremendous accountancy rather than a professional organization. According to him, a professional organization could not criticize the members for doing or not doing a project. *“Planners make the choice; some of them do such projects, other do not, it is a personal preference. So, CUP do not have the right to prevent these personal preferences. It is not shame to earn money by doing business instead of doing dishonesty”.*

PLANNING SYSTEM

In previous phases, the applicable laws and regulations in Turkey for urban planning and the ways of plan acquisition discussed in detail. In this part, the planning system, internal dynamics and institutional structure will tried to be explained through interviewers, as employees in the institutions.

As mentioned earlier, neoliberal politics at the heart of the economy and its adaption in all institutions, especially with the beginning of 1990s, is the most decisive factor in the ongoing process. In this process, a transformation has started in almost all institutions and structures by economic interventions, and the planning field has got its share. During this process, which has started with the new Urban Development Law No.3194, many methods such as localization, liberalization, deregulation, decentralization, have been put into practice. The result is 26 institutions that have the authority for plan approval and 115 legislation about urban planning (Duyguluer, 2012).

Interviewers had detailed explanations about the planning system practiced in the direction of this chaotic situation. Interviewer V talked about the plan approval agencies and legislative oversight and said that the issue of multi-authority was once considered as a problem, but after 2011, the discourse changed and with the Spatial Plans Regulation in 2014 won legitimacy with the descriptions like “*plan approval authorities*”. He argued that this situation is different from the authority complexity; when he described the complexity of authority as the work of different institutions in their specialty area, he also argued that the existence of different laws/regulations in the same subject meant a lot of jurisprudence and defined this as legal pluralism.

The most optimistic participant in this regard is the Interviewer IV, and said that the system works with circular and communiqué and with the Statutory Instrument No.644, the authorities that had never been received until now have been given to institutions. He explained that plan proposals are received from individuals or corporations as long as there are no very specific and special plans, these are examined through legislations and field work, the institutional views are collected and plans are finalized and approved. He added that the plans in line with government policy are approved in every way. According to him, a specialist, working in the public sector/institution, must act within the framework of the government policy, but in cases public interest or public morality is contrary, plans are prepared again by the specialists but is not signed by them. In the end, he said that a specialist works on behalf of the institution but he is responsible for his own signature.

In a similar manner, Interviewer V said that the Ministry of Environment and Urbanism is equipped with the powers for almost every topic in the field of planning by the Statutory Instrument No.644, and has given the direct approval authority for almost all kinds of plans. He added that, in this case, there has been a significant increase in the numbers of plans and workload. According to him, approximately 40 specialist work in the Ministry and 1500-2000 plans are approved within one year. On the contrary, there are 250 planners working in the Istanbul Metropolitan Municipality, dealing with a zoning circle whereas the Ministry works for whole Turkey. Therefore, the workload is causing obstacles in the Ministry. Besides, Interviewer IV gives another example from Istanbul and clearly showed the conflict of authority between the Municipality and the Ministry. *“After No. 644 and Boğaziçi Law, there happened a debate about the site view of Beşiktaş. Before Boğaziçi Law, the area was announced as the protection area, but after the law, the decision was changed and it has become Bosphorus area. But it was not accepted and the decision about the protection area was back. But at that time, the Ministry approved the plans as coastal areas. Perhaps, it was faced with the decisions and techniques that were never seen in the Ministry until this time. It was seen in this process that, the last comprehensive plan for Beşiktaş was approved in 1980, then whole Beşiktaş area were built with fragmented plans (the same for Üsküdar and Sarıyer).* Interviewer I criticized the Ministry that is equipped with so much authority and that is at the forefront of the planning system as being uninstitutional.

Interviewer IV stated that the political pressure on institutions prevents proper works, and he also added that the head of a department and/or the bureaucrats in institutions has been appointed by not to merit but to influential contacts and/or acquaintance or directions.

Interviewer V argued that legislation in Turkey are not applied properly and sampled it with strategic plans. He stated that strategic planning, as a form of planning in which long-term projects are built, where real decisions about a city, a region or even a country are taken, remained an unrealizable phenomenon, either unfeasible or contemplated, and since strategic plans are presented as a hollow envelope, they are the main reasons for planning disasters. In fact, abolished State Planning Organization

was a very important institution for Turkey and Five-Year Development Plans were the exact examples for strategic plans.

According to Interviewer V, sectoral planning is harmful since all institutions think about their own industry, and prevents comprehensive planning approach and this situation causes fragmentation. According to him, it is accepted that fragmentation is going to create competition and that competition is going to accelerate the investment, and he defined this as centralized fragmentation; localization from one side and centralization on the other side.

On the contrary, Interviewer III argued that neoliberal policies and the development of urban planning do not overlap, because there happened no change with the Law No.3194, the new Urban Development Law grossly centralize the authority rather than decentralize it. He explained his argument as; *“I do not perceive the centralization or decentralization process of urban planning as the central government’s opposition to local government. Conversely, plans were more democratic when the center was in power. But now, development plans are shaped by the mayor’s preferences. Almost all plans approved by municipal councils are the decisions of the mayors. It is because mayors who equipped with broad powers, have the tools to persuade members of councils. The neoliberal planning left the former municipal organization is disastrous. When the law was changed, the local government system had to change. In this situation, everything remains in the morality and the vision of the mayor”*. On the other side, he added that an urban plan is a document that regulates the distribution of rents in urban land that occurs spontaneously or on a plan, whereas the effects of economic social planning and its reflection on the place should be examined first, and physical plans must be made after this work.

Interviewer VI explained that the urban rent as a production factor in Anatolia is the reconstruction prosperity of capital accumulation, and the use of land as a production factor is especially used by the less developed countries in the 21st century with the aim of eliminating them when the technology, industrial and information capital are scarce. In this case, it has been stated that the land suddenly becomes a production factor, a commodity, or a capital value and it finds a buyer far beyond its traditional value and much more importantly, it is totally random rent in matters such as equity

and distribution. He also added that residences, shopping malls become an economical input of land and this is divided by economic interest groups and/or coalition groups of the period.

According to Interviewer I, locality can be defended, but not the one that is implemented in Turkey. He stated that municipalities have to be under the supervision of a kind of institution with a good control mechanism. In addition, it is underlined that planning is seen as an impermissible or prohibitive profession, yet groups like TOKİ make decisions on the sectoral basis without investigating the structure of cities, and cities have morphological changes to any direction that is probably not at all, and that urban planning and urban planners have no meaning. Besides, it is argued by the Interviewer I that urban development plans should not be subject to the Copyright Law, that the plans have passed through a process until approval, that the plans are made by a planner but that the finalization of the plans belongs to the councils/boards/institutions and therefore copyright is damaged.

Another problem with the planning system in Turkey is the interpretation and/or implementation and/or application of the same legislation by different ways in different institutions. Since there are so many laws, regulations, communiqués and decrees, each institution uses legislation that is appropriate for itself, and furthermore it introduces distinctive differences in terms of standarts, drawing techniques, etc. according to their working style. For example, Metropolitan Municipalities only look at regulatory partnership share (RPS) rates in the plans they're controlling, and want to have a ratio of at least 35%. However, according to the legislation, every social facility area is not included in RPS and therefore when the demands of the municipalities are considered, the sum of the ratio exceeds to 50%-60% and the citizen is suffering the loss of rights. In fact, according to the Law No.3194, while the development plans are being prepared, social facility areas are distributed in line with the social and spatial standarts calculated according to the population projections. Interviewer IV declared on this issue that both municipalities and the ministries have their own planning culture. He, for example, emphasized that municipalities invalidate any plan change by placing a cross on the map, whereas when a new plan is made the old plan already invalid and it is pointless to show the old situation.

Interviewer II pointed another direction saying that after the plans are approved, the planners have finished their work according to regulations, although the monitoring phase is very important. He explained that during the plan preparation process, it is not brought an additional construction rules like a new build-up condition and/or building setback distance for settled areas since it is essential to protect the existing situation. At most, some explanations can be defined with plan provisions. This is very easy to understand/to read/to do for private planners although not for public specialists. Therefore, it is necessary to clarify the application scale and elaborate while monitoring it.

Interviewer IV explained that he was a supporter of high rise buildings instead of spreading cities, since agricultural lands in Turkey are valuable and can not be brought it out. But, he added that, as seen in TOKİ practice, only with calculating precedent value, construction of enormous buildings both high rise and larger ones than the old ones, and using this right with bad intensions can not be defended anymore. Interviewer II highlighted the sentence *“There were embarrassed planning decisions in the past”* and continued to talk about the disproportionate structures. According to him, all Turkish cities are surrounded with these disproportionate structures built with exaggerated decisions, there are no open spaces, no social places around them, and the needs and infrastructure are not solved, but this will continue as long as demanded by the citizens.

Urban plans are prepared for the future, for a 15-20 years period as a document for determining a city’s circumstances. Interviewer III emphasized that the plans are destroyed with changes as soon as they are approved and hence, the plans can not be very successful. Besides, it is also said that building a gas station should not be able to decided with plan changes, these kind of important decisions must be made with comprehensive plans of a region/city. It is added by Interviewer III that, in such a system, all plan types are produced in the same way, the logic is the same, only the approval bodies are different.

Interviewer IV pointed to a collective crime partnership, as a reason for today’s planning system, by including almost everyone in it. He grouped these people as; *“One; planners, as a semi-god, as a legislator, as never adding anything to their*

sayings, as never changing any line in their drawings. Two; local managers or central administrators, as decision makers over urban plans. Plus; property owners who have unlimited demands on these matters. There are also public institutions in them; the changes that they make to the plan are never less than those done by citizens, and even more than that. And the technical staff; specialists who constantly grounded this. And civil society organizations can not be excluded”.

Interviewer III talked about the today’s bidding system in Turkey. According to him, urban planning is perceived by the state as a construction tender, whereas it should be accepted as a regulatory document and the bidders should be chosen by an experienced team and with different methods. On the other hand, according to Interviewer IV, the existing system do not cause any problems in terms of planning, besides it makes easier for doing some urgent tenders. The only problem for him is that the participation in tenders is not too much. For this reason, it is stated that the specifications of the project to be done and have to be examined very well and accordingly the specifications should be prepared. He also added that the preparation of technical, administrative and special specifications is the essence of the procurement process.

URBAN PLANNING AS A PROFESSION

In this section, unlike the planning system implemented in Turkey the urban planning as a profession will be discussed. Surely, planning profession is in the axis of this debate and it is also focused on how planning is seen and comments from interviewers containing many sub headings from educational system to implementation phase are introduced.

Interviewer III argued that urban planning as a profession is not done in Turkey. According to him, the profession is not educated properly in universities, the graduated students can not be accepted as an urban planner, and most of the universities’ educational system based on to graduate zoning planners instead of urban planners. He also added that there is no need for urban planning education, anyone can make a plan just by completing the courses. On the other hand, he stated that there are several things that only an urban planner can do than anyone else. So, according to him, two things must be targeted in urban planning education; to solve the problems and to see and prevent the problems beforehand.

He pointed out the determinants of the socio-economic structure are as geography, topography, climate, history, traditions and cultural religions of the people by reminding the saying “*An urban area is a reflection of socio-economic structure of a society*”. He continued that all of these factors effect the area and all of these could be worked, arranged and planned, and then given a form to a settled area. “*If a society’s needs are determined according to scientific criteria then planning will be done*”. He also added to his conversation that today’s planning that are being implemented in Turkey is to decide just what to do on the land and in reaching the decision is also a top priority to meeting the expectations. Therefore planning is done only for the needs of land owners, not for the needs of people, and legal arrangements are also organized at this direction.

Moreover, he also mentioned the decisions of the central government. He argued that the central government can only have proposals, not decisions since the central government is not an urban planner and could not interfere with decisions at the national level such as bridges, roads, and airports. Similarly, interviewer IV told that the planning system, conducted by local authorities and/or central government, could not be defended, and so this profession that is highly scientific is not applicable in Turkey. In particular, it is explained that the state projects are somehow legalized by legislative adaptation and the obstacles of the implementation were removed by appropriate public views. He also emphasized that a planner can easily does and/or sign a project that the other planner does not want to do especially in the public sector.

Interviewer I stated that, he, as a planner, could not understand the things what is done under the name of planning in Turkey. In the previous years, planning was known as an obstacle, as a prohibition factor, as an oppositor, but now, it has been expressed as the free and optional planning for almost every aspect. He added that in the past years, planners and institutions had been talking about the same things with the same language, and trying to learn and understand the things going on. But now, planning is done specifically just for the needs of a person/institution with never ending arrangements of regulations. According to him, many applications such as high rise buildings up to flight cones and/or gigantic structures on geologically inconvenient areas are done continuously and unfortunately planning was killed in Turkey.

Interviewer V highlighted the term planning disasters, the title of this thesis, and said that: *“According to Peter Hall, planning is being proning on the ground. İlhan Tekeli says planning is become a very muddy place. I also say that planning is disreputable, discredited”*.

URBAN PLANNERS IN THE PRIVATE SECTOR

This section focuses on freelance urban planners as the main subject of this thesis and as the one part of urban planners in Turkey, leaving planners who work in the public sector to the other side. As mentioned before, with the enactment of Law No.3194 that is to transfer the authority of making/controlling/approving the plans, there has been a dramatic increase in the number of self employed offices in Turkey and over the years it has been adopted by almost all institutions and these institutions have been started to be prepared urban development plans to self employed offices instead of doing it by themselves. As Interviewer VII explained, the first private urban planning office by an urban planner was opened in 1968. The number of offices was 8 in 1978 and 110 in 1988, it rised to 632 by the year 2017.

Both interviewer I and interviewer IV agreed that planners who work in public institutions are experiencing serious difficulties in planning, especially in small municipalities, because there are not qualified staff and that the local government is more politicized. For this reason, it is stated that there must be an audit mechanism in the field of planning absolutely. On the other side, because of the insufficiency of qualified staff there has been mistakes and faults during the implementation of plans.

Interviewer IV argued that planners doing business in the private market did not know the legislation and did not follow up their plans after it is approved, and they do not any idea about the implementation process. However, the fact that self employed planners are making plans in many different regions, at many different scales and many different types of plans means that they know more about legislation compared to planners working in the public sector. On the other side, as Interviewer IV mentioned, since self employed planners are not related to implementation process because of the legislation, they do not follow up or monitor the process after the approval of plans by relevant institutions. Similarly, Interviewer II emphasized that planners’ post-planning

process mis-knowledge creates a great deal of arbitrary space for specialists and that too many faulty applications are made.

Interviewer II said that in urban planning field, the past time planners who used to educate one or two universities were technically similar to each other, but left their place to planners, who grew up in different universities and who resemble each other, but who are not alike in both level and education style, are on the market. According to him, the common language of planners whether it is good or bad has been disrupted with this situation and it has brought irregularities and courageous behaviors of these planners. It is stated that, in the past, planners were resisting to the municipalities and telling them about incorrect works. But in recent periods, as Interviewer II emphasized, most of the planners are directing mayors and/or other administrators and giving them power and more intelligence rather than resisting. On the other hand, he argued that, planners who are doing correct/right planning in the light of the scientific data could not approve their plans, and for that reason they do work only corresponded to legislation or they refuse to work after a while.

Interviewer I stated that it can not be confirmed the freelance planners' methods of getting projects on the market. He explained it as that; *“When a municipality is working with a planner, another planner's willing to work with that municipality is extremely wrong both in terms of ethics and professional rules. This situation comes from unchecked control mechanism, but there is no control mechanism on neither plans nor planners”*.

Interviewer V emphasized that the actors, spaces, activities and standards in this system are always connected to each other and that it is only to deny the system to think that planners are suffering from injustice. Similarly, Interviewer II stated that the problem is not about only with planners, it is about a collective crime commitment on issues related to land in Turkey. He emphasized that property owners, workers in the public are a very important factor, but a significant part of these constructions are planned, projected and implemented by technical people. This situation is not something to be taken away to the intentions of the contractors or municipalities. Because of the legislation in Turkey, mayors are extremely strong in decision mechanism, and therefore urban planners working in the public realm do not have any

power on plans. Interviewer II emphasized that all decisions are enacted only by the signature of the mayor, as the chairman of the municipal council, and for that reason, neither de facto employees of municipalities nor those who works in the bureaucracy or the office has any serious initiative.

As it is understood from the discussions, urban planners in the private sector have to struggle against many problems in accordance with the legislation in force applied by the economic and political policies of the country. Because of the legislation and planning practices on the one hand, and institutions and insufficient staff on the other hand has finished planning profession and planners in Turkey are no longer doing their job properly.

PERIODIZATION

It has been asked to participants their ideas about the periodization, discussed/explained and compared with economic policies in the previous section. All of the participants stated that the periodization was done correctly. Interviewer I pointed out that leaving the planning process into three stages and specifications of the periods are very accurate. He stated that the concept of “urban planning” came into effect with the Law No.6785, which can be called as the development period and valid rules and practices were coming from the Republican Period. As techniques of conventional planning system that came up with the Law No.3194 in 1985, and therefore it is an appropriate break point in terms of change. According to him, the best and most exciting years of urban planning in Turkey was 1985-2000 period. He stated that after 2000, planning has entered a period of decline and the period of one-party government, the 2000s, is also meaningful.

Interviewer V looked at the periodization from a different angle. He defined 2000s as a correct period and 1985 as a breaking point. *“Neoliberal policies in the field of planning have been spoken since 1980s, but in written statements have been with the public administration. The awareness of these events has become with the rules of public administration and it has become a written document by the public administration. New public management (not in terms of management here, but in terms of public administration) was the main concept, it has started before 2000, and*

the triple coalition government of the period issued a circular on the subject. It has been reported in 2000 that a number of simplifications of administrative rules/barriers have to be facilitated in the new public administration concept. Therefore, deregulation in almost every subject in Turkey have begun to emerge from that date with an increasing momentum”.

Interviewer VI also commented on the situation from a different point of view and stated that this periodization is appropriate. He defined the first term as the period of statism, and affirmed the years 1985-2000 as the neoliberal period. He stated that with the January 24 decisions in 1980 Turkey has started to change by opening the doors with export oriented policies, and by 1985, the conversion has been triggered. He argued that the localization applied in this period is not the localization as in the literature, but rather, aiming to get rid of the vitrine in the center and to carry out the work without question and to support the local capital. He also added that the 1990s have begun opening outward, that is free of foreign investments, free exchange, the removal of capital controls, financialization of Turkey, foreign currency as an investment tool, and the right to acquire a real estate to foreigners.

As regards the third term, he stated that the signing of a stand monitoring program with the IMF in 1998 which started in 2000 could be considered as a turning point. It was explained that, after 1998, the interaction of Turkey with the international capital and persistence of administrative order over IMF has started and the first address of close monitoring program was the triple coalition government. He remarked that the main feature of 1985 as the decentralization and the main feature of 2000s, started in 1998, as internationalization suitable to islamic transformation of the government. He also explained that Turkey has restructured governance with IMF, and this was all done under the general principles to attract international capital to Turkey and to prove that Turkey is a country to be invested.

WHAT PLANNING SHOULD BE

Four of the participants commented on what planning should be. Interviewer IV argued that the existing system can be maintained and corrected, but planning process must have an audit mechanism and must continue in common. According to him, planning

system does not work in small settlements since there are no planners in municipalities, or, one or two planners have to deal with an entire settlement and meet all the needs of the mayor. He claimed that all tenderings must be open to the public, and plan changes should be avoided as much as possible. In fact, there are many obstacles to plan change in regulations, but it is not implemented because, there is no control mechanism on urban planning field.

Interviewer III stated that the discussions about local or central are meaningless, whereas planning is a local action and the locality could not be known from the center. So, the process needed to be elaborated in another way. He also said that some autonomous institutions are needed since the municipalities are not in a democratic process. He pointed out that planning is related to many professional disciplines such as mathematics, geography, engineering, sociology and architecture and based on scientific facts, so that it is not an action that anyone can come up with and decide about it.

Interviewer II stated that public welfare needs to be attended to the system as a citizen's land, because the non-use of public resources in the public sector is a serious contradiction. He emphasized that the institutions, especially related to treasury lands have been unbearably reactive and have repeatedly objected to this issue, but by starting to use of these kinds of lands can be achieved citizens' trust. According to him, another alternative to this issue can be the area management planning where all the parties are brought together on a specific platform, where solutions are sought for a particular problem, where everyone is involved and where the legal basis is defined in terms of the work and time period, and therefore a common ground will be established.

Interviewer IV claimed that the planning system can be work with participatory planning approach and with the control mechanism of the Ministry of Environment and Urbanism. But, according to him, there is no institution or organization in terms of qualifications to overcome the workload, power, and authority since the entire system in Turkey has been established on planning. Similarly, Interviewer V stated that the system can work where there should be a single ministry in the planning system, that other sectoral institutions should not intervene, and the system could work with the authorized ministry by making master plans at the top level and putting

general rules. Interviewer II argued that participation can not be produced unless governance. According to him, it will come from the superiority of the problem with the fact that the ones in the demand are organized. He added that the system could become ideal not only with chambers or some civil society organizations, but with the resilience of citizens, neighbourhoods, streets, apartments, and site organizations organized by the citizens themselves, and problems could be solved in an environment where everyone's interests are preserved and all interests are optimized.

Interviewer III stated that the planning authority, which appealed to the municipalities and/or central governments, must be in private institutions. According to him, these private institutions should be local, but the supervision must also be done. Interviewer III saw planning in two stages. He accepts the neighbourhood as the smallest administrative unit and suggests that planning can take place in the structuring from neighbourhood organization to urban organization. He considered the greatest area of planning action is a region, as the second stage, and stated that regional planning should be necessary. He argued that a system on regional administrations that would make regional decisions by a former SPO-like organizations in the center could be an alternative to the present situation. According to him, it must be a model that is not in the hegemony of a man like a politician, like the bureaucracy, but in the professional group of the profession with the control mechanism of the public, and region based, where basic investments decisions should be taken in the regional scale. He claimed that today's planning practice does not consider people's social and infrastructural needs, and that planning is done entirely through property relations. He finally commented on the concept of "planning disasters", the title of this thesis as; "*or is it what is tried to be done?*"

Below Table 5.13. shows the review of interviews according to the subjects and according to the interviewers. Almost all interviewers have started their explanations from the Ottoman Empire since the basic steps in terms of urban planning were taken in this era. During this period and the early years of the Republic foreign architects and/or planners were doing business in Turkey. By the 1060s, Turkish planners have started to compete in the market. The architects, who objected to the invitation of foreign professionals to the competitions, opened the way for the profession.

The education and the urban planning practice were based on the comprehensive planning approach especially during the Law No.6785 was in force. In this period, the number of planning schools was ver few and almost all of the graduates were drawing with the same common language and doing similar studies. The Bank of Provinces was also working as a kind of planning school and almost all planners who work in the private sector were doing projects to the Bank.

By 1980s, major amendments and extraordinary details were introduced by the Urban Development Law No.3194. In this period, mostly private urban planning offices have started to do work since municipalities started to give jobs. Planners of the past times who used to educate one or two universities and technically similar to each other left their place to planners, who grew up in different universities and who resemble each other, but who are not alike in both level and education style, are on the market. So, the common language of planners whether it is good or bad has been distrustful with this situation and it has brought irregularities and courageous behaviors of these planners.

In the past, planners were resisting to the municipalities and telling them about incorrect works. But in recent periods most of the planners are directing mayors and/or other administrators and giving them power and more intelligence rather than resisting. Planners who are doing correct/right planning in the light of the scientific data could not approve their plans, and for that reason they do work only corresponded to legislation or they refuse to work after a while.

The problem is not about only with planners, it is about a collective crime commitment on issues related to land in Turkey. Property owners, workers in the public are a very important factor, but a significant part of these constructions are planned, projected and implemented by technical people, this situation is not something to be taken away to the intentions of the contractors or municipalities. Because of the legislation in Turkey, mayors are extremely strong in decision mechanism, and therefore urban planners working in the public realm do not have any power on plans. All decisions are enacted only by the signature of the mayor, as the chairman of the municipal council, and for that reason, neither de facto employees of municipalities nor those who works in the bureaucracy or the office has any serious initiative.

TABLE 5.13: THE SUMMARY TABLE OF INTERVIEWS

	INTERVIEWER I	INTERVIEWER II	INTERVIEWER III	INTERVIEWER IV	INTERVIEWER V	INTERVIEWER VI
PLANNING LEGISLATION	No.3194 is a revolution, since private sector started to do work and municipalities started to give jobs. Major amendments and extraordinary details were introduced by Law No.3194, but legislation should be simple since these arrangements cause lots of conflicts in practice.	Any regulatory or legal framework can not solve today's requirements in a dynamic country like Turkey, because of such very often changing regulations, over-regulation of legislation, and patch-work type of arrangements. Such a gap and so changeability makes it difficult for both political and legal rulers to take correct decisions and the deficits in the legislation have been used for their interests. Nothing could be done if the legislation is not taken as a whole, there will be always problems at every stage of implementation. Competency licence is one of the biggest shortage for urban planners.	With the Law No.3194, nothing changed, only authorities decentralized. Competency licence regulation has to be abolished, because the areas to be planned can not be subject to such a separation. According to him, a planning team can be comprised according to the size of the population or area of the settlement to create qualified projects.	Urban Development Act is related to the almost every institution in Turkey, and therefore, it should be known very well by everyone and every institution. Any slight change in any article of the Law affects all institutions in Turkey. The problem is originated from the mentality not from the legislation, regulations can be wrong or incomplete in such a dynamic country, but these missing things can be solved with a correct approach.	Privatization as the pushing force behind No.3194 and a radical decision and the breakpoint on behalf of Turkey. Public Procurement Law is not implemented by any institution in a real sense since the Act has the existence of 48 exceptional cases only in 2009 related to the sectors like privatization, investment and industry. Excess of law and/or regulations and they are confused, and the priority is not known between each other during 2000s.	Instead of making basic regulations on legislation, macroeconomic adjustments are made without losing time and there emerged new institutions in order to respond the market's and investor's need quickly and technically. Public Procurement Act has been changed 40 times in the last 15 years as the adjustment of the system
	Emphasis on planning in the local and emphasis on science education disappeared by the 2000s. Especially the last 15-20 years, too many laws have begun to enacted and planning has become equal to legislation. It was very and often the legislation was changing and after a while the legislation was unable to follow by anyone. Taking views from institutions have increased and these also are bound to some legislation, which means that much legislation no more planning. Even planners are having a hard time for following that much changing regulations and unfortunately many planners are unaware of it. Now, development plans are made only as a form; no science and technique. In the past, the Ministry and the Bank were such a filter, but now, municipalities want to complete the process very quickly, no matter how it is done.					
INSTITUTIONS	TOKİ disrupts the "cells of urban planning" in Turkey, although it is an urban institution, and the construction of any cheap land without looking at the development areas and/or the plans of settlements, planning stages, protected areas, population numbers and the capacity of roads obfuscate the entire system and thus converted the region into a real disaster where it is built.	The punishment given to the members by CUP are usually related to miscalculated areas or late payments, instead, the projects should be questioned for legal validity. According to him, there is no rule as "the following facilities development/ implementation plan cannot be done in the World's or Turkey's planning legislation, and thus, members cannot be punished associated with such an issue in terms of protecting the dignity of the profession. The people to be punished should be those who are fraudulent, who sign a project instead of someone else, who take the rights of others, misappropriate the tenders, make certain bad habits and habitually	The purpose of the establishment of TOKİ is to construct houses for people with low income, but TOKİ has acted entirely out of purpose since the biggest investments and corruption are made through TOKİ.	The meaning of these two ministries is conservation-environment for one, and appropriation-urbanism for the other. With the unification of Ministry of Environment and Urbanization, the notion of using a comprehensive thinking has developed. However, the organization of the Ministry of Environment and Urbanization is not correct, since it has caused a central disintegration as separating environmentalists to one side and spatialists to the other. Institutional problems arise because of legislation, and departments within institutions must know very well and has to prepare their own legislation..	The most important institutional development in the field of planning is the unification of the Ministry of Public Works and the Ministry of Environment; the establishment of Ministry of Environment and Urbanization.	

TABLE 5.13: (continued)

		<p>use it, or take bribe or illicit profits. The prestige of the profession is not about which project is made, but that it is provided by complying with ethical rules, legal and professional principles. A professional organization could not criticize the members for doing or not doing a project. Planners make the choice; some of them do such projects, other do not, it is a personal preference. So, CUP do not have the right to prevent these personal preferences. It is not shame to earn money by doing business instead of doing dishonesty”.</p>		<p>Almost every draft legislation on urban planning are also sent to the CUP for their comments, but no return was reported. The CUP should not only appeal to the objection, but should bring a proposal on the subject it objected to.</p>		
<p>PLANNING SYSTEM</p>	<p>The Ministry is equipped with so much authority and that is at the forefront of the planning system as being uninstitutional. Locality can be defended, but not the one that is implemented in Turkey. Planning is an impermissible or prohibitive profession, yet groups like TOKİ make decisions on the sectoral basis without investigating the structure of cities, and cities have morphological changes to any direction that is probably not at all, and that urban planning and urban planners have no meaning. Urban development plans should not be subject to the Copyright Law, that the plans have passed through a process until approval, that the plans are made by a planner but that the finalization of the plans belongs to the councils/boards/institutions and therefore copyright is damaged.</p>	<p>After the plans are approved, the planners have finished their work according to regulations, while the monitoring phase is very important and it is necessary to clarify the application scale and elaborate while monitoring it.</p> <p>All Turkish cities are surrounded with disproportionate structures built with exaggerated decisions, there are no open spaces, no social places around them, and the needs and infrastructure are not solved, but this will continue as long as demanded by the citizens.</p>	<p>Neoliberal policies and the development of urban planning do not overlap, because there happened no change with the enactment of No.3194, the new Urban Development Law grossly centralize the authority rather than decentralize it. Plans were more democratic when the center was in power. But now, development plans are shaped by the mayor’s preferences. Almost all plans approved by municipal councils are the decisions of the mayors.</p> <p>An urban plan is a document that regulates the distribution of rents in urban land that occurs spontaneously or on a plan, whereas the effects of economic social planning and its reflection on the place should be examined first, and physical plans must be made after this work.</p> <p>Plans are destroyed with changes as soon as they are approved and hence, the plans can not be very successful. In such a system, all plan types are produced in the same way, the logic is the same, only the approval bodies are different.</p> <p>The participation in tenders is not too much.</p>	<p>The system works with circular and communiqué and with the statutory instrument No.644, the authorities that had never been received until now have been given to institutions.</p> <p>The political pressure on institutions prevents the proper works.</p> <p>Both municipalities and the ministries have their own planning culture.</p> <p>Today’s planning system, by including almost everyone in it is a collective crime partnership.</p> <p><i>“One; planners, as a semi-god, as a legislator, as never adding anything to their sayings, as never changing any line in their drawings. Two; local managers or central administrators, as decision makers over urban plans. Plus; property owners who have unlimited demands on these matters. There are also public institutions in them; the changes that they make to the plan are never less than those done by citizens, and even more than that. And the technical staff; specialists who constantly grounded this. And civil society organizations can not be excluded”.</i></p>	<p>The issue of multi-authority was once considered as a problem, but after 2011, the discourse changed and with the Spatial Plans Regulation in 2014 won legitimacy with the descriptions like “plan approval authorities”. This is different from the authority complexity; the complexity of authority as the work of different institutions in their specialty area, but the existence of different laws/regulations in the same subject meant a lot of jurisprudence; legal pluralism. Legislation in Turkey are not applied properly and they are the main reasons for planning disasters.</p> <p>Sectoral planning is harmful since all institutions think about their own industry and this situation causes fragmentation.</p>	<p>The urban rent as a production factor in Anatolia is the reconstruction prosperity of capital accumulation, and the use of land as a production factor is especially used by the less developed countries in the 21st century with the aim of eliminating them when the technology, industrial and information capital are scarce. In this case, the land suddenly becomes a production factor, a commodity, or a capital value and it finds a buyer far beyond its traditional value. The residences, shopping malls become an economical input of land and this is divided by economic interest groups and/or coalition groups of the period.</p>

TABLE 5.13: (continued)

			<p>For this reason, specifications of the project to be done have to be examined very well and accordingly the administrative and special specifications should be prepared as the essence of the procurement process.</p>			
	<p>Another problem with the planning system in Turkey is the interpretation and/or implementation and/or application of the same legislation by different ways in different institutions. Since there are so many laws, regulations, communiqués and decrees, each institution uses legislation that is appropriate for itself, and furthermore it introduces distinctive differences in terms of standarts, drawing techniques, etc. according to institutions' working style.</p>					
<p>URBAN PLANNING AS A PROFESSION</p>	<p>Inadequacy of the municipalities because of severe problems in practice because of the lack of specialist staff. Likewise, although the Ministry of Environment and Urbanism has become the most component institution in the field of planning, but trained personnel is still a problem. The most important problem is the political pressure over the staff; there were no professional freedom because of the working conditions and requests that exceeded the principles of urban planning. It could not be understood the things what is done under the name of planning in Turkey. In the previous years, planning was known as an obstacle, as a prohibition factor, as an oppositor, but now, it has been expressed as the free and optional planning for almost every aspect. In the past years, planners and institutions had been talking about the same things with the same language, and trying to learn and understand the things going on. But now, planning is done specifically just for the needs of a person/institution with never ending arrangements for regulations. According to him, many applications such as high rise buildings up to flight cones and/or gigantic structures on geologically inconvenient areas are done continuously and</p>		<p>Urban planning as a profession is not done in Turkey and the profession is not educated properly in universities. There are several things that only an urban planner can do, so two things must be targeted in urban planning education; to solve the problems and to see and prevent the problems beforehand. Planning that are being implemented in Turkey is to decide just what to do on the land and in reaching the decision is also a top priority to meeting the expectations, therefore planning is done only for the needs of land owners, not for the needs of people, and legal arrangements are also organized at this direction. The decisions of the central government can only be proposals, not decisions since the central government is not an urban planner and could not interfere with decisions at the national level such as bridges, roads, and airports.</p>	<p>The planning system, conducted by local authorities and/or central government, could not be defended, and so this profession that is highly scientific is not applicable in Turkey. In particular, state projects are legalized by legislative adaptation and the obstacles of the implementation were removed by appropriate public views. Planners who work in public institutions are experiencing serious difficulties in planning, especially in small municipalities, because there are not qualified staff and that the local government is more politicized. For this reason, there must be an audit mechanism in the field of planning. Because of the insufficiency of qualified staff there has been mistakes and faults during the implementation of plans.</p>		

TABLE 5.13: (continued)

	<p>unfortunately planning was killed in Turkey.</p>					
<p>URBAN PLANNERS IN THE PRIVATE SECTOR</p>	<p>Planners doing business in the private market did not know the legislation and did not follow up their plans after it is approved, and they do not any idea about the implementation process. However, the fact that self employed planners are making plans in many different regions, at many different scales and many different types of plans means that they know more about legislation compared to planners working in the public sector. The freelance planners' methods of getting projects on the market can not be confirmed. When a municipality is working with a planner, another planner's willing to work with that municipality is extremely wrong both in terms of ethics and professional rules. This situation comes from unchecked control mechanism, but there is no control mechanism on neither plans nor planners.</p>	<p>Planners' post-planning process mis-knowledge creates a great deal of arbitrary space for specialists and that too many faulty applications are made. Planners of the past times who used to educate one or two universities and technically similar to each other left their place to planners, who grew up in different universities and who resemble each other, but who are not alike in both level and education style, are on the market. So, the common language of planners whether it is good or bad has been disrupted with this situation and it has brought irregularities and courageous behaviors of these planners. In the past, planners were resisting to the municipalities and telling them about incorrect works. But in recent periods most of the planners are directing mayors and/or other administrators and giving them power and more intelligence rather than resisting. Planners who are doing correct/right planning in the light of the scientific data could not approve their plans, and for that reason they do work only corresponded to legislation or they refuse to work after a while. The problem is not about only with planners, it is about a collective crime commitment on issues related to land in Turkey. Property owners, workers in the public are a very important factor, but a significant part of these constructions are planned, projected and implemented by</p>		<p>A planner can easily does and/or sign a project that the other planner does not want to do especially in the public sector. Planners doing business in the private market did not know the legislation and did not follow up their plans after it is approved, and they do not any idea about the implementation process. However, the fact that self employed planners are making plans in many different regions, at many different scales and many different types of plans means that they know more about legislation compared to planners working in the public sector. Since self employed planners are not related to implementation process because of the legislation, they do not follow up or monitor the process after the approval of plans by relevant institutions. The actors, spaces, activities and standards in this system are always connected to each other and that it is only to deny the system to think that planners are suffering from injustice.</p>		

TABLE 5.13: (continued)

		<p>technical people, this situation is not something to be taken away to the intentions of the contractors or municipalities. Because of the legislation in Turkey, mayors are extremely strong in decision mechanism, and therefore urban planners working in the public realm do not have any power on plans. All decisions are enacted only by the signature of the mayor, as the chairman of the municipal council, and for that reason, neither de facto employees of municipalities nor those who works in the bureaucracy or the office has any serious initiative.</p>				
<p>Freelance planners have to struggle against many problems in accordance with the legislation in force applied by the economic and political policies of the country. Because of the legislation and planning practices on the one hand, and institutions and insufficient staff on the other hand has finished planning profession and planners in Turkey are no longer doing their job properly.</p>						
<p>PERIODIZATION</p>	<p>Leaving the planning process into three stages and specifications of the periods are very accurate. The concept of “urban planning” came into effect with Law No.6785, which can be called as the development period and valid rules and practices were coming from the republican period. As techniques of conventional planning system that came up with the Law No. 3194 in 1985, and therefore it is an appropriate break point in terms of change. After 2000, planning has entered a period of decline and the period of one-party government, the 2000s, is also meaningful.</p>				<p>The periodization of 2000s as a correct period and 1985 as a breaking point. Neoliberal policies in the field of planning have been spoken since 1980s, but in written statements have been with the public administration. The awareness of these events has become with the rules of public administration and it has become a written document by the public administration. New public management was the main concept, it has started before 2000, and the triple coalition government of the period issued a circular on the subject. It has been reported in 2000 that a number of simplifications of administrative rules/barriers have to be facilitated in the new public administration concept. Therefore, deregulation in almost every subject in Turkey have begun to emerge from that date with an increasing momentum.</p>	<p>Periodization is appropriate. The first term as the period of statism, and 1985-2000 as the neoliberal period. With the January 24 decisions in 1980 Turkey has started to change by opening the doors with export oriented policies, and by 1985, the conversion has been triggered. The localization applied in this period is not the localization as in the literature, but rather, aiming to get rid of the vitrine in the center and to carry out the work without question and to support the local capital. The 1990s have begun opening outward, that is free of foreign investments, free exchange, the removal of capital controls, financialization of Turkey, foreign currency as an investment tool, and the right to acquire a real estate to foreigners. As regards the third term, the signing of a stand monitoring program with the IMF in 1998 which started in 2000 could be a turning point. After 1998, the interaction of Turkey with the international capital and persistence of administrative order over IMF has started and</p>

TABLE 5.13: (continued)

						<p>the first address of close monitoring program was the triple coalition government. The main feature of 1985 as the decentralization and the main feature of 2000s, started in 1998, as internationalization suitable to islamic transformation of the government.</p>
<p>WHAT PLANNING SHOULD BE</p>	<p>The periodization was done correctly.</p>	<p>Public welfare needs to be attended to the system as a citizen's land, because the non-use of public resources in the public sector is a serious contradiction. The institutions, especially related to treasury lands have been unbearably reactive and have repeatedly objected to this issue, but by starting to use of these kinds of lands can be achieved citizens' trust. Another alternative can be the area management planning where all the parties are brought together on a specific platform, where solutions are sought for a particular problem, where everyone is involved and where the legal basis is defined in terms of the work and time period, and therefore a common ground will be established. Participation can not be produced unless governance. The system could become ideal not only with chambers or some civil society organizations, but with the resilience of citizens, neighbourhoods, streets, apartments, and site organizations organized by the citizens themselves, and problems could be solved in an environment where everyone's interests are preserved and all interests are optimized.</p>	<p>Discussions about local or central are meaningless, whereas planning is a local action and the locality could not be known from the center, so the process needed to be elaborated in another way. Some autonomous institutions are needed since the municipalities are not in a democratic process. Planning is related to many professional disciplines such as mathematics, geography, engineering, sociology and architecture and based on scientific facts, so that it is not an action that anyone can come up with and decide about it. The planning authority, which appealed to the municipalities and/or central governments, must be in private institutions. These private institutions should be local, but the supervision must also be done. Planning in two stages; the neighbourhood as the smallest administrative unit and planning can take place in the structuring from neighbourhood organization to urban organization, and the greatest area of planning action as a region; regional planning should be necessary. A system on regional administrations that would make regional decisions by a former SPO-like organizations in the center could be an alternative to the present situation. Today's planning practice does not consider people's social and infrastructural needs, and that planning is done entirely through property relations.</p>	<p>The existing system can be maintained and corrected, but planning process must have an audit mechanism and must continue in common. Planning system does not work in small settlements since there are no planners in municipalities, or one or two planners have to deal with an entire settlement and meet all the needs of the mayor. Tenderings must be open to the public, and plan changes should be avoided as much as possible. In fact, there are many obstacles to plan change in regulations, but it is not implemented because there is no control mechanism on urban planning field. The planning system can be work with participatory planning approach and with the control mechanism of the Ministry of Environment and Urbanism.</p>	<p>The system can work there should be a single ministry in the planning system, that other sectoral institutions should not intervene, and the system could work with the authorized ministry by making master plans at the top level and putting general rules.</p>	

Emphasis on planning in the local and emphasis on science education disappeared by the 2000s. Especially the last 15-20 years, too many laws have begun to be enacted and planning has become equal to legislation. It was very and often the legislation was changing and after a while the legislation was unable to be followed by anyone. Taking views from institutions have increased and these also are bound to some legislation, which means that much legislation is no more planning. Even planners are having a hard time for following that much changing regulations and unfortunately many planners are unaware of it. Now, development plans are made only as a form; no science and technique. In the past, the Ministry and the Bank were such a filter, but now, municipalities want to complete the process very quickly, no matter how it is done.

Another problem with the planning system in Turkey is the interpretation and/or implementation and/or application of the same legislation by different ways in different institutions. Since there are so many laws, regulations, communiqués and decrees, each institution uses legislation that is appropriate for itself, and furthermore it introduces distinctive differences in terms of standards, drawing techniques, etc. according to institutions' working style.

Freelance planners have to struggle against many problems in accordance with the legislation in force applied by the economic and political policies of the country. Because of the legislation and planning practices on the one hand, and institutions and insufficient staff on the other hand has finished planning profession and planners in Turkey are no longer doing their job properly. Planning is done specifically just for the needs of a person/institution with never ending arrangements of regulations. The masses who are accustomed to receiving concession from the state are making legislative changes in order to do their own projects. And politicians pave the way for investors through privileged development plans. Many applications such as high rise buildings up to flight cones and/or gigantic structures on geologically inconvenient areas are done continuously and unfortunately planning was killed in Turkey.

5.2 QUESTIONNAIRE SURVEY WITH THE PRIVATE PRACTITIONERS

Questionnaire were prepared as written text for selected sample group and were distributed to the respondents. As mentioned before, all of the urban planning offices in private market in Turkey was the sample group of this thesis. The list and the total number of self-employed planning offices were taken from the CUP. The questionnaires were sent to all urban planning offices which is totally 607 companies by the year 2016. During the survey, it was understood that the information taken from CUP was not reliable, since some of the offices has been stopped their business in the process. Besides, the author of this thesis also has a private urban planning office. However, she did not participate this questionnaire survey because the thesis should be impartial. Finally, it was found and accepted that there are 588 active urban planning offices in total.

The questionnaire was sent to the whole list. 61 of these private urban planning offices have participated the questionnaire. Although this number can not give an idea about the percentage of private offices it could be accepted as approximately 10% of the total answered the questionnaire.

The questions included in the survey (see Appendix E) can be seperated into four main parts;

- A) The first part included general questions for owners of the urban planning offices like graduated year of the university, the establishment year, the competency licence group (CL) and number of employees, in order to understand the structure of companies.
- B) The second part was about offices. In this section, questions were asked about the works done in the offices, ways of getting projects, the institutions that projects are taken, whether the bureau have some other jobs other than planning, and whether projects completed were sufficient economically. Questions of this part were asked in order to draw a clear information that offices are doing mostly urban planning projects.

- C) The third group of questions were about the Chamber of Urban Planners (CUP). Because Chamber of Urban Planners is a very important institution for the urban planning field and for free established offices since it effects and directs the market as regulating tender prices and employees' fees. Besides, as the most important one, the experience years of planners' are started to be counted after the registration to the CUP, not the graduated date.
- D) The fourth and the final group of questions were the most important ones in terms of the subject of this thesis. This group of questions were about changes in the ways of obtaining, and doing projects and project approvals, and urban development laws, comparisons of the concepts such as the multi-title of the approval bodies with respect to the years, and finally interpretations about the planning practice in Turkey from the eyes of self employed urban planners.

Before going to the subject deeply, it would be better to look at the general membership of the CUP. The general information about the members will be useful during the analysis of the information about self employed offices and planners working in the private market.

Below Table 5.14. shows the total number of the CUP members and the sectoral distribution of members for 2017. Interestingly, 44.9% of members are not belong to any category, they are either retired or non-working members. Besides, it should not be forgotten that there are also planners who do not register to CUP yet. According to the data taken from the publication of the Union of Chambers of Turkish Engineers and Architects (UCTEA), the total number of urban planners were 4694 in 2009. But, only 62,2% of these planners-2922 people, were the members of the CUP in 2009, the rest-1772 planners were not registered. Unfortunately, similar data about the membership for recent years could not be found.

TABLE 5.14: THE DISTRIBUTION OF CUP MEMBERS ACCORDING TO SECTORS-2017

MEMBERS		PUBLIC		PRIVATE		NON-SECTORAL		OTHER	
NO	%	NO	%	NO	%	NO	%	NO	%
5798	100	1894	32,7	964	16,6	338	5,8	2602	44,9

Source: TheChamber of Urban Planners

According to the information taken from the CUP, there are totaly 5798 members by the year 2017. Approximately 16,7% of these members, 964 in numbers, works at the offices in the private market either as an employee or as an owner. The number of offices and the employees can be seen at Table 5.15. for the year 2017.

According to the latest data taken from the CUP, there have been 697 offices in Turkey at the end of 2017. However, 84 of these offices have not renewed the registration in 2018. Moreover, 25 of the total number are newly opened offices and have been registered for the first time in 2018. Since the questionnaire survey was conducted in the period of 2016-2017, these new offices will not be taken into consideration. So, all evaluations will be made over 588 active offices in total.

Below Table 5.15. shows that there are 588 private urban planning offices in the market. The total number of personnel working at these 588 offices are 964 and the distribution of them according to job positions are as 712 company owners and 239 employees.

TABLE 5.15: THE DISTRIBUTION OF PRIVATE WORKERS ACCORDING TO JOB POSITIONS-2017

TOTAL NUMBER	COMPANY OWNERS		EMPLOYEES
964	712		239
	OWNER	PARTNER	
	588	124	

Source: Chamber of Urban Planners

The establishment years of these active offices according to periods and CL Groups are listed at the Table 5.16. But, since registration issues to CUP have been started in 1992, the years of offices established before this date have not been reached. According to the information given in Chapter 4, the number of self employed offices were 6 in 1977, 8 in 1978 and 5 in 1979. The ratio of the latter one is 1.7% of the total planners of that year.

It is seen from the table that there has been dramatic increase in the number of office establishments after 2000. This can be explained in two ways. On the one side, as it

was tried to be explained in the previous chapters, the number of offices operating in the private market started to increase especially with the new Urban Development Law No.3194 which entered into force in 1985. According to the Table 5.16. below, only 137 firms were active in the market up to 2000s. However, although it could not be possible to reach the opening dates of these companies from the data obtained from CUP, it can be said that the figure 137 does not determinate the real situation. Because, there were also companies operating during this date range, but they were either retired or stopped their activities because of the recession in the market.

TABLE 5.16: THE DISTRIBUTION OF PRIVATE URBAN PLANNING OFFICES ACCORDING TO ESTABLISHMENT YEARS AND CL GROUPS-2017

YEAR	A	B	C	D	E	F	TOTAL
2001-2017	90	10	36	27	48	221	432
1993-2000	34	11	13	17	25	37	137
1992	6	2	1	2	6	2	19
TOTAL	130	23	50	46	79	260	588

Source: Chamber of Urban Planners

On the other side, as interviewers have explained, from the 2000s onwards, public institutions have chosen to do their planning works mostly through companies operating in the private market. Particularly from 2010 onwards, the execution of partial plan changes has gained momentum rather than comprehensive planning of settlements. The number of firms that started operating during the years 2010-2017 is 273; 64% of offices opened during 2001-2017.

Table 5.16. also shows the competency licence groups of these offices in the year of their establishment. The number of CL Group A opened during the years 2001-2017 is 90 offices. The figure can be interpreted as that urban planners working in the public institutions have started activities in the private sector. As explained in previous sections, it is possible for an urban planner to have a CL Group A after working 15 years in a public institutions.

Below Figure 5.11. shows the distribution of the offices according to Competency Licence Groups. This figure will be interpreted later, in the related stage.

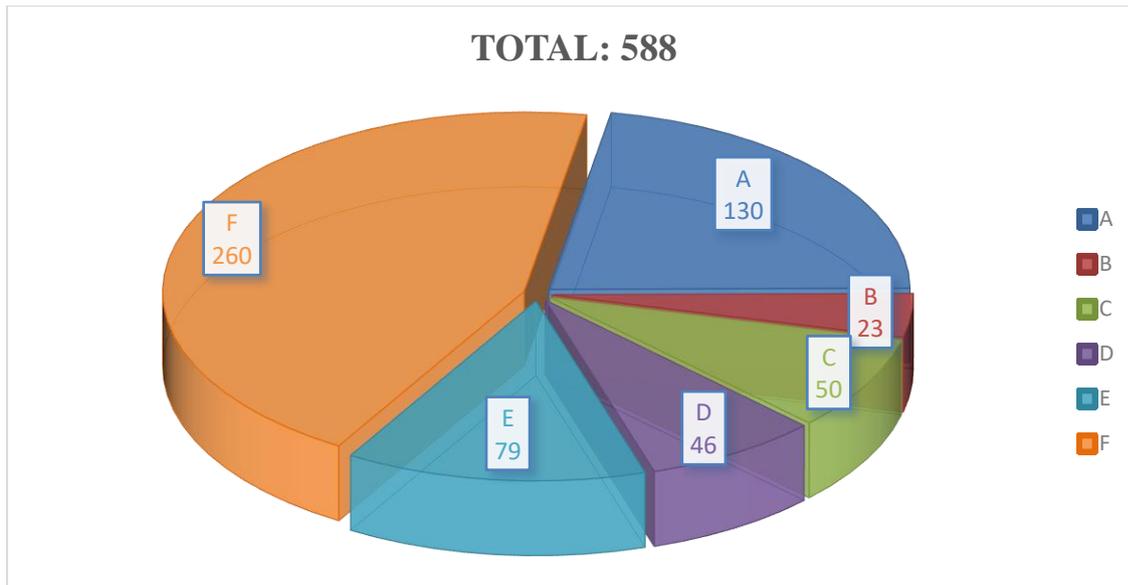


FIGURE 5.11: THE DISTRIBUTION OF PRIVATE PLANNERS ACCORDING TO CL GROUPS-2017

5.2.1 GENERAL QUESTIONS

The first part of questions are examined in order to take a look to the qualifications of the offices, to be able to choose a meaningful subject group. It is expected that there must be a relationship between the first group of questions. If there is a relationship one can easily say that the necessary and valid process for raising the competency licence group (CL) in the market is proceeding smoothly. Otherwise, the rapid rise of CL Groups of the bureaus can be explained with a political connection of the office if it is not established after the retirement of the owner. In order to understand this, graduation dates of the owners of offices can be viewed.

The first Table 5.17. shows the distribution of the owners of the offices regarding to graduated university. The first city and regional department has been opened in METU in 1961, as explained in the Chapter 4, Section 4.2.2. The first urban planners have been graduated from METU in 1966 and the first urban planners in the private market were from this university. ITU and 9 Eylül University are the second ones as the first graduation year 1983 and Gazi University follows in 1988. Today, there are 25 universities in Turkey that have a City and Regional Planning Department.

TABLE 5.17: THE GRADUATED UNIVERSITY OF THE OWNERS OF COMPANIES

UNIVERSITY	ALL COMPANIES	PARTICIPANTS
METU	91	24
Gazi University	78	9
9 Eylül University	84	8
ITU	73	7
Yıldız Technical University	67	5
Selçuk University	48	4
Erciyes University	28	2
IYTE	6	1
Bozok University	15	1
Karadeniz Technical University	12	-
Mimar Sinan University	24	-
Süleyman Demirel University	13	-
Yıldız University	31	-
Others	18	-
TOTAL	588	61

Source: The Chamber of Urban Planners

Table 5.17. shows that there is a direct correlation between the establishment year of city and regional planning departments in universities and the number of members according to universities. The same correlation can be observed at the companies column that shows the attendant offices to the questionnaire survey.

Table 5.18. shows the graduation years of the owners of the attendant urban planning offices. But, it can not be compared with the whole members of the CUP since, as explained before, the graduation years of members could not be founded because of the archieve system of the CUP.

Although the numbers do not make any sense in this case, the cross comparisons of the numbers' of graduations due to years, the number of graduates and the number of graduates working in the private market may have significant consequences. But, basically it can be said that as the number of urban planning departments of universities increase, the number of urban planners and the number of private offices increase with similar ratio.

TABLE 5.18: THE GRADUATION YEARS OF THE OWNERS OF COMPANIES

BEFORE 1985		1986-2000		2001-2016	
YEAR	NUMBER	YEAR	NUMBER	YEAR	NUMBER
1971	1	1986	2	2001	1
1973	2	1987	3	2002	1
1974	1	1988	3	2004	2
1976	2	1989	3	2006	4
1978	2	1990	5	2007	1
1979	2	1991	2	2008	1
1980	1	1992	3	2009	1
1983	1	1993	1	2010	1
1984	1	1994	2	2011	4
		1995	3		
		1996	2		
		1997	1		
		1998	2		
TOTAL	13	TOTAL	32	TOTAL	16

Source: Chamber of Urban Planners

Below table 5.19. shows the establishment years of companies at the average 15 years period and it can be said that there, again, is a direct correlation between the graduation years and the establishment years. 8 of 13 planners who graduated before 1985 and 31 of 32 planners who graduated between 1986-2000 have been planning activities in the private market.

Especially, the comparison of the second column shows that the number of offices after 1985 with the enactment of the Urban Development Law No.3194 have been started to increase in the private market with an average 2-3 companies every year. Besides, the 3rd column shows that there have been 22 new self employed offices started to do business in the private market although 16 planners graduated during the years 2001-2016. This can be interpreted as that urban planners who graduated before this period have opened private office either after retirement from the public sector or because of the increase in the market penetration of urban planning works to self employed planning offices.

TABLE 5.19: THE ESTABLISHMENT YEAR OF COMPANIES

BEFORE 1985		1986-2000		2001-2016	
YEAR	NUMBER	YEAR	NUMBER	YEAR	NUMBER
1974	1	1987	2	2001	1
1976	2	1988	1	2004	3
1979	1	1989	1	2005	1
1980	1	1990	3	2006	2
1984	2	1991	2	2007	1
1985	1	1992	2	2008	1
		1993	5	2009	2
		1994	2	2010	3
		1995	2	2011	2
		1996	3	2014	3
		1998	4	2015	2
		1999	4	2016	1
TOTAL	8	TOTAL	31	TOTAL	22

Source: Chamber Of Urban Planners

The distribution of companies according to CL Groups are listed in the below Table 5.20. In addition, Table 5.21. shows the ratio of CL Groups both for the companies participated the questionnaire survey and for the total number of urban planning offices in Turkey. When the ratio of CL Groups of all companies are examined, it can be accepted that the sampling in the survey study for this thesis is correct. The proportion of the CL Groups of participated companies is higher than the proportion of all companies, except the Group F. However, it is clear that the responses of higher CL Groups are more meaningful for this thesis because the thesis tries to examine the changes in time in the Turkish urban planning structure. Group F is usually accepted as new offices in the private market and is not already in the position to comment on the planning process in Turkey.

TABLE 5.20: DISTRIBUTION OF PARTICIPATED COMPANIES ACCORDING TO CL GROUPS

A	B	C	D	E	F
16	6	7	10	10	12

TABLE 5.21: RATIO OF ALL COMPANIES ACCORDING TO CL GROUPS

RATIO (%)	22	4	9	8	13	44	100
NUMBER	130	23	50	46	79	260	588
	A	B	C	D	E	F	TOTAL
NUMBER	16	6	7	10	10	12	61
RATIO (%)	26	10	12	16	16	20	100

Table 5.22. shows the comparison between graduation years and company opening dates. Generally, it can be said that there is a correct relationship between two rows and 48 of 61 companies, 79%, have been established at the year of the graduated date of the owner. Moreover, it is observed that 12 companies' of the total are in the next period of the graduation year of the owners. There is one deviation seemed that the establishment year of only one company is before the owner's graduation year. This can be interpreted as the fact that the company owner has already opened the office in the period of university student.

Table 5.23. shows the comparisons between graduation years, company opening dates and the CL Groups of these companies. It is expected that red color companies (before 1985) mostly have A or B group, blue color (1986-2000) have C-D group and yellow color companies (2001-2016) have E-F group.

Most of the companies that participated the questionnaire follows this expectation; 13 of red colored, 14 of blue colored and 11 of yellow colored companies, 62% of the total, are just fitted this correlation. The CL groups of 10 companies are below the expected result, but these also can be accepted in the normal category. However, there is a significant deviation at 4 companies, which have CL Group A although the graduation and establishment years are in the period of 2001-2016. It can be said for these 5 offices opened in the period of 2001-2017 that the owners had previously worked in a public institutions and they have established companies after raising their CL groups. It is not possible to count the rest 4 offices in a category, the only thing to be said for these is that they can be accepted as the most busy offices in the market.

In general, it can be said that the most of the companies that attended to the questionnaire meet expectations and that there is a proper correlation between the CL

TABLE 5.22: COMPARISON BETWEEN GRADUATION YEAR AND ESTABLISHMENT YEAR

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	
I	Yellow	Yellow	Blue	Red	Blue	Blue	Yellow	Red	Blue	Blue	Blue	Yellow	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Yellow	Yellow	Blue	Yellow	Yellow	Red	Yellow	Blue	Blue	Red	Blue	Blue	Blue	Blue	Blue
II	Yellow	Yellow	Yellow	Red	Yellow	Blue	Yellow	Red	Blue	Blue	Blue	Yellow	Blue	Blue	Yellow	Red	Blue	Blue	Blue	Blue	Blue	Yellow	Yellow	Blue	Yellow	Yellow	Blue	Yellow	Blue	Blue	Red	Blue	Blue	Blue	Blue	Yellow

	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61
I	Red	Red	Blue	Red	Blue	Blue	Blue	Yellow	Red	Yellow	Red	Blue	Yellow	Yellow	Blue	Blue	Blue	Red	Red	Blue	Red	Blue	Yellow	Red	Yellow	Yellow
II	Red	Blue	Blue	Blue	Blue	Blue	Blue	Yellow	Red	Yellow	Blue	Blue	Yellow	Yellow	Blue	Yellow	Blue	Red	Red	Blue	Blue	Blue	Yellow	Blue	Yellow	Yellow

I: represents the company owners' graduation year

II: represents the establishment year of companies

	BEFORE 1985
	1986-2000
	2001-2016

TABLE 5.23: COMPARISON BETWEEN GRADUATION YEAR, ESTABLISHMENT YEAR AND CL GROUP

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	
I	Yellow	Yellow	Blue	Red	Blue	Blue	Yellow	Red	Blue	Blue	Blue	Yellow	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Yellow	Yellow	Blue	Yellow	Yellow	Red	Yellow	Blue	Blue	Red	Blue	Blue	Blue	Blue	Blue
II	Yellow	Yellow	Yellow	Red	Yellow	Blue	Yellow	Red	Blue	Blue	Blue	Yellow	Blue	Blue	Yellow	Red	Blue	Blue	Blue	Blue	Blue	Yellow	Yellow	Blue	Yellow	Yellow	Blue	Yellow	Blue	Blue	Red	Blue	Blue	Blue	Blue	Yellow
III	B	B	F	A	F	A	F	A	B	E	A	E	C	E	F	A	D	C	C	B	F	D	D	F	E	A	F	D	D	B	D	C	D	D	A	

	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61
I	Red	Red	Blue	Red	Blue	Blue	Blue	Yellow	Red	Yellow	Red	Blue	Yellow	Yellow	Blue	Blue	Blue	Red	Red	Blue	Red	Blue	Yellow	Red	Yellow	Yellow
II	Red	Blue	Blue	Blue	Blue	Blue	Blue	Yellow	Red	Yellow	Blue	Blue	Yellow	Yellow	Blue	Yellow	Blue	Red	Red	Blue	Blue	Blue	Yellow	Blue	Yellow	Yellow
III	A	A	C	A	D	F	E	D	A	C	A	C	F	F	E	A	E	A	A	B	A	E	E	E	F	F

I: represents the company owners' graduation year

II: represents the establishment year of companies

III: represents the competency licence group

Groups, the years of graduation and establishment years of the offices and that these offices are doing business in the private market in the framework of the regulations.

In summary, as mentioned before, the number of private urban planning offices have been started to increase in number after the Urban Development Law No.3194. Between the years 1986-2000 the average number for opening a private offices is 2-3 for every year. There is a correct relationship between the graduation dates, establishment years of companies and CL Groups, so that almost all of the attendant companies have been opened after the graduation dates of their owners, and CL Groups of these offices are upgraded constantly in the process. Moreover, the self employed offices in the private market in Turkey draw a profile that almost all of the offices who participated the questionnaire survey are the long-live companies of the sector and almost all of them have the capabilities to talk about the urban planning process in Turkey, since they all are in this process for years as the private practitioners.

5.2.2 ABOUT THE COMPANIES

This section includes the second part of questions. These are related with the number of personnel at the offices and the works done in the offices. The institutions that projects are taken, the ways of getting projects, and about the jobs of an office other than planning. Besides, financial questions were asked in order to understand the economic structure of the offices.

First of all, the number of employees working in the offices that participated the survey are examined. According to the table 5.24.; the number of employees working in the private offices that responded to the survey are between 1 or 2 people with a great rate of 56% of the companies. There is on 1 person working in 19 companies and 2 people are working in 15 companies. When the field of expertise of the other employee is examined in two-person offices, it is seen that the density for another employee is either another urban planner or an office staff. As the number of employee increases, it is observed that the other professional groups are coming up. These professions are surveyors, architects and/or civil engineers, which can be regarded as in partnership with urban planning field such as geology, surveying engineering and

architecture. In particular, the projects are tendered by government agencies in recent years due to the “package” which covers different occupational works like surveying, geology and urban planning. For that reason, it can be accepted as a reason about why different professions are working in urban planning offices.

TABLE 5.24: NUMBER OF EMPLOYEES IN COMPANIES

NUMBER OF EMPLOYEE	TOTAL NUMBER OF COMPANIES	PERCENTAGE (%)
1-2	34	56%
3-4	14	23%
5-6	10	16%
7-8	1	2%
9+	2 (28-20)	3%
TOTAL	61	100

When the profiles of the participated companies are examined, small business prevalence is considered. In a country where comprehensive planning understanding is applied, the planning offices are expected to be comprehensive as well, but almost 80% of the companies have at most 4 employees. This is due to the financial troubles of the companies, because the prices of the urban planning projects are very low on the one side. It is perhaps one of the efforts of the freelance offices to hold on the market for a longer period of time and the obligations of the contractors to do cheap works. On the other hand, especially in the last two decades, a type of planning has been widespread, as mentioned in the previous chapters, in which short-term, fragmented, content-scope-technical appropriateness is not audied but expected to be completed as soon as possible instead of comprehensive planning approach. Freelance offices are now in the process of completing their contracts as soon as possible with the logic of do it-finalize it-approve it. So, because of this, they do not need too much employees.

As seen from the below Table 5.25., it is seen that the number of employees working in the two offices are 20 and 28 people. The distribution of these workers in terms of their profession are; 13 urban planners, 1 geological eng., 1 geophysical eng.,1 surveyor, 1 sociologist, 3 architects, 1 landscape architect and 7 others for 28 and urban planners, architects, sociologist, arkeologist and geological eng. for 20 people. These

TABLE 5.25: COMPARISON BETWEEN ESTABLISHMENT YEAR-CLGROUP-EMPLOYEES

BEFORE 1985				1986-2000				2001-2016			
YEAR		NUMBER		YEAR		NUMBER		YEAR		NUMBER	
	EST	GRP	EMP		EST	GRP	EMP		EST	GRP	EMP
1974	1	A	4	1987	2	B-A	2-4	2001	1	B	2
1976	2	A-A	2-6	1988	1	A	8	2004	3	F-F-D	1-3-1
1979	1	A	1	1989	1	A	1	2005	1	B	6
1980	1	A	5	1990	3	D-C-D	3-2-2	2006	2	E-F	2-1
1984	2	A-A	6-20	1991	2	D-E	2-1	2007	1	F	1
1985	1	B	3	1992	2	D-D	2-2	2008	1	C	1
				1993	5	C-E-C-C-F	4-2-2-3-1	2009	2	B-A	5-1
				1994	2	A-E	4-1	2010	3	F-E-E	5-4-3
				1995	2	D-A	3-6	2011	2	F-	1-
				1996	3	D-C-E	5-4-1	2014	3	F-F-A	2-1-1
				1998	4	A-C-B-A	28-2-3-1	2015	2	E-F	1-2
				1999	4	E-D-E-E	1-1-4-1	2016	1	D	1
TOTAL	8			TOTAL	31			TOTAL	22		

two companies are at the CL Group A and both are at the market more than 15 years (19 and 30).

When examining the number of employees and the CL Groups and the establishment dates, it is not possible to mention any relation. However, it can be said that the number of employees increases roughly with the increase in the years of the establishment of an office and CL Groups. When the Table 5.25. is examined, it can be said that the companies established before 1985 are in a correct correlation with the CL Groups of offices. However, as seen from the same table, it is not possible to talk about a certain relation in terms of the number of employees.

There is no surprising answers have been observed for the question about the places of getting projects. Almost every company has agreed on the triangle of the Bank of Provinces, municipalities and the citizens. In addition to this, Organized Industrial Regions, the Governorates, Development Agencies, Regional Development Administrations and all other institutions related to the urban planning issues were listed. In this order, it is not possible to mention any relation or any percentage.

For the question about the ways of obtaining jobs, the participants of the questionnaire informed that they are taking projects through a tender method or an agreement method. The tender method is used from public institutions and the agreement method is used with a contract from the individuals. With the New Urban Development Law No.3194, citizens have become able to give their own planning works to private markets for their own lands.

The tendency for the municipalities generally operates as follows: almost every municipality (especially small-local municipalities) has a private urban planning office who is constantly worked for. In fact, this is an advantage both for the planner and the municipality. Because, the planner working with a municipality is well aware of the area that will be planned and needs of that municipality. And the municipality, on the other side, has adopted the planner's way of doing business, relying on the planner that is known. Thus, for any project that is going to be done by municipalities is obtained through an agreement. This, the sensitivity to the demands of the municipality, can be called "municipal planning" by the planners through agreement.

Answers about the question of the kinds of works that are done in private offices are as follows; 67% of the participants are working on only urban planning projects while 33% are doing surveying maps and geological works additionally. Particularly in the last years, tenders are under the scope of both topographic maps, geological surveys and urban plans. Therefore, planning offices are bidding and contracting for these three deals as a “package” they are participating in. On the other side, urban planning offices are started to do business on other professions because of the need to live in the market as long as possible, and because of the solving their financial problems.

TABLE 5.26: DISTRIBUTION OF OFFICES ACCORDING TO PROFESSION

	NUMBER	PERCENTAGE %
URBAN PLANNING	41	67%
URBAN PLANNING+GEOLOGY+SURVEY	20	33%
TOTAL	61	100%

All of the offices that are dealt only with urban planning projects, are provided planning services at all types and all scales. These can be listed as urban development plans, plan changes, reclamation plans, environmental plans, urban transformation plans, conservation plans, industrial plans, etc., urban design works and consultancy services. The types of plans vary during the planning process. In the first years of the Republic and in the period of Law No.6785, comprehensive urban development plans were in the process. The process was being transformed into plan changes with the New Urban Development Law No.3194, and over the last two decades, urban transformation projects and sectoral plans are increased dramatically.

TABLE 5.27: QUESTION FOR OTHER PROFESSIONS

	NUMBER	PERCENTAGE %
YES	37	61%
NO	23	38%
UNANSWERED	1	1%
TOTAL	61	100%

The question “do you have any other business besides your occupation?” was answered as yes from 37 offices and no from 23, while one office left this question

unanswered. The type of the other business was not asked since it is not related to the subject of the thesis.

Another question about the profile of planning offices is if their earnings gained from planning projects are sufficient. 52% of respondents answered this question as sufficient, 30% stated as not satisfied and 18% reported that they do not earn enough money from planning issues. There are many interpretations about the reasons of the answers for this question like that it is usually a financial problem, not the problem of getting a job since the prices of projects are very low in the private market although the CUP has “minimum price list”, and there is no payment on time. After the project is completed and approved by the related institution, payments of the invoiced bills take months.

TABLE 5.28: QUESTION FOR MONETARY PROFILE OF THE COMPANIES

	NUMBER	PERCENTAGE %
YES	32	52%
NO	18	30%
PARTLY	11	18%
TOTAL	61	100%

There is no meaningful result obtained from the comparison between the offices that are earned enough money in terms of sufficiency and whether they do another business.

Another question that was asked to evaluate the profile of planning offices was the question about the most satisfactory period in terms of professionally and financially. The responses to the question do not indicate a specific period, but there are intensifications for the years 1995-2000 and post-2010. Some answers were pointed more than one period, however, it was also emphasized that the works carried out in the previous periods were more satisfactory from the last decade in the professional sense.

5.2.3 OPINIONS FOR THE CHAMBER OF URBAN PLANNERS

In the questionnaire, questions were asked about the Chamber of Urban Planners to the participants. Because the CUP draws attention as one of the leading actors within the planning system, as explained in the Section 4.3.1 of the thesis. In this section, participants were asked to answer the questions about the CUP in three different subtitles; a) opinions about the protection of rights of urban planners, b) opinions for the Minimum Price List (MPL) applied by the CUP, c) opinions on the practice of Professional Audit Implementation (PAI).

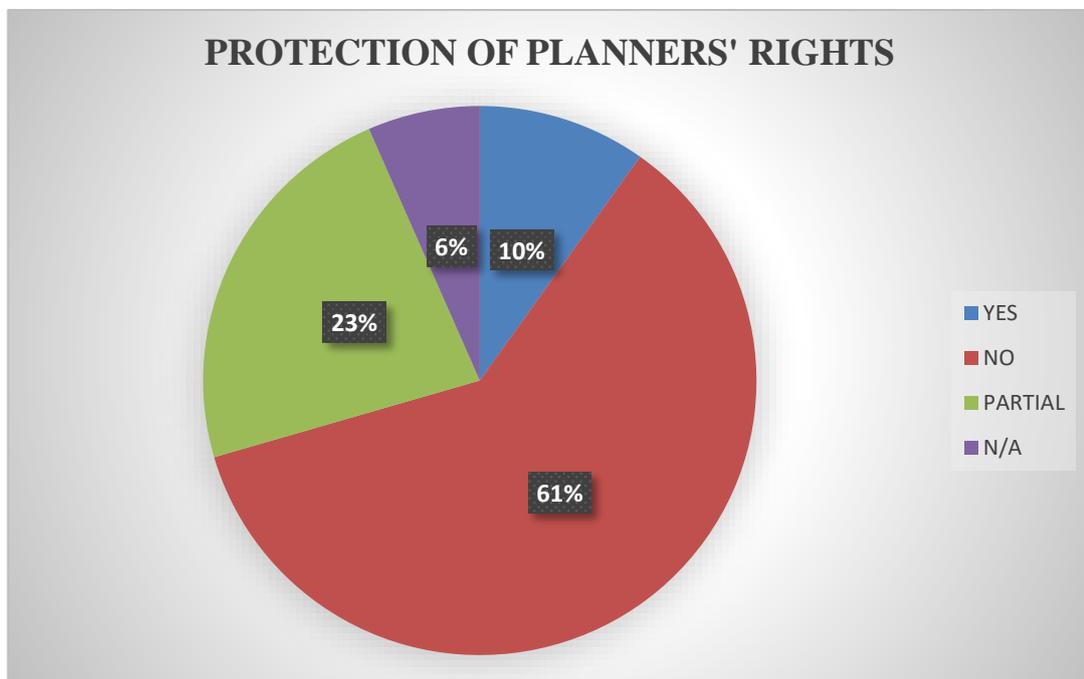


FIGURE 5.12: PROTECTION OF PLANNERS' RIGHTS

The answer about the protection of the rights of the urban planners by the CUP is truly striking; 37 of the respondents (60%) agree that the CUP can not protect the planners' rights. While 14 offices (23%) say that they are partially protected, only 6 (10%) of the 61 companies claim that the CUP retains the rights of planners. Above Figure 5.12. and below Table 5.29. show the ratio about this question.

TABLE 5.29: PROTECTION OF PLANNERS' RIGHTS

	NUMBER	PERCENTAGE (%)
YES	6	10 %
NO	37	61 %
PARTIALLY	14	23 %
UNANSWERED	4	6 %
TOTAL	61	100

When the answers are examined in detail, those who argue that the CUP can not protect the rights of the urban planners agree that the CUP is dealing unrelated and unnecessary works. The dominant answer to the fact that the CUP has attempts to protect the rights of public employees and salaried planners, but it can not absolutely protect the rights of freelance planners. The injustice of the Regulation on the Competencies of the Capabilities of Planners, the Minimum Price List (MPL) that the CUP insists on for implementation, and the excessive wages of the Professional Audit Implementation (PAI) were mentioned as the main points of objections.

As explained in Section 4.3.1 of this thesis, according to the related part of the Regulation on the Competencies of the Capabilities of Planners, public employees, university academicians and salaried planners in self employed offices are allowed to upgrade their CL Groups to Group A in 15 years, but freelance planners' CL Group is evaluated and upgraded only with the projects they completed, unrelated with the years. The fact that this unjust treatment affects numerous freelance planners and/or self employed offices. Therefore, this situation had destroyed the belief of freelance urban planners to the CUP, since the CUP does not have any attitude towards solving this problem for years.

The Minimum Price List (MPL) requirement of the CUP on planning projects is another complication for the self employed offices. This is because, on the one hand, it is expected by the CUP that the MPL will be followed. But on the other side, especially in the public tenders, self employed planners reduce the prices in a very high proportion. But, the CUP can not control it, plus the CUP puts planners who try to obey the MPL in great trouble and so, trying to obey the MPL makes it difficult to get planning projects from the tenders. In short, the MPL that self employed offices are

expected to comply, but that can not be controlled by the CUP, is nothing other than putting freelance planners in trouble. Besides, excessive wages of the Professional Audit Implementation (PAI) is already a serious expense item for low-priced jobs of these offices.

Another issue that needs to be mentioned in this section is the minimum salaries and minimum insurance fees that the CUP has introduced in order to protect the rights of salaried workers in the private market. Both the uncontrollable MPL and the minimum wages imposed for salaried planners were seen as a serious burden for the self employed offices. The fragmented planning approach which started with neoliberal policies and showed a serious increase especially in the last 20 years, has created a lot of job opportunities in the market while making urban planning studies unqualified. The counter position of the CUP in front of the efforts of transforming the planning studies into a technology-intensive simple work is done only through the self employed offices, and unfortunately this creates numerous problems for the private urban planning companies.

The duties of the CUP can be divided into two headings: to protect public values and to protect the economic benefits of the members. In this case, among the answers given by the participants of the questionnaire about the protection of freelance planners' rights could be sub-titled such as; the CUP does not work for members but does work on behalf of protecting its own assets, protects its own interests, implements unfair fees to survive, does not protect the profession ethics, but only birth-death announcements and spends unnecessary expenditures for litigations. The opinion was highlighted that other occupational chambers open up new business opportunities, different areas of business for members, but the CUP does not seem to have an any effort about this concept. In this context, members who are still unaware about what the CUP is doing stand out as a dominant group.

The majority of the 10% of participants who answered "yes" to this question were those who had worked in the CUP. This group thinks that the existence of the CUP is necessary since there is no institution other than the CUP to defend the rights of the urban planners. They emphasized that the CUP is making every effort to protect the urban planners' rights. The focal point of the criticism of this group is the other

administrations related to urban planning profession. They argued that the administrations do not listen to the CUP and that the CUP has difficulty in protecting the rights of planners since there is no sanction on these administrations.

14 offices responding “partly” to this question in the questionnaire constitute 23% of the total number. This group united basically on two ideas; one group claimed that the CUP is ineffective, but doing the best, in order to protect the members’ rights due to a system problem in Turkey. The other group argued that the CUP is inadequate to protect the rights of self employed planners although the effort level is appreciated. Some in the second group said that as soon as they cease enrolling in the profession they will terminate their membership in the CUP, because they are required to register the CUP and/or the CUP do not make any professional contributions.

It was also argued that the CUP remains passive due to the breakdowns and mistakes in the planning process, in the solutions for the problems like regulations about the competency of planners and tendering legislations, and litigations with the members and administrations on behalf of the protecting the public benefit, inadequate effectiveness on all administrations, and insufficient efforts and it is said that these situations are negatively affect urban planning offices. It is also highlighted that the CUP is not an organization other than the planners and for that reason, planners must learn to defend and protect their rights by themselves and everything can not be left to the CUP. However, the criticism stands out for the CUP that it should give up its resistance on especially on planning offices and has to create an environment for its colleagues.

An answer in the group that thinks the CUP partially protects the rights, actually summarizes this matter very well; *“The CUP stays very passive with regard to the tendering legislation and the regulations about the competency of planners. While it needs to give a fair fight in the market, the ideological opposition to the competitive market system also destroys the motivation to fulfill this function. In short, the CUP neither can eliminate the capitalist system nor can bring the desired market system. In this case, the most brutal capitalist system is forced to live self employed planners in Turkey.”*

Six of the 61 participants did not comment on the fees charged by the CUP for dues, registration, Professional Audit Implementation (PAI) and the Minimum Price List (MPL), while 40% of commentators think that they are high and/or very high, 6% as low and 23% as normal, and 21% of the participants were in different interpretations. The results of this question can be seen in the Table 5.30.

TABLE 5.30: OPINIONS FOR THE CHARGES OF THE CUP

	NUMBER	PERCENTAGE (%)
HIGH	24	40 %
LOW	4	6 %
NORMAL	14	23 %
OTHERS	13	21 %
NO COMMENT	6	10%
TOTAL	61	100

When the comments of those who find the fees applied by the CUP high and very high are examined; it is worth noting that almost all the income of the CUP is obtained through freelance planners. Part of this group complains that the registration and dues fees are reasonable but the fees charged for Professional Audit Implementation (PAI) are high and it has never been applied in small settlements where the CUP has no branch office. The group is mainly based on the following answer. The fees imposed by the CUP are not fair, they are defined according to the interests of the big planning offices. The majority of the earnings of the CUP comes from freelance planners, though the CUP does not defend the rights of the private sector offices and does not interfere the situations that distort the operation of the market by its own rules. While the CUP has a very public attitude from one side, it does not intervene enough to create the conditions that will enable the members to work on equal conditions.

This group is accusing the CUP for its insistence about the MPL although it can not control the market in this regard, but self employed offices have obliques to invoice their earnings on the MPL either they do projects higher or lower than the MPL. It was also noted that there have been numerous previous courtcases fees charged by the CUP, but these fees are continued to be collected unequally at every once with additional regulations. In this context, it is thought that the CUP is an organization that

does not respect the rights and interests of freelance planners and does not have any attempt to solve the problems, but on the contrary, it is thought that the CUP magnifies the problems and spend its earnings to unnecessary courtcases and for seminars in expensive hotels.

When the comments of the 4 offices who say that the fees applied by the CUP is “low” are examined, it is seen that there is no other answer except that; *“It is necessary for the vocational organization in general and this can only be formed by a solid financial infrastructure”*. The responses of those who find the wage regime to be reasonable do not contain much comment, except the general answer as *“reasonable for the living of the CUP”*.

21% of the respondents did not report a positive or negative opinion but commented as; charging fees to the members by a chamber can be accepted as normal, but the system and the structure of the CUP is not fair. According to this group the CUP is considering only big offices’ interests, not the small ones, the regional differentiations about the fees have to be more rational. Moreover, the CUP operates as a tax office, social insurance institution or trade union, and the level of trading activities of the offices have to be taken into consideration during the charging process. The most noteworthy point is that freelance planners and the self employed offices are questioning the legality of the fees charged by the CUP.

TABLE 5.31: OPINIONS ABOUT THE PROFESSIONAL AUDIT IMPLEMENTATION (PAI)

	NUMBER	PERCENTAGE (%)
NECESSARY	32	53 %
MEANINGLESS	27	44 %
N/A	2	3 %
TOTAL	61	100

The opinions of the self employed offices are divided into two, regarding the professional audit implementation of the CUP; those who need professional supervision and those who find this application meaningless. As seen in the Table 5.31., although there are a greater number of advocates for professional supervision

(53%), almost all of this group have a consensus on the mistake or lack of implementation. Mainly it was said that; it is not legal, it has been canceled by a continuous courtcases, but the CUP has brought it back under different names, the implementation is not fair and does not serve the purpose, does not protect the members' rights and it is an application only for collecting money. On the contrary, it was emphasized that PAI has to be negotiated both in its content and its form and has to be implemented as a fair application. The recommendation instead of PAI, is a document given by the CUP, indicating the identification of the planner and showing the qualifications and essential information about the project.

While reporting 44% of the views that professional supervision is unnecessary, the participants were taking more angry and stern attitude towards the CUP. The main criticisms are that the PAI is not legal, is not done fairly, it brings a heavy burden to self employed offices, the CUP has to give up the attitude as a partner of companies (due to the overcharged fees), nonsignificant paperwork is done instead of inspection supervision, and PAI is seen actually as the money collecting mechanism by the inexperienced team.

According to one group, the content of the planning projects should be audited, while the other group considers that PAI is not legal. Interestingly, those who find the content of projects' audit as insignificant defend the PAI, while the others who find it unnecessary to conduct PAI say that they find it meaningless because there is no content audit. However, it is not possible to conduct a content audit in the planning profession since urban plans are subject to Copyright Law.

In summary, it is indicated as an unfair implementation operating in high prices that are taken from the self employed offices in the private market under the name of PAI for new projects that are still as proposal projects and even not approved by the institutions where the content control is not yet possible. This application of the CUP is defined as an attempt to increase the income of the chamber rather than to respect the rights of freelance planners.

The Chamber of Urban Planners (CUP), as an organization regulating the urban planning market in Turkey with MPL and every planning office has to become a

member because of the legal obligations does not get a very good note from the comments of the questionnaire. The issues that are criticised can be listed as; the applications of the CUP are not legal or fair, the efforts is only for small interest groups, the most of the income is taken from the freelance offices, but it does not take advantage of their interests and the prices that is charged are both too much and unnecessary complaints of self employed offices. In short, the CUP as an organization within the planning system does not neither strives to the system or endavours nor protects the rights of the freelance planners.

5.2.4 PLANNING PROCESS

This section is the most crucial part of the questionnaire study in terms of the subject of the thesis. In this part seven questions, as seen in the Appendix E, were posed to the participants including the planning concept and the determination of the implications, the changes in the planning legislation in Turkey, and the perspective of the self employed urban planning offices. The main titles of the questions are as follows; 1) changes in the mode and the process of plan production over the years in terms of obtaining jobs, doing projects and the approval process, 2) planning legislation, ideas about the related administrations, 3) the things that is expected to change and the ideas about the ideal planning system in Turkey.

As mentioned earlier in the methodology section, the study made for this thesis is actually a written interview study although it is defined as the questionnaire survey. The prominence of such a study is evident in this section. Because, the responses to questions of the self employed offices, questionnaire participants doing business in the private market, about the changes in the planning system and the problems of the planning process clearly reveals the planning disasters.

One of the most basic questions of this chapter is the question of “What kind of changes have you mentioned in the plan production process from the time you started to work to the present day in terms of getting a job, doing business and approving it?” respectively. When the answers to this question are examined in detail, it can be said that the changes indicated by the freelance offices for all three processes actually

created an impact-reaction or chain effect. Each reason or justification affects one another and the system is getting worse and worse.

Next Figure 5.13. shows the answers to this question. Basically, increase of political elements in business, reduction of project prices, deterioration of the quality of projects, loss of transparency in the process, evolvement of agreement method to tender method, narrowing of the business area due to competency regulation are the concepts in terms of getting a project. In terms of planning process, increase in personal, political and subjective demands and interventions, ease of doing projects due to technological developments, the backwardness of planners' neutrality along with the increased sense of rent, loss of comprehensive planning concept and emphasizing the form of the plan instead of meaning can be counted as the basic answers. And finally, political cases, conflict of authority between institutions, constant changes in planning legislation, unskilled and unexperienced public employees and quick approval for the projects of power groups can be listed in terms of approval procedure.

A) When the plan production process is examined in terms of the ways of getting a job, the answers given to this question can be summarized as follows. Due to the Public Procurement Law No.4734, price reductions in tenders are very high, so the prices of the projects have decreased considerably. The effort to get a job at such a low price and complete the project in a short time spoiled the quality and the attributes of the plans. This has led to complications and competition in the market.

Another reason for getting a project with such low prices is the Regulation on the Competencies of the Capabilities of Planners. Because of the legal arrangements, to do business in many regions in Turkey, CL Group A is now being asked. Therefore, self employed offices who work in the private market are trying to maintain the necessary provisions in order to be able to have CL Group A and to expand their business circles. In this case, freelance companies are forced to reduce prices too much in order to get the job in the tender they participate.

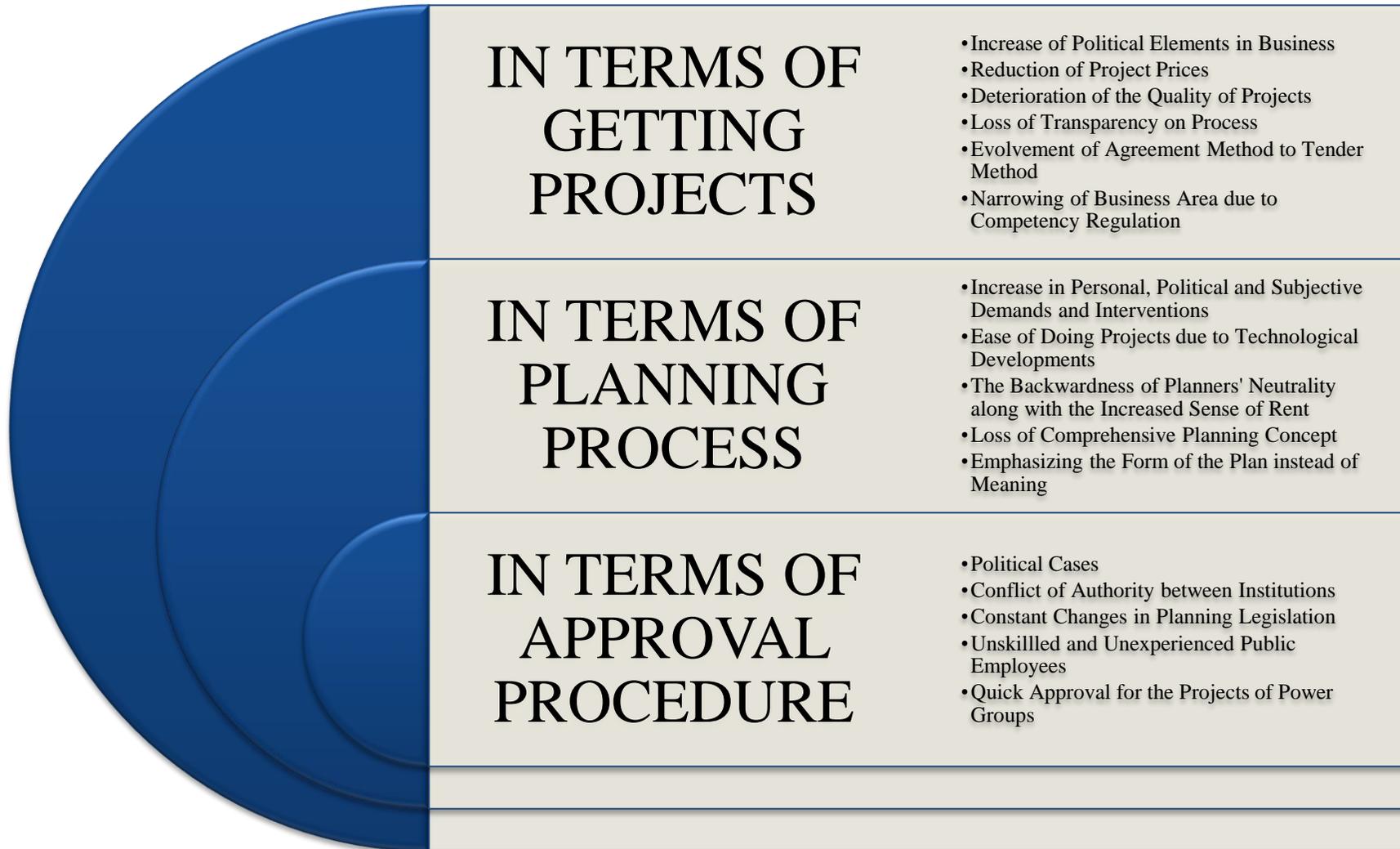


FIGURE 5.13: CHANGES IN PLAN PRODUCTION PATTERNS IN YEARS

With the increase and/or intensification of political elements in business, transparency has been lost and investors or political power have intervened or guided the plan everywhere they wanted. In the past years, when the investor direct his investment according to the development plan prepared for that region, he now is investing directly by interfering to the plan or making the plan as he wants and approving it to the related institution. The fact that the authority to make/approve plans in many institutions with the changes of legislations over time also paves the way for this intervention. This is because, it is possible for another institution to approve a plan which is not approved by an institution. This suggests that the urban planning is directed by investors and/or political actors rather than by public institutions.

In the previous periods, especially in the 1990s, the procurement of urban planning services over the public institutions like the Bank, GAP Administration, etc. was more prevalent. There has been a dramatic increase in the planning issues offered by the municipalities with the decentralization policies of the late 1980s. Especially in recent years, big municipalities have begun to tender their planning works themselves. For the past few years, efforts have been made to collect these powers in the center, the Ministry of Environment and Urbanization, which led to the determination of the planner who will receive the urban plans by the political power. Because of the similar reasons, planners who have narrowed their business due to the regulation on the Competencies of the Capabilities of Planners have been having a hard time getting/doing business from the market.

- B) There are similar reasons when this question is evaluated in terms of doing business. The increase in the power of political will in the market brought personal, political and subjective demands and increases in intervention. Politics and trade are involved at every stage of the process, and the planners' neutrality and/or transparency is stayed on the back with the increased understanding of rent.

Technological developments make planning process easier and make the plans more detailed and improve the readability, but the quality of plans has become

unattainable. Formal conformity to regulations rather than the content and locality of physical plans comes to the forefront. Especially with the Regulation on Spatial Plans, which was enacted on June 14, 2014, the quality, content and the locality of the work done has become meaningless and projects was reduced to a map and computer engineering. Moreover, the constant changes of the legislation related to urban planning made the understanding of planning nonsensical. Constant and numerous circulars, regulations, communiqués and the lack of coordination between them and between the institutions are also causing bureaucratic blockages. In addition to all of these, the complexity of authority between institutions, the increase of inexperienced, unskilled and unqualified personnel among public employees and the avoidance of these staff to take initiative and responsibility on the one side, and/or the obligation to these staff for the approving of the unqualified projects with political pressures on the other hand, are prolonging and/or complicating the planning process.

For these reasons, the understanding of comprehensive planning has disappeared and the cities have witnessed with the fragmented planning, the meaningless, the unstable and the inconsistent constructions. The result is; the urban areas has become the spaces of planning disasters. Moreover, the high-scaled plans prepared on the regional basis have been transformed into the collection of the regulations and the transfer of this collection to the spatial base with the future decisions. The market has turned to an arena for following the regulations and approving the projects in the institutions rather than planning.

- C) The situation is not much different in the approval procedure. Regardless of the nature and the quality and the applicability of the plans, political causes are leading to the approval of the urban plans. Plan approval precedures are fully managed by the administrations and are varied according to the approval institutions' arbitrary applications. The multiplicity of plan approval institutions, the constant changes in the urban planning legislation cause the bureaucratic complexity on the one side, while extending the approval process of the plan from the other side. But, this confusion and legal deficits are also

used by political power and allows the investor and/or political power to approve all kinds plans they want as soon as possible. So, the objectivity in the plan or in the market is disappeared. An answer to this question summarizes the process as; “...*in the last 15 years, the partizanship and injustice are reflected in public services to the extent that they have never been, making it difficult to find qualified personnel in institutions. Appointments that are not appropriate both for the needs or the merit cause to accumulation in certain institutions while to staff vacancies in the others. When almost all of the actors involved are included in the process, plans and projects, having any entrepreneur, investor, politicians are quickly approved. Projects that try to protect the public interest are either not very popular in demand or are left to be dusted on the shelves*”.

The other question posed to freelance planners due to this situation of the market is; “Can you reflect your education as city and regional planner into your professional planning projects or is that the demands of the institutions are predominant?” Almost 1/3 of the answers given to this question is that they are moved in line with the wishes and the demands of the institutions. It is stated that, especially in recent years, administrative demands and/or political structure are effective in preparing physical plans, where it is difficult to reflect professional knowledge and know-how into planning tasks. It is also stated that almost every actor in Turkey, except planners, behaves as planners, so the requests of the investors and/or institutions are become more important, and the outweigh and professional requirements remained in the back side.

Some of the others say that the university education is partly applied, while the rest say that they do not fulfill the demands against the profession. The group reporting that does not fulfill unfavorable demands is now experiencing severe financial difficulties because the counter position to the system has reduced their ability to do business in the market. When such requests come in, they said that they have examined the work in terms of the public interest and decided whether they will do it after the evaluation, otherwise they do not accept to the project anyway. The higher the rent in the urban area, the more difficult to reflect the correct applications to the plan, and the administration or administrators who come with this demand are there, for the purpose

of distributing this rent. *“The university education is not related with the practice of the market. University education basically teaches research, multidimensional thinking, subject and content based on the approach and the planning accordingly, and this has led to the ability to work in real life involving very different subjects. It is also important to fulfilling or not fulfilling the demands and wishes of the institutions and the world view in the production of alternative solutions suitable for ethical rules. It is known that planning is not the reality of physical planning. It has been known for years that urban development plans is regarded as a rent distribution tool in the market and that the planner has taken its share. Resistance in this area is related to the university education as well as professional ethics”.*

The participants who answered this question as “partly” have generally made the most understandable explanations of the market situation. This group has indicated that they are trying to produce alternative solutions by taking the form of demands in the context of the education and legal legislation. It is also stated that the planning offices are trying to adapt the demands of the investors to the regulations, accepting planning as a compromise art, in order to keep the offices livable in the market, and the success measure of an urban planning office in the market is the number of projects the office does, without leaving the professional ethics, educational knowledge and the legislations. In this context, a question comes to the mind that; then urban planners in Turkey, especially in recent years, undertake a task as a moderator or mediator?

Another question posed to the respondents regarding with this question is; “What is your behavioral attitude in the case of a demand by the relevant institution that you cannot accept professionally?” Almost 95% of the answers were given that these kind of demands have not been taken into consideration in the fact that, the demands that are not suitable for legislations will create legislative problems in the future. 5% of the respondents indicated that there has not been any problems in making plans related to the requests, since the approval authority of the prepared plans was already the institutions and they would not be approved if they were legally incompatible.

Is it possible to make an interpretation in the direction of the answers given to these two questions? First of all, most of the respondents participated the questionnaire argued that they do not accept works contradictory to ethics, knowledge and

legislation. However, it is the reality that there have been many projects done in the market which are not professionally adequate and have created a great public debate. So, who are those who make these plans, are they the other self employed offices who refused to participate this survey? Can these offices who have some connections with the relevant institutions and/or political actors and produce plans in the direction of these actors' demands and managing this process using both pluralities of plan approval agencies and the deficits of the legislation?

The Ministry of Environment and Urbanism, which was established in 2011 with the Statutory Instrument No.644, has started to direct and coordinate the planning by collecting all the authorities in the name of planning with the many legislation changes or with new regulations. In particular, it has paved with the regulations the ways for investors and/or political actors to open up new, partial and gigantic projects. Many applications have been made today that can be called "planning disasters" thanks to the continuous change of legislation, legal regulations that open up the ways of investors, not only the legal regulations that will facilitate the process but also the planning offices which can easily adapt the market conditions.

The questionnaire was included the following question in order to learn the views about the institution that has such a power in the market; "What do you think about the establishment of the Ministry of Environment and Urbanism, it's approaches and arrangements?". Almost all of the answers to this question were negative. To summarize; it was emphasized that the establishment of such a ministry is right or even late, but what is wrong is to treat two contradictory concepts such as "environment" and "urbanism" under the same institutional structure with equivalent power. It can not be accepted that the Urbanism, which can be called as the investment, and Environment, which is a protection, are unified within a single ministry, and it is seen as an institution supporting the dominant groups at any cost in the market by changing its name and organizational structure like many other institutions of the country.

Planning has been centralized with the establishment of the Ministry of Environment and Urbanism. With the centralization of the authorities, the planning stages and powers are being reshaped and this process is still ongoing. Because of its constitutional law and organizational structure, the institution has had so much

authority in terms of urban planning legislation, planning and related issues and has adopted a centralism with the ignorance of the local initiative. It creates great contradiction of two-faced manipulation that on the one side, many of the plans approved by the municipal councils are not found suitable by reason and on the other side, many plans that have been approved the General Directorate of Spatial Planning and which have not been subject to any control or tests have been put into practice.

The Ministry, instead of finding comprehensive, general and permanent solutions to the problems of planning and spatial structure, aims to produce individual solutions that exceed the purpose. It has become the soul authority in the planning system of the upper hierarchy, which is equipped with so much authority with the Statutory Instruments No.644/648 and which they are affiliated with, thus becoming a monopoly of political power. It is stated that highly arbitrary applications are made, technical personnel are not taken into consideration, personalized planning and implementation process is experienced, process complexity is adopted and system requirements are solved more easily in an institutional way. For example, it is emphasized that it is a very unfortunate behaviour to link natural habitats to itself and to have the sole authority over these areas creates irrevocable results and confusion, and that the future of these natural sites is entrusted to the people who can not resist the political power. It is also underlined that the greatest environmental massacres of the Republican Era are done under this roof.

In the another part of the survey, participants were asked their opinions about the relationship between the Urban Development Law and other regulations and planning bodies related to planning and approval institutions. It was attempted to learn the difficulties or facilities that the types of planning and multitude of approval institutions has experienced. Due to the answers given to this question, this part were examined in three sections: A) Urban Development Law and related legislation, B) the diversity of planning types, and C) the multiplicity of plan approval agencies.

A) URBAN DEVELOPMENT LAW AND RELATED LEGISLATION

The Urban Development Law is constantly contradictory with other relevant legislation and from time to time this regulations is ahead of the urban development law. It is treated as if it is the only one law about the urban

planning field, although most of the other regulations have planning issues in them. Besides, some institutions that are authorized to make plans do not overlap the rules in the planning and approval of the plans that they have adopted with the urban development regulations imposed by the institutional perspective.

Planning should be a legal discipline with strict boundaries, a discipline that is not possible to fit in a model, and thus, regulations has to allow the planners' design capabilities to be foregrounded and reflected in the plan. Almost every urban area in Turkey becomes similar to each other because plans, as a result of the uniform legislation, are done without considering the economic, social and environmental conditions and climatic differences of these settled areas. Local governments need to be more liberal in this regard. In addition, it is necessary to develop flexible legislation and regulations that emphasize the regional differences and the participation of the citizens in the framework of principles and standarts only. The development of implementation of regulations, where each region's original structure is foregrounded, and the diversificaion of standards according to characteristics of these subregions, even if not in each city, can lead more healthy results. By current laws, all cities, all planned areas are similar to each other and local features are not taken into consideration. Anxiety to determine everything by the laws and regulations to the deepest details, especially in the Spatial Planning Legislation, do not leave a place to planners for action and they are only doing physical planning with the concern of compliance with the legislation. Different thoughts and ideas and design can not be reflected to the plans.

B) THE DIVERSITY OF PLANNING TYPES

In Turkey, there has been many difficulties and contradictions in the direction of the planning hierarchy, in terms of the definition, the content, and planning language. There must be a hierarchy between the plans, but the definitions and contents must be well defined. As the urban plans are now drawn in the digital environment at 1/1 scale, it is not necessary to have different plans scales, especially close ones like 1/5000 scale Master Plans and 1/1000 scale

Implementation Plans or 1/25000 and 1/5000 scale Master Plans. Because, which is made in this period does not go beyond the adaptation to drawing techniques determined according to different scales and does not gain anything, so such scales can be combined. It is stated by the participants that persecution to plans on such different scales means unnecessary and wasted time, cost and bureaucracy. It is also emphasized that the planning and legal bureaucracy care much about the names given to these scales, not the essence and content of the proposed plan, but that such details are more evident in the decision phase.

It is stated that the upper scale plans contain decisions that are not the purpose of that scale, like decisions as far as the building construction conditions at this scale, and also planning notes determined are related with the sub scales not belongs to that scale. In fact, it is argued that the main purpose of the environmental planning must have been related to the decisions about what can not be done to the planned region instead of what has to be done.

It is also stated that the strategic plans are not implemented in real terms in Turkey. In fact, it is necessary in Turkey for environmental planning to lead to development decisions as a strategic plan, not a physical plan. The lack of consideration of the local view and the lack of cooperation with the municipalities in these plans clog the large-scale plans or strategic plans and make them meaningless.

It is argued that the whole system should be merged under a single roof as urban planning legislation and that the local municipal plans should be supervised by the relevant municipalities, and the plans subject to investments in a region or in the country must be supervised by the Ministry.

C) THE MULTIPLICITY OF PLAN APPROVAL AGENCIES

There are quite a lot participants who say that the multi initiative approval authorities of the development plans means that there is no planning policy in the country. Each institution has a lot of initiatives because of its own laws and regulations that define new plan types according to its own field of activity. The institutions such as TOKİ, the Ministry of Industry or the Ministry of

Tourism, etc. have their authorities by their sectoral laws, are making and approving plans based on the rules that are appropriate for their own purposes, for the purposes of maximizing the rationale, as thinking that they have “unlimited” authority. But, on the other side, plans made by/made for citizens this flexibility is not provided. While it is convenient and unrestrictive in determining the usages and building construction rules of its plans, the “innocent” proposals of the citizens are not approved or crawled for years. So, are the laws and regulations only used to mean “no” to the citizens?

For this reason instead of creating new approval authorities by changing the names of the plans such as tourism-purpose development plans, industrial plans, conservation plans, it is sufficient to collect them in one hand, because such kind of plans do not involve any difference from one to another. However, it is necessary to supervise the institutions in this process very well.

It also causes too much problems in Turkey studying to be managed from a single center almost all of planning works. A balance should be established between the local and the center. Local processes and the features are very important, but corruption is inevitable when all authority is assigned. Similarly, the central gathering of all authorities reveals an authoritarian and monolithic structure. Balance is very important in this process and control over the planning process is absolutely necessary.

The opposing views in favor of the multi-institutional authority claimed that the centralization and a single authorized institution would be meant essentially the present of the institutions of the country which is checked by each other and it would cause hardship of collecting all authorities in one center. It is emphasized that the participation of institutions like municipalities, conservation boards, ministry units in the planning system is very essential and all these institutions or planning related institutions have to participate at every stage of the planning process.

The planning authorities in Turkey has been changed according to the periods. The power was central before 1985, and it has been transformed to local administrations

without supervision with the Law No.3194 and there has happened a period of irregularity and unplannedness. After 1990s, the authorities has turned to the central institutions in sectors. The 2000s are seen as the years of the neutralization of planning with multiplicity of the institutions.

It is a summary of the answers given to this question that the whole planning system should be a system that does not allow arbitrary implementations and approvals under a single institution, with a well defined legal framework and planning criteria according to regional differences. It is said that there have been technical committees independent from the local governments and these committees should control not only the plans but also the implementation process at the same time. It is stated that the development plans should not be only two dimensional drawings and legends but also design projects with the comprehensive works.

However, planning is seen as a tool for rent and it can be comfortably managed as a toy by bilateral relations as well as monetary power, interests and capital groups and politics. The shaping of cities according to the interests' of individuals through the planning authorities, leaving public well-being and healthy urban development aside, gives harm to the historical and natural values which can not be compensated. Today, there is no planning system and practice aiming at objective and contemporary understanding observing requirements and gradual coexistence. Urban planners are the only legitimate signatories of the system in the work they do at very low prices in order not to miss the job because of the competition in market conditions.

5.2.5 THE ROLE OF PLANNERS

The last two questions contained in the survey aimed at to learn about the ideas about the “ideal planning system” of self employed urban planning offices as participants who operates in the private market just as in the middle of the planning practice in Turkey. One of these questions is “what do you want to change in the ways of plan production process and the approval processes of administrations? Please define the things which are inconvenient for you.” The other question is “how planning practice should be in Turkey?”

The subject of “How planning practice should be in Turkey” is a very general and very common question and it is like a summary of all questions included in the survey. For this reason, this question is laid out as the latest question and the other question will be examined first.

The most remarkable interpretation is that the planning practice is a totally public business and therefore the concept of public benefit must be put in the system’s proper form. Scientificity, transparency, accountability must be the most basic tools in the planning process. The methods of obtaining the plan should be turned into a system in which all scientific and technical requirements are taken into consideration. For this reason, it is necessary to change the education system first and to be continuously managed by sensitive and educated people. *“Dignified and morality people can turn legal and business distrutions into a useful and positive form”*.

The answers given to this question are listed below, there is no precedence in this ranking, and the comments of each questionnaire evaluated in alphabetical order.

1. **THE CONCEPT OF PROPERTY OWNERSHIP:** Today, urban planning is a means of property distribution. The high profits achieved in this distribution process make capital owners and power circles happy.
2. **THE TENDER SYSTEM:** It should be completely changed and supervised. Scoring of technical points, estimated price, hidden price, market research, etc. should be changed completely, all projects should be taken into consideration in the similar experience part of the tender, and proposals exceeding a certain amount of reduction must be excluded from the procurement. A fairer price adjustment should be made instead of the lowest price award. Tendering as a “package system” such as topographic maps, geological surveys and urban planning together is inconvenient. Because urban planning is not a commercial business but a public enterprise.
3. **APPROVAL PROCESSES:** Participatory processes must be operated and public participation must be ensured. Plan making and approval processes must be open to the public and bureaucrats who do not have professional qualifications should not be in the process of approval.

4. **REMOVING THE POLITICAL ATTITUDE:** Mayors and even members of municipality council and all other plan approval authorities should not be political. The approval institutions should have a neutral institutional structure secured by the Constitution. Political authorities should be prevented from escaping scientific criteria and business circles to their own connections, private tenders to individuals, market rules to be influenced by political power and therefore monopolization should be prevented.
5. **METROPOLITAN AREA MUNICIPALITIES:** It is necessary that all authorities should not be concentrated in the metropolitan municipalities, the approval process should not be prolonged, the members of the municipality council should be selected from the technical professionals, and urban planners should be involved in these councils. An independent control mechanism must be found.
6. **DESTRUCTION OF PLAN INTEGRITY:** Today, the Development Plans are prepared in comprehensive way of thinking by projecting a period of 15 years. But, many of them are pierced due to several changes and revisions and lose their meanings in one or two years. So, fewer plan changes and revisions should be made. In addition, since planning is a dynamic process, after the preparation and approval of development plans, the planner must continue monitoring and direct the implementation process.
7. **CONFLICTS OF AUTHORITY:** All of the institutions included in the planning process should be gathered into a single roof. The fact that many institutions are entrusted with a subject and that the most of these institutions do not know the planning discipline puts both planning discipline and practice into a challenge. In addition, collecting institutional opinions should generally be completed on upper scaled plans, because repeated views from the same institutions for the same regions/areas on each scale are pointless.
8. **PUBLIC EMPLOYEES:** The professional experience and legal knowledge of the staff and legal advisors working in the planning process and approval authorities of the administration must be complete.

9. **LEGISLATIVE ARRANGEMENTS:** Numerous types and large number of different branches of legislation is required to be gathered under a single regulation. Regulations that will prevent the public interest need to come to the forefront. Urban development plans are often shaped in Turkey by the principle of rent-sharing. Regulations made by urban areas are inevitable for the formation of large rents over time. However, regulations should be made to ensure that these rents are directed to the public rather than individuals. The current Urban Development Law No.3194 and other related regulations are the most restrictive ones in this context. Recent days, planners are not doing urban plans but something else. In other words, the process of legalization of rents and investments are carried out within the framework drawn by the urban development law. Laws, regulations and legislation have many shortcomings. In this process, it is seen that the circulation around the laws, the acquisition of the power, the maximization of the rent, the bribery, the efforts of public employees to benefit from the rent. Besides, the “normal” citizen has no right to search for rights, to protect the right of ownership, and to receive fair share of the rent.
10. **CL GROUPS:** This implementation has to be thoroughly lefted and qualified and quantified specifications based on the professional experience must come to forefront.
11. **URBAN PLANNERS:** Urban planners working on the private market should not do business as a trader or a real estate agent, they should not be business followers. They should show their professional knowledge instead of political power. The planning profession should be based on scientific evidence and the public interests and should be avoided the improper works that causes the lost of the prestige of the profession such as “earn more money from the area”, “green painting”, and “parcel parcel selling”.

The answers to this question are, in a sense, answering at the same time the question “How planning practice should be in Turkey”. In fact, the answers given by the respondents to the previous question underlined many of the fundamental problems that exist today in the planning system and even brought a number of

suggestions. Disappearing the subjects or problems that are criticised, the ideal planning system in Turkey that is needed is determined. Therefore, the answers to the last question is actually a summary of the questionnaire survey, and shows the planning system in Turkey and the reasons of how Turkish urban areas have turned into a planning disasters from the eyes of the urban planning offices working in the private market.

It is decided to be written each of the participants' interpretations to the question "how planning practice should be in Turkey" in their original form and order, as a way of describing the process better. The answers given are listed below with the original sentences.

1. No occupational discipline and no political power in such a country, where the land is so valuable and the property is protected by laws, can not go through structural and permanent changes in planning. The theoretical and legal changes in the planning will never reflect on the physical field without arrangements for these two concepts outside the profession.
2. Planning must be absolutely local and participatory. Implementations can be made on the basis of a number of guidelines set by the Ministry. It is necessary to be away from the worry of not being able to catch a language union in terms of representation and in the technical sense, these are details. However, it is essential to go to structural corrections by knowing the problems in the structural sense.
3. The problem in Turkey is not a planning problem. It is the problem of rent-focused way of thinking of those who manage the plans. All other problems can be overcome, but urban issues and planning problems will not end unless this mentality is overcome.
4. First of all, recoverable parts of deleted planning memory should be restored. Previously, studies were redefined for the planning process like KENTSGES and other similar works and these studies should be taken one step further. However, instead of just taking a group or a workshop at a college or two-days workshops, meetings should be held in which the participants are directly

involved in the real life and the front-line of the practice, and participants have already prepared rather than the sessions where common statements are repeated. Legislation must be established by linking the substance at the sessions where actual participation is to be achieved. The techniques of planning education and definition of the process should also be discussed.

5. Nothing can be done unless the political environment has changed.
6. Plans, especially in small scaled planning studies, should be done with urban design method rather than classical development plans; a sustainable planning approach should be determined that is comprehensive, fairly, respects to public interests, does not cause individual rents and increases in values, protecting and raising the standards of the the nature and the humanity.
7. Planning in Turkey has to be done by the state as in the rest of the world. Self employed urban planning offices can inevitably not go beyond tools for speculation and the rent, and urban planners are nothing but the DonQuixote, who is fighting against the wind mills.
8. Instead of making a physical planning project first, it is necessary to have the planning idea first.
9. Within the framework of technological developments, there should not be development plans with the same contents, in different scales and names approved by different institutions. The planning authority of investor ministries must be recontrolled and the authority power should have at most one or two ministries in the sense of demand-control-approval and only on the upper scales. The implementation plans and master plans should be approved by the same local municipality, whatever the topic is. It should not be removed from the essence of the issue because of so many regulations, circulars and communiqués created by many ministries who have the authority to produce and approve plans.
10. Administrations who are not competent and sufficient personnel, experience and equipment, should not have planning authority. The functioning

(preparation, approval, etc) of the planning system in each urban area should be at least as independent from the municipalities in terms of internal functioning as it is least influenced by the political control of the mayors. The views and suggestions of all other institutions in a city should be concluded within the institution and at every scale.

11. Planning must be independent from politics.
12. Unplanned plan production in Turkey are done although that much laws and regulations and this gives rise to a big mess. The upper scaled plans should be prepared in the private sector, not by individual planners but by a team, with the participation of various institutions and organizations under the supervision of the ministry. These plans should be kept up-to-date by the planning groups for the protection and the survival of the plan and renewed within the schedule by the update report of the ministry and experienced by planners at certain times.
13. Planning should be allowed the planner to make original design with the participations of both the people living in that area and other related structures. A new system should be established in which all stakeholders living in that area, not just the institutions, are participated instead of trapped in the legislation rules. Planning should be done not only by taking into account increas/decrease of the rights of the construction and getting rid of the annoyance of the rent and but taking into consideration how people living in the city will be happy in the future.
14. It should be open to judicial inspections at every stages of plans which is carried out by the central government, preparation-approval-implementation processes done by local governments, and its policies and rules are defined by the central government.
15. All private self employed offices must be closed. Is it possible for freelance offices to be assigned due to the needs of the municipalities and at the same time be responsible from the work that is done by planners?

16. In the development of human settlements, natural, cultural and historical values must be protected and a plan must be realized within the framework of sustainability principle.
17. Planning should be an integral part of the state policies with a long-term approach. Plans should be prepared at a level that will capture the long-term, recommended projection periods.
18. A planning system must be done by gathering the legislation under a single roof, where the approval authorities have been reduced to minimum, the land rent is transferred to the public and used for public good purposes and monitoring-evaluation-audit processes can be done sequentially.
19. It must be worked on a transparent and equal basis, i.e. a mechanism in which the laws and regulations are not stretched according to individuals.
20. Completeness of the contradictions and deficits in terms of legislation needs to be checked and approved by an independent state body.
21. A strong new regulation is needed for urban planning field in Turkey. The existing urban development law and its legislations have outdated practices. The approval authority for urban planning should be assessed by broad and comprehensive bodies of people in other disciplines together with the urban planning discipline and should be free from the pressure and influence of political authorities. Urban planning, as its nature, creates land rent and it is not possible for those who are in the approval authority to get rid of this rent. This leads a very dirty associations. Urban planners are removed from the position of being a tool in all these dirty processes or being only in the position of the signer on a sheet. Occupational fees should be determined by the ministry and should be unchangeable. In other words, project pricing must be fixed in a certain way that freelance offices must be prevented from competing with each other. Otherwise, the signer planners doing the projects for very low prices will be multiplied. The Competency Licence must be removed since it is a major obstacle to trade and entrepreneurship. The chambers must be closed immediately and new occupational organizations should be organized. The

main income of these organizations must not be members or offices registration fees, but must be the training they give, the overseas professional visits, the studies they have done to open new business areas, the scientific and academic publications, and the activities they organized for the members. These organizations must be avoided publications notified with political views. No matter what political opinion is in power, they should pioneer for the correct implementations of the national and regional investments by providing technical and occupational guidance to these governments. It should be in a structure that guides the decisions of political decision makers in a scientific manner and this consultancy services can be even the largest revenue gate for these organizations. It is known that there are countries that are quite undeveloped in urban planning. Occupational chambers can organize visits to these countries and open new business areas to Turkish urban planners.

22. The authority administrations for upper scaled master plans have to be revised in terms of planning hierarchy and the plans must be evaluated and rearranged and all different types of scaled plans must be controlled by the same planning team in a systematization and standardization.
23. The planning begins from the university education in Turkey. For that reason, the programs of the universities need to be reorganized for practical purposes. Students are graduated from the universities without drawing or even seeing a proper plan.
24. Rather than fragmented planning, which is revised in every three to five years due to the technical and social infrastructure deficiencies, it is necessary to revitalize the existing but not applied planning approach which deals with the relationship between strategic, comprehensive and environmentalist understanding as a whole. Regional characteristics and urban/rural areas variables should not be assessed within the scope of one standart regulation. Instead, local standards that emphasize local charactersitics should be produced beyond planning.
25. Planning should be done by a team and by consulting companies.

26. Planning should not change for any individual. First of all, the state should be an example in every implementations it does in the name of planning, avoiding both wrong site selections and uniform architectural solutions such as TOKİ.
27. There must be a central institution in terms of planning. But, this confusion will continue for many years unless local governments are not strengthened. The authority and responsibility should be decentralized in terms of planning, but a new control mechanism must also be established. Responsibilities and sanctions should also be well defined. In addition, civil society organizations must also be strengthened about making decisions about cities. Legislations related to planning should be revised and contradictory situations in operation should be removed. The control mechanism on institutions should also be developed.
28. All country has to be planned in a sub-regional scale, and these planning works should be organized and done quickly.
29. There is no hope for this matter, the train is out of the way.
30. The planning in Turkey is an issue to be decided and should be evaluated as a result of scientific data. However, it is definite that how it should not be is the multiplicity of planning.
31. It is very painful that urban planning is still continued to talk in 2017. It is necessary to leave planning to urban planners and to minimize external influences, especially political influences. Urban planners have to be in the municipal councils and development commissions as a necessity.
32. The approval authority of politicians should be reduced.
33. It would be better to do qualified work on a parcel scale if it is unprincipled and undealed works on an urban scale in such an planning environment.
34. There are a lot of troubles in the planning process. This extends from the regulations to the arbitrary practices of political practitioners. Firstly, it is needed to be corrected. Instead of signing one person having CL Group A in a

plan covering large areas, a group work should be included with increasing the number of planners according to the size of the areas to be planned. Today, most of the plans are prepared without field and land use surveys and synthesis studies. For this reason, there have been urban plans that develop the settled area to the future without right decisions. After the preparation of correct plans, municipalities have to organize and make monthly and yearly zoning decisions with urban design scale.

35. The urban plans and planning authority must be fully received from the center. As the municipalities are strengthened technically, precautions must be introduced to ensure transparency. The municipal councilors should have some technical competences and should be free from politics. Even in the most democratic municipalities, density increasing bad plans can be approved easily. In addition, the change of the so-called planning hierarchy should be replaced by a fragmented, democratic, advocacy and marketplace planning system instead of comprehensive planning, taking into consideration market rules, taking into account the flexibility of the plan to change according to investment decisions with the introduction of technical and scientific rules. Other developed countries like USA, Canada actually show that the term “public benefit” does not contradict with the market rules. “The planning decisions” should be seen as a decision which is not a dull decision which should not change at all, but which changes according to time and circumstances. The current Metropolitan Municipality Law must be changed completely and instead of it, authorities should be given to small municipalities with a system of established technical infrastructure. The existing Metropolitan Municipality Law introduces a separate negativity that can be called “centralization in the local area”, and political decisions bring very effective and unfair practices to the system.
36. The implementation of the principles, strategies and actions set in the KENTGES (the result document of the Integrated Urban Development Strategy and Action Plan Preparation Project for Sustainable Urban Development) document will be an important step for the system construction.

37. The establishment of planning control mechanisms in Turkey is a priority. Administrations should stop arbitrary planning issues immediately and it is necessary to carry out studies for implementation rather than imagination and to protect the identity of cities.
38. The system must change radically. Scientificity and objectivity should be provided in the planning process and in the approval period. Professional training and motivation of the planners are another necessity.
39. Upscale plans should be made by institutions that are consisted of competent people and locality should be the determinants of subscale plans.
40. Before planning, rent economy needs to be stopped. Everyone regards the land as an economic value and this leads to the production of rental decisions over the planning concern. Rural areas are being transformed rapidly into urban areas because there is no other production sector in the country, and everyone serves this sector. Conservations plans must come to the fore, especially Anatolian settlements lose their qualities and their characters with a distorted urbanization. The powers of the local governments should not be narrowed but the teams must be strenghtened. Environmental values must be protected. The large scale planning decisions must be done together with the local municipalities. The plan approval authority should be municipalities but, there have to be experts' team in the local administrations instead of municipal councils and these teams must be active in the planning process.
41. One of the biggest reason for that bad situation in Turkey is ILLER BANK. There happened a uniform structure on each side of the country, but even in a tiny geography in the east, no texture is alike. The 1/100000 scaled environmental plans had to be made by the Ministry itself, but most of the information could not be accessed. The logic of old environmental plan was better, and for this reason, it should be structured similar to the old one so that the local characteristics can be kept alive.
42. Planning can be solved in a way, the problem is solving the implementation process. But, a knowledge about the application is needed before and

ministries, universities, media members should be informed as soon as possible.

43. Planning is a process that works with regulations. It is imperative to prevent the planning from the influence of legislators in order for the planning to succeed. If an independent and rigorous audit process works, and if it finds sanctions against arbitrarily prepared documents, a fair planning process is done for everyone. This is related to planners as well as citizens, and any planner should not be given different privileges. The influence of politics on planning should be removed and a process that is audited by independent institutions can provide effective results.
44. Ideally, planning should be an independent institution and this institution should function like a knowledge bank. It must always be open to the physical, social, economic and legal arrangements that the politics will reveal, and should make the necessary arrangements immediately under the planning profession and professional ethics. The developments should be followed very well and planning decisions must be taken in this frame. Political will and political power should not affect the projects and decisions of this institution. Obviously, planners should always possess science and professional ethics and not be a tool on the interest groups.
45. Planning must first be forward looking, participatory, fair and decisive, keeping pace with the rapidly changing world, keeping the ecological balance consistent, and opening up front of investors at the same time, but already predicting those investments.
46. There must be a planning practice in which all occupational groups are engaged in shaping work in the physical and socio-cultural sense to produce a plan.
47. Plans should be made in comprehensive ways, with democratic participation channels, the transparent trial for planning process-implementation-supervision, preventing public benefits, open to public opinion and judicial review, based on spatial, social, economic, cultural and environmental data. It

should not be aimed at maximizing the rent, but it should be as in international practice.

48. The quality of education should be increased instead of having so much planning schools in Turkey. Urban planners who do not work in the private sector should not be taken to public institutions. It is also necessary for the members of the council to be in adequate and relevant training. The pressure of the political authority in the plans should be stopped. The CUP should serve for occupational issues outside politics and the CL Group regulation must be rearranged.

To summarise; politics was the one of the most underlined word by participants and almost all were agreed about the thinking that planning must be away from politics. Because planning is a positive science that aims to create livable and sustainable cities with the idea of public benefit and for that reason the system has to be changed radically and it has to be free from the pressure of political actors and powerful investors. The planning should be an independent institution and so, the pressure of the political authority in the plans should be stopped.

According to opinions of the private urban planning offices in the questionnaire, structural changes have to be made in the process of planning practice and all legislation related to urban planning field has to be covered in a single regulation or law. The power of different institutions have to be reduced and there must be one single authority in terms of planning-approval procedures, and this authority must be the local administrations. Besides, the implementation of the regulation about the capabilities of planners, i.e. the competency licences have to be rearranged or stopped.

The urban planning education and programs in universities must be reconstructed according to the needs of the market and the education system must be qualified and unique in each university. According to participants, this concept is more important than opening city and regional planning departments in every universities.

On the planners' side, some of the participants have emphasized the self employed offices must be closed and planning issues have to be realized either by public institutions or a planning team. Others claimed that urban planners have to be removed

from the position of being a tool on the hands of power structures and of being in the position of the signer on a sheet. Instead, planning has to be both local and participatory and planners have to be left to create their development plans scientifically and freely in terms of economic, social and local values of the settlements.

5.3 CONCLUSION

The main subject of this thesis is to put the thought that neoliberal policies are making radical changes in the planning process and urban planners, especially self employed planners, have become the most attractive group who took enormous roles in this process. And this study, by asking some questions, tried to look for why and how planning disasters occur in Turkey. The theoretical chapters of this study showed that neoliberal policies have affected economy policies of the Country starting with the second half of 1980s like other countries in the World and urban planning discipline was shaped in this periods because of these policies.

It is seen from the previous chapters that worldwide economic crises affect the policies of the nations and each country changes and/or adopts their current regulations according to the world's political and economic tendencies in the capitalist system. These new arrangements of a nation reflects to not only in urban planning field but almost all sectoral structures after a while.

Especially starting with the second half of 1980s, as explained repeatedly, the role of urban planners in the private sector has become dominant and urban planning issues have started to be realized mostly by these offices. The main indicators of the neoliberal policies are; individualism, privatization, competition, deregulation, decentralization, economic liberalization and rolling back of the state, favoring of free markets and strong individual property rights. The reflection of these parameters to the planning system in Turkey has brought dramatic changes to the sector. Thus, the empirical study has tried to find the results of this reflection in the urban planning issues.

The empirical part of this thesis has covered two kinds of researches; in the first part, in-depth interviews has been done with the planners who work in the public sector as practitioners, and in the second part, a questionnaire survey has been sent to the self employed companies working in the private sector as the main actors of this thesis.

The attendants of the first part are the interviewers, who work at the public institutions related to the planning process. The aim of this part was to examine the changes in the planning system during the periods, and the interviewed planners were the public practitioners of this process. They all explained the transformation of urban planning process related to their institutions on the one side and the changing roles of the planners on the other side.

Numerous questions were asked to the self employed offices in the questionnaire study in order to understand the planning process in Turkey, since these offices are the private operators as being in the system. Most of the offices are long-live ones in the sector and thus, answered the questions in a conscious way.

The interpretations of the participants of the empirical study for the planning system in general showed that there has been dramatic change from the beginning of the Republican Era to the present day. Basically, all of the participants agreed the periodization of urban planning structure in Turkey;

1. 1956-1985: the period of the first Urban Development Law No.6785. According to participants, the concept of “urban planning” came into effect with the Law No.6785, which can be called as the development period. The valid rules and practices of this period came from the Ottoman Period.

This term also refers to the import-substitution policies for industrialism as economical terms. Neoliberal policies has started to be used as an ideology in Turkey in the beginning of 1980s and as a result of these policies a lot of changes has been realised in the planning practice and the urban development law was rearranged to adopt the neoliberal policies.

2. 1985-2000: the priod of the second Urban Development Law No.3194 until the beginning of structural changes in the planning related institutions and legislation. The

techniques of conventional planning system came up with the Law No.3194 and used until the 21st Century. This period was the beginning of the understanding the meaning of the term “planning” by local administrators, and then planning immediately was started to be used as a tool for urban rent in Turkey.

In economical terms, this was the period of intertwined political and economic instability in Turkey and Ankara Agreement was signed with EU and various institutional arrangements was realized.

3. 2000-2017: the period of the understanding of planning has changed completely. Instead of solving environmental problems, the governments have chosen to change laws and regulations. During this period, several regulations have been changed and the legislation have been moved to a point where the legislation can not be controlled. In this period “urban planning” concept was started to be used as a speculative investment object for obtaining rent from the urban lands. There have been radical changes in the institutional structures and so that the planning concept. The understanding of planning changed dramatically in this period and short-term, partial planning understanding has become popular instead of comprehensive rational planning approach.

In economical terms, this is the period of intensive implementation of neoliberal policies, started with the “structural reforms” of the “Stand-by Agreement” with IMF.

Because of the reflections of economic-political changes, types of planning, types of plan production processes and types of plan acquisition have changed and rearrangements has done on planning regulations.

The below Table 5.32. is the conclusion of this part and shows the relationship between the economic policies of Turkey and structural changes in the urban planning field caused as a reflection of these policies according to periods. Besides, it also gives an idea about the replies of the participants of the empirical study.

The first column of the table lists the milestones of the economic policies due to periods, starting from the Ottoman Era to the present day. The second column shows the reflections of these policies on the urban planning field and the third one gives the

TABLE 5.32: CONCLUSION

PERIODS	ECONOMIC POLITICS	PLANNING PROCESS	INTERVIEWS/QUESTIONNAIRES
1956-1985	<ul style="list-style-type: none"> • Import Substitution Policies-Nationalism • May 27, 1960 Devolution • The establishment of State Planning Organization in 1960 • The first five-years Development Plan, 1960 • 1977 Economic Crisis • January 24 ,1980 Measures • 1980 Neoliberal Politics • September 12, 1980 Military Devolution • 1982 Constitution 	<ul style="list-style-type: none"> • 1956 The first Urban Development Law No.6785 • Establishment of Planning Related Institutions • 1960 Ministry of Development and Resttlement (abolished) • 1960 The establishment of City and Regional Planning Department in METU • 1965 Act of Property • 1966 Squatter Act • 1969 The establishment of the Chamber of Urban Planners (CUP) • 1976 The establishment of Planning Department in Tourism Bank • 1983 Law on Procedures to be Implemented in Contradiction with the Urban Development and Squatter Legislation • 1981-1984 The Mass Housing Act • 1984 Establishment of TOKİ • 1984 Law No. 3030 on the Management of Metropolitan Municipalities • 1985 new Urban Development Law No.3194 	<ul style="list-style-type: none"> • Regional Planning works began under the Ministry of Development and Resettlement • Regional Planning Bureaus have been established in 1965 in order to repare metropolitan area plans • Tourism Master Plans have started to be prepared under the Tourism Bank, 1978
1986-2000	<ul style="list-style-type: none"> • 1986 the unlimitation of the Treasury for the bonds in the domestic market • 1987 Referendum • 1989 Decree No.38 • 1995 Ankara Agreement • 1998 Economic Crisis • 1999 Marmara and Düzce Earthquakes • 2000 Stability Program 	<ul style="list-style-type: none"> • Decentralization of the Planning Authorities to Municipalities • 1992 Coastal Act 	<ul style="list-style-type: none"> • Decentralization of planning powers to local governments • Relaxation of planning procedures • Elimination of social parameters • Increase in personal, political and subjective demands and interventions • Loss of comprehensive planning concept • Detoriation of the quality of projects • Loss of transparency on process • Evolvment of Agreement Methos to Tender Method
2001-2017	<ul style="list-style-type: none"> • 2001 Financial and Banking Crisis • 2002 One Party Government • 2003 Emerceny Action Plan 	<ul style="list-style-type: none"> • 2000 Authority of Environmental Plans has passed to the Ministry of Environment • 2003 The Enlargement of the Authorities of TOKİ • 2003 Housing Campain • 2004 Metropolitan Municipality Law • Greater Municipalities Law • Spatial Planning Regulation • Package Laws 	<ul style="list-style-type: none"> • The Statutory Instruments which facilitate the back-up of applications with the emergency action plan • The continously changing regulations on urban planning field • Emphasis on the economic profitability • Disregard on environmental issues • Ease of doing projects due to technological developments • Quick approval of the projects for power groups • Reduction of project prices • “Package” project tenders

interpretations of the participants, both interviewers and questionnaires, about the periods and about the structural changes on the planning practice in terms of different subjects related with the field. The advantages/disadvantages or positive/negative effects of the implementations of these structural arrangements can be best observed by the practitioners of the sectors. From this point of view, it is very important to examine urban planners and/or self employed planning offices' practices which can be seen at the third column of the Table 5.32.

All of the participants have reached consensus on issues related to the years 2000s. According to attendants to the empirical survey, there were developments and innovations in the approaches and the preparation of planning up to 2000s, but this disappeared by the 2000s. The legislation was changed very and often and after a while the legislation was unable to follow by anyone. Even urban planners were having hard time for following that much changing regulations and unfortunately, many planners were unaware of it. That much legislation meant no more planning. Now, development plans are made only as a form; there is no science and technique.

In the past, the Ministry and the Bank of Provinces were such a filter in the planning process, but now, municipalities want to complete the process very quickly, no matter how it is done.

An urban development plan is seen by the participants as a document that regulates the distribution of rents in urban land. Besides, these plans are destroyed with changes as soon as they are approved since property owners/power groups have unlimited demands on these plans. Therefore, planning is done only for the needs of these groups, not for the needs of citizens.

One of the most important result taken from the survey is about the planning education. According to surveyors, the profession is not educated properly in universities and most of the universities' educational system based on to graduate zoning planners instead of urban planners. In the past years, planners and institutions had been talking about the same things with the same language, and trying to learn and understand the things going on. But now, planning is done specifically just for the needs of powerful groups with never ending arrangements on regulations.

Besides all these problems, urban planners in the private sector have many shortages. The past time planners who used to educate one or two universities and technically similar to each other left their place to planners, who grew up in different universities and who resemble each other, but who are not alike in both level and education style, are on the market. The common language of planners whether it is good or bad has been disrupted with this situation and it has brought irregularities and courageous behaviors of these planners. In the past, planners were resisting to the municipalities and telling them about incorrect works. But in recent periods, most of the planners are directing mayors and/or other administrators and giving them power and more intelligence rather than resisting. On the other hand, planners who are doing correct/right planning in the light of the scientific data could not approve their plans, and for that reason they do work only corresponded to legislation or they refuse to work after a while.

Self employed planners have to struggle against many problems in accordance with the legislation in force applied by the economic and political policies of the country. Because of the legislation and planning practices on the one hand, and institutions and insufficient staff on the other hand has finished planning profession and planners in Turkey are no longer doing their job properly. The changes indicated by private urban planning companies in terms of getting projects, planning process and approval procedure has created an impact-reaction or chain effect. Each reason or justification affects one another and the system is getting worse and worse.

Self employed urban planners who participated the questionnaire survey claimed that they do not accept projects contradictory to ethics, knowledge and legislation. They emphasized that planning and legal bureaucracy care much about the names given to the scales, not the essence and content of the proposed plan. The multi initiative approval authorities of the development plans means that there is no planning policy in the country. Each institution has a lot of initiatives because of its own laws and regulations that define new plan types according to its own field of activity. Moreover, they explained that the legislation does not consider economic, social, environmental and climatic differences of the areas.

By current laws, all cities, all planned areas are similar to each other and local features are not taken into consideration. Anxiety to determine everything by the laws and regulations to the deepest details, especially in the Spatial Planning Legislation, do not leave a place to urban planners for action and they are only doing physical planning with the concern of compliance with the legislation. Different thoughts and ideas and design can not be reflected to the plans and regulations does not allow planners' design capabilities.

These planners found continuously changing legislation as a reason for planning disasters and claimed that without a development strategy, development plans are nothing. They also declared that urban planners have to be removed from the position of being a tool on the hands of power structures and of being in the position of the signer of a sheet. Instead, planning has to be both local and participatory and planners have to be left to create their development plans scientifically and freely in terms of economic, social and local values of the settlements.

CHAPTER 6

CONCLUSION

Urban planning is a process; it is a technical and political process concerned with the development and use of the land, protection and use of the environment, public welfare and the design of the urban space. It includes various and numerous aspects in it; social, economical, geographical, historical and environmental subjects and many others related to humanity are the basic elements of urban planning profession. It is a positive science that requires serious investigations and extensive research at its core. It aims to develop healthy/sustainable/liveable cities/places while distributing the activities and their related structure. It refers to a set of processes, including problem definition, problem analysis, goal and objective setting, forecasting, problem projection, design of alternative solutions, evaluation of alternative solutions, decision processes, implementation processes, monitoring, control and updating. And the profession urban planning is mostly carried out by city and regional planners/urban planners in a comprehensive way of thinking.

However, the shaping of cities/places can no longer be achieved by the traditional resources of urban planning. The 1980s and 1990s marked the most dramatic and decisive turn in planning. The critical accelerator was the negative urban impacts of economic restructuring. Neoliberal policies have been adopted to countries' economic structures and this new economic environment has changed social, commercial, cultural and political parameters of societies. Policies of neoliberal economy such as deregulation, privatization, liberalization, localization, decentralization radically changed the professional urban planning discourse. Starting with these dates, traditional planning institutions lost legitimacy and power to influence urban built environment and instead, some alternative/new institutions emerged in this process.

On the other side, the role of urban planners changed. They are viewed hybrid roles such as moderator, speculator, manager and even spectator. But it become obvious that

the voice of planners are absent anymore and they have less impact on urban planning than developers. So, since urban planning is become a tool and used by non-specialists; i.e. politicians, powerful groups, investors, and cities are shaped according to their individual interests, catastrophic, disasterous and unbearable cities are created.

Turkish cities are experiencing the same process since the second half of the 1980s and it has become much more dramatic especially in the last 20-25 years. Within this process, urban built environment has changed dramatically, morphologies of cities have expanded in an uncontrolled way, huge roads have made city centers like a national transportation network, and national projects without feasibility studies have transformed areas around cities which is called in this thesis as planning disasters. So, this subject was selected as the matter of this thesis since city space become an arena of entrepreneurship and development, not regulations and planning because of neoliberal policies. The process was handled through self employed urban planners in the private market, because urban plans are realized mostly by them during these years and they are the main observers of this change.

The scope of this study is to examine the urban planning process generally in the world and specifically in Turkey, to find out the actors of this process and to determine the variations that cause planning disasters. In previous chapters, this observed situation and the formation of the process have been tried to be explained both theoretically and empirically, and the hypothesis and questions put forward at the beginning of this study have been tried to be answered.

The conclusion chapter will be examined in three sections. The first part will be a general overview to the whole subject and will consist a brief summary of the thesis. Main findings during the study will be the second part of the conclusion chapter. The basic questions and hypothesis will be tested whether they are verified due to the results of the empirical survey. In the final section, the discussion part, suggestions to improve the urban planning concept in Turkey and new policies in order not to that planning become a disaster will tried to be proposed.

6.1 OVERVIEW

“The voice of the planner has been curiously absent from both conceptualizations and analyses of planning reform over the last 20 years”. This determination could be the most important sentence of Clifford and Tewdwr-Jones’s book (2014) *“The Collaborating Planner? Practitioners in the Neoliberal Age”*. Because, the author of this thesis, as an owner of a self employed company, works in the private market for almost 30 years and has experienced this transformation of the planning profession intimately. During these years, she has both observed and practiced the dramatic change in the planning field and experienced how the meaning of urban planning discipline has become a hollow definition.

The planning profession in Turkey has started to be seen with the first years of the Republic Era and the first urban planning department (city and regional planning department) was established in Middle East Technical University in 1961. From that time to present days, the role and status of urban planners have been transformed significantly. Although this transformation has been started with the neoliberal policies, it has gained momentum with economic policies especially during 2000s. So, 21st Century is the turning point of this transformation in Turkey.

Urban planning is frequently used as a key instrument to manage these kinds of transformations and it coordinates the spatial location, the transformation of rural to urban lands, and distribution of economic activity. The changes in the political and economic structures of nations pressure on the structure of ways of life and the urban spaces. Besides, city leaders often formulate medium and/or long term objectives to transform and for the development of environment and urban power relations have usually been the basis for the decision making processes and the production of urban space.

From this point of view, this study was built on two main parts; the theoretical part and the empirical part. Methodologically, the theoretical framework of this thesis has been contained two main issues; planning theories and the urban process. In the first part, planning approaches are explained cronologically. Starting from the comprehensive planning approach of the 19th century, incrementalism, mixed

scanning: a third approach to decision making, advocacy planning, strategic planning, and the practice movement have been examined respectively. One of the most important theory between these was the rational comprehensive planning approach since it has accepted and applied for the longest period and this theory is also formed the basis of urban planning education in Turkey.

The Comprehensive Planning Theory is defined as a long-term, technical process in which a rational decision-making process is applied, objectivity is emphasized, public interests of the widest segments is adopted and the issues are looked at from a holistic perspective. The stages of this approach can be listed as follows;

1. definition of the problem,
2. settings of goals and targets,
3. determination of alternatives,
4. selection of the most suitable alternative,
5. implementation,
6. monitoring and feedback.

The second most important approach is the practice movement of the 21st century. It is claimed that, the gap between theory and practice is seemed to be as great as ever with the rise of professionalism in the modern world. According to this approach every planning practice is unique and the actions of a professional planner is the basic instrument in a planning activity. Theorists are generally trying to abstract and generalize experience while practitioners are confronting the concrete uniqueness of actual situations. So, it is argued with this approach that the most meaningful theories of planning are constructed in the minds of practitioners and played out by their actions. Thus, professional planners are the ones, who observe the changing conditions best and perform in the line with the requirements of urban planning process. For that reason, self employed offices were selected for the empirical study of this thesis.

On the other side, neoliberalism, neoliberal policies and relations/reflections on urban planning process was examined since neoliberal policies have affected urban built

environment by changing the meaning of planning. Specifically, the history of urbanization and urban process in Turkey was examined referring to the economic policies in order to understand if there was any relation between them and whether these policies have affected the planning system and the basic milestones and/or turning points of the urban planning process were tried to be put forward. The starting point was selected as Ottoman Era, since the practices at that time were the basis of main institutional arrangements of the first years of the Republic. At the end of theoretical parts, it was seen that economic policies of the governments has directed urban planning issues at almost all periods and urban planning practice and all other related instruments are shaped by these policies. From this point of view, the urban planning process was divided into three periods according to the breaking points and empirical study was carried out in this mentality.

The empirical case was developed on two parts; interviews and questionnaire. On the one hand, in-dept interviews were realised with the public practitioners in order to show and explain how the process, defined by freelance planners are experienced, within the public institutions. On the other hand, a questionnaire survey was done with the private practitioners since they take major roles in planning activities in Turkey, especially in the last two decades.

Both theoretical and empirical study have shown that the urbanization process in Turkey can be examined in three sub-periods and turning points of each period has been caused by economic policies of the governments. These policies have influenced sectoral legislations and caused major changes on the urban planning structure.

1. 1956-1985: The first period is the period of the first Urban Development Law No.6785. In this period, the planning authority was at the centre and urban plans were produced mostly in public institutions. The institutions related to urban planning of that time was established according to the needs of the society.
2. 1986-2000: This period started with the second Urban Development Law No.3194 and lasted until the beginning of 21st century. Neoliberal policies has started to be used as an ideology in Turkey in the beginning of 1980s and as a

result of these policies a lot of changes has been realised in the planning practice and the urban development law was rearranged to adopt the neoliberal policies. In this period, because of the neoliberal policies there has been dramatic changes in the planning field. The planning authority was given to local administrations and private urban planning companies have doubled their numbers in this period since urban plans have started to be realized mostly by these offices. On the other side, numerous laws and regulations came into force and new institutions have established in this process. This period was the beginning of the understanding the meaning of the term “planning” by local administrations and power groups, and then urban planning immediately was started to be used as a tool for urban rent in Turkey.

3. 2001-2017: In the third period the understanding of planning has changed completely. Instead of solving environmental problems, the governments have chosen to change laws and regulations. During this period, several regulations have been changed and the legislation have been moved to a point where it can not be controlled. In this period “urban planning” concept was started to be used as a speculative investment object for obtaining rent from the urban lands. There have been radical changes in the institutional structures and so that the planning concept. Because of the reflections of economic-political changes, types of planning, types of plan production processes and types of plan acquisition have changed and rearrangements has done on planning regulations. The understanding of planning changed dramatically in this period and short-term, partial planning understanding has become popular instead of comprehensive rational planning approach. Intense pressures of neoliberalization onto planning practice have been caused uncontrolled development of urban areas and the destruction of the environment; the result is planning disasters.

6.2 MAIN FINDINGS

This thesis was tried to analyze why and how planning disasters; as the negative effects of neoliberal policies occur in Turkey. The main problem of this thesis was to put forward with the thought that neoliberal policies are making radical changes in the planning process and urban planners, especially self employed planners, have become the most affected group who took enormous roles in the process. Because, in this process, urban planning legislation and plan production patterns have been restructured and urban development plans have started to be realized mostly private practitioners. Both theoretical and empirical studies were answered the questions asked in the introduction chapter.

Planning and the idea of planned development in Turkey has unfortunately been defeated to the “mentality of rent”. Comprehensive planning understanding which has been based on a good research, well defined and suitable for the characteristics of the region, not contradictory to the planning provisions, well calculated social and technical infrastructural areas and well distributed in a form proportional to the whole urban area that are in line with the existing urban texture have left their place to the short-term, market-oriented, project-based and fragmented settlements and profitable plans, and concepts such as scientificness, integrity, public and social benefit and modernity were ignored. Especially during the last 20-25 years away from scientific planning, cities have become the arena of planning disasters.

The theoretical part of this study showed that by the mid-1980s, in the wake of the dramatic U-turn of policy agendas throughout the world, neoliberalism had become dominant political and ideological form of capitalist globalization. This cause privatization of public enterprises, dismantling of social safety nets, decentralization of governance, deregulation of financial markets and weakening labour unions.

Similar structural adjustments are seen at the governance and the application on cities. Removing trade barriers led to the start competing cities with each other, reducing state’s role made urban area a tool for urban governance, unleashing private sector into the market caused uncontrolled growth, deregulation helped developers to take

development decisions, reproduction of capital accumulation shifted city governments' role to entrepreneurial developers and enabling export-led growth turned societies from production oriented into consumption oriented. Not limited with these, but the effects of neoliberal policies on urban restructuring is four dimensional;

1. The understanding of planning has changed: the classical meaning of urban planning replaced market-oriented planning,
2. The structure of cities has changed: huge traffic roads in cities, high-rise prestige buildings, big shopping centers, suburban development and gated communities appeared instead of mixed-use urban areas of the old towns,
3. The role of planners has changed: planners are viewed in various roles such as coach, player, manager, moderator, speculator and even spectator,
4. Inexorable rise of bureaucracy or power of politicians/investors become the main key for planning: in this period land is seen as a commodity and planning become a tool for power groups.

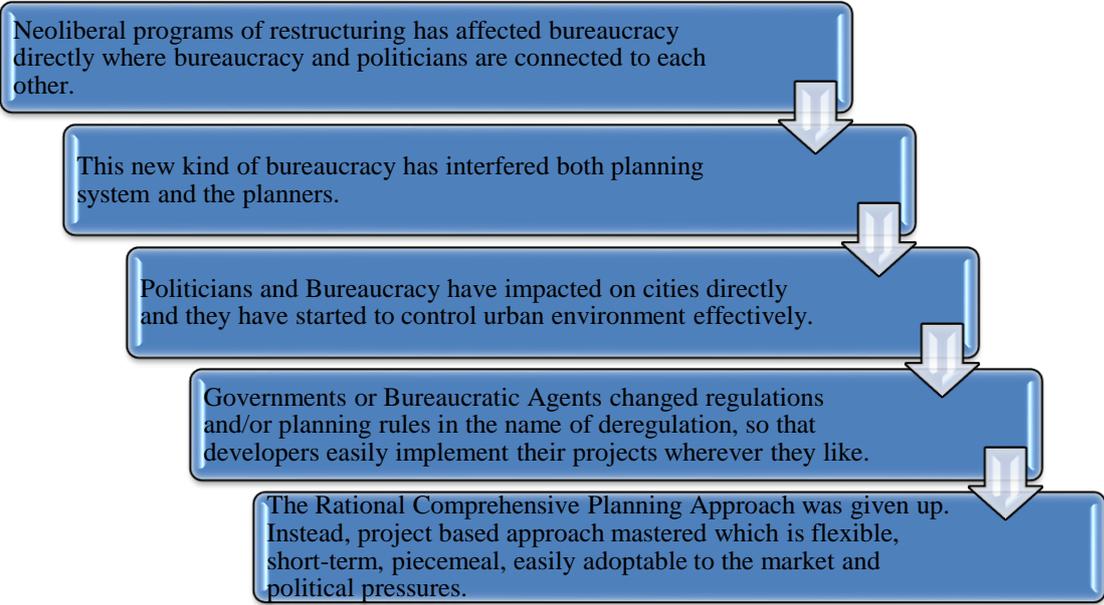


FIGURE 6.14: FOUR DIMENTIONAL EFFECTS OF NEOLIBERAL POLICIES ON THE TRANSFORMATION OF CITIES

The formulation of the effects of these four dimensions of neoliberal policies on the transformation of cities can be followed from the above Figure 6.15.

On the other hand, changes in the ways of obtaining development plans have also distorted the quality of planning. In this direction;

- In Turkey, there have been enormous amounts of laws, regulations, communiqués, circulars and approval authorities in the planning field (70 Laws, 270 Regulations (decree, statutory instrument, instruction, communiqué, circular), 56 kinds of planning type and 8 kinds of planning scale). This has been caused excessive amounts of conceptual turmoil and lead to contradictions on definitions, standards and practice. The current legislation has lagged behind modern, scientific and technological developments.
- The production of urban plans in Turkey vary in format according to the institutions and organizations. The reason for this is that the multi-institutional structure of institutions, municipalities and ministries (12 Ministries, 51 Directorates under the Ministries, and 3 kinds of Municipalities) having the authority to make/approve plans. As a natural consequence, a region may have various plans in different qualities and different scales, and in some cases there are even different types of sectoral plans in the same scale for a region. So, the planning issues has evolved to a multi-institutional structure, where both municipalities and other public institutions have competencies in planning activities.
- Concepts such as equality, community and public benefit were interpreted according to the interest groups. In practice, the inequalities has destroyed public interests, the destruction of natural and cultural assets, the disappearance of urban identities and the evaporation of the idea of planning and comprehensivity of the plans.
- Under the heading of “Urban Transformation”, the so-called “old-fashioned, areas of cities are renewed, but in reality the old texture of the cities are being destroyed. The settlements are transformed into a building heap.

- The human scale is ignored and the cities are organized with an understanding based on vehicle traffic.
- In accordance with the likeness of speculators, the big urban parts have become rental vehicles, and the development plans with the decisions to increase the density have become the documents that regulate the rent allocation.
- With fragmented planning approach regions and/or areas are being opened up before the infrastructure was completed.
- Plans are organized within the will of decision-making administrative actors, powerful groups, investors, legislators, and even the governments.
- Policy decisions and processes to guide physical planning have not been established. Planning legislation is multifaceted, diverse, contradictory, and complex.
- Disposing of Urban Development Law's provisions in the planning of areas subject to special laws creates the most important administrative and legal problems.
- Places are selected for large infrastructure investments without any feasibility studies, planning process and development plans.
- Localization of planning are perceived as irregularity, lack of control and lack of inspection in management and planning.
- All administrations are subject to the same scope and similar types of plans and planning processes are created problems. The lack of flexibility in planning legislation has ignored local characteristics of cities.
- Regional scaled plans which are expected to contain principal decisions are frequently changed with additional plans and planning decisions are being reconstructed. There is no feasibility studies in such plans anymore, they are made just to be done.

- Interventions for problems in practice or implementation process are not on time since the task of the planner is ending with the approval of the plan.

In summary, planning as a science, in the direction of stretched/facilitated legislations, especially one of the consequences of neoliberal policies, which has been on the agenda since the beginning of the 1980s, has turned to another system in almost all countries over time and consequently, land-use planning has become a tool of local governments for resource mobilization.

The effects of neoliberal policies on urban planning was discussed in this study through self employed urban planners operating in the private market since they were the main actors of this process. During this study it was also observed that the roles of urban planners changed and evolved very quickly in the process and some planners easily adopted themselves to the system while others still resist it. The interview side of the empirical study explained the urban planning process in Turkey by the public practitioners of the planning field while the questionnaire part by private practitioners of the process. First of all, according to the results, it was seen that the attendants to the survey were the planners on the resisting side who are still believe that planning is a positive science and they work in an ethical rules. There were no answers on the collaborators side. But it is known that numerous private offices who are advisors to decision makers and are doing business as the directions of powerful groups.

A brief summary is listed below for the main findings of the survey for urban planning companies. Self employed urban planning offices in the private market have to struggle many items in order to do business. In order to make urban planning activities as a private office in Turkey, it is necessary to complete the process of opening a company in accordance with the relevant legislation. One of the three steps to opening a company is to complete all registration processes in the tax offices. The second step is the registration to the CUP, and every year planning offices has to renew their registration records to CUP. In addition to the obligation to register the CUP, it is also necessary for the LLCs and to JSCs the registration to the Chamber of Commerce of the province that the company is affiliated with. The third and final step is to have a competency licence (CL) from the Ministry of Environment and Urbanization.

The licence is given to offices by the General Directorate of Vocational Services of the Ministry of Environment and Urbanization. An Urban Planning Office, which has started commercial activities by completing all these issues, can work on projects in accordance with Competency Licence Regulation. In this regulation, urban planners are classified according to their capabilities for plan production and a certificate; the Competency Licence (CL), is given to urban planners according to their fulfilled (completed) planning tasks which is named with letters F-E-D-C-B-A.

An Urban Planning Office in the private market that has received the Competency Licence, obtains the right to participate the tenders of planning related institutions like Ministry of Environment and Urbanization, Bank of Provinces and municipalities. Public institutions are subject to Public Procurement Legislation in their tenders and they have to fulfill the rules of participation in the procurement in accordance with this legislation. There have been minimum requirements for the determination of economic, financial, professional and technical qualifications for participation to a tender.

79% of the attendant companies have 4 workers at most and these workers are generally office staff and/or an urban planner. Only 2 companies have more than 10 workers and employers of that group differs to other sectors like geology, mapping, sociology, archeology, architecture and landscape architecture. It can be accepted from this result that urban planning companies in Turkey are mostly small size offices. The number of employees increases roughly with the increase in the establishment year and CL Groups.

67% of the participants are working on only urban planning projects while 33% are doing surveying maps and geological works additionally and 37 have other business relations besides urban planning offices. According to the 52% of respondents, earnings gained from planning projects are sufficient, while 30% are not satisfied and 18% do not earn enough money from planning issues.

A surprising result was received about the opinions for the CUP. According to the attendant companies, 61% of participants do not believe that the CUP can not protect planners' rights and the applications such as charges and PAI are very high and unnecessary.

The questions about the planning process can be titled in three sub-categories: 1. in terms of plan acquisition, 2. in terms of planning legislation and 3. in terms of the ideal planning system for Turkey. For the first category, answers are concentrated around 3 different sub-headings. According to the respondents, increase of political elements in business, reduction of project prices, deterioration of the quality of projects, loss of transparency on process, evolution of agreement method to tender method, narrowing of business area due to Competency Regulation are the main determinants of the process in terms of the getting projects. Increase in personal, political and subjective demands and interventions, ease of doing projects due to technological developments, the backwardness of planners' neutrality along with the increased sense of rent, loss of comprehensive planning concept and emphasizing the form of the plan instead of meaning are the answers in terms of planning process. And finally, for the approval procedure of the planning projects, the effective factors are listed as the political cases, conflict of authority between institutions, constant changes in planning legislation, unskilled and unexperienced public employees, quick approval for the projects of power groups. So, the changes indicated by self employed offices for the first category create chain effect for these 3 sub-headings and each reason or justification affects one another and the system is getting worse and worse.

In terms of planning legislation, almost all of the participants reached consensus. Planners do not accept projects contradictory to ethics, knowledge and legislation but they find continuously changing legislation as a reason for planning disasters. They think that legislation does not consider economic, social, environmental and climatic differences of the areas, so that almost every area in Turkey becomes similar to each other because of uniform legislation. Moreover, by current laws, all cities, all planned areas are similar to each other and local features are not taken into consideration. Anxiety to determine everything by laws and regulations to the deepest details, especially in the Spatial Planning Legislation, do not leave a place to planners for action and they are only doing physical planning with the concern of compliance with the legislation. They also emphasize that the planning and legal bureaucracy care much about the names given to the scales, not the essence and content of the proposed plan, but that such details are more evident in the decision phase. The multi initiative approval authorities of the development plans means that there is no planning policy

in the country. Each institution has a lot of initiatives because of its own laws and regulations that define new plan types according to its own field of activity.

It is argued by the attendants, in terms of the ideal planning system for Turkey, that the whole system should be merged under a single roof as urban planning legislation. According to the self employed urban planning offices participated to the questionnaire survey, the whole planning system should be a system under a single institution that does not allow arbitrary implementations and approvals, with a well defined legal framework and planning criteria according to regional differences.

Urbanism as a discipline is needed: it is needed to assist, train, and facilitate people and communities, as well as manage/change with all the planning and design skills it possesses. It needs to enable an environment that will forge professionals into a cadre, a coalition for urban change that can merge development, design, and planning tools into new integrative systems. It has to establish itself as a discipline of new problem-solving paradigms that can equip urban planners with sophisticated tools and a sharper cultural awareness so that they can practice planning and development anywhere in the world. If such professionals and decision makers are not able to combat and respond to this crisis in a proper way, then the prospect of making liveable cities and sustainable communities will not succeed in the long run.

6.3 DISCUSSION

The main question of this PhD study was to put forward the reasons of why and how cities have become today's situations. The thought was that neoliberal policies have been radical changes in the planning processes, especially after the second period of 1980s. The term "planning disasters" is used to highlight the negative effects of neoliberal policies. The research was done throughout private planning offices since freelance urban planners have taken enormous roles in this process. At the end of this study, it was seen that the starting point of today's situation was neoliberal policies, but effective factors on urban planning process were multi faceted; politics, political actors, investors-consumers, the market mechanism and the urban planners.

Neoliberal ideology has started with the slogan “there is no alternative” in the beginning of the 1980s. By the mid 1980s, in the wake of the dramatic U-turn of policy agendas throughout the world, neoliberalism had become dominant political and ideological form of capitalist globalisation. It emerged as a strategic and political alternative instead of Fordist-Keynesian welfare state policies at the 1970s. The main target of neoliberalism is to share physical, natural, financial, and human resources in a most efficient way. It represents the optimal mechanisms for economic development with an understanding open, competitive, unregulated market liberated from all forms of state interference. The ideology has been first seen in the UK in 1979 and in the USA in 1980, and spread to almost all countries’ economies very quickly.

Neoliberal policies in Turkey has started to be seen since 1980s and these policies has become the determining factor on urban planning process. The basic concepts of neoliberal policies are privatization, deregulation, decentralization and localization and these emerged on urban planning discipline as decentralization of planning authorities, deregulation of planning legislation. The second Urban Development Law No.3194 has entered into force in 1985 just after the acceptance of neoliberal policies of the government. It has been the first serious step in terms of decentralization and localization of the planning authority since it has been given to local municipalities and therefore, from this time, municipalities have had the authority to make and approve their urban development plans. During the 1960s and 1970s regional plans and development plan competitions, in the 1970s and 1980s master plans and sectoral plans were mostly made by public institutions, but after 1985 with the localization of planning authorities, urban development plans have mostly been started to be made in the private sector by self employed offices.

During the first years, since municipalities did not much information and/or knowledge about urban planning discipline and since there have been no qualified staff in municipalities, almost all settlements’ urban plans had been tendered by the Bank of Provinces. Therefore, the Bank is one of the most important institution and/or school in Turkey in terms of the development of urban planning discipline.

The control mechanism of the Bank on urban plans was developed well and plans were not been approved without having logical scenarios in terms of planning. Plans were

prepared and approved in the framework of certain criteria. And the plans, prepared by the freelance planners were discussed in the colloquiums in which local managers participated. Comprehensive planning concept was the main approach at that time and the main instrument was the public benefit. This approach was based on a positivist view that social relations and spatial structures can be analyzed by using scientific tools and techniques and that the problems and proposals for solutions in these frameworks can be determined in a technical process. During the following years, planning institutions and insights have undergone significant changes and the concept of “comprehensive planning” has left its place to new insights that are fragmented, short-term tendencies. Plans are realized with incrementalist approach instead of rational planning process and produce short-term solutions. These plans, produced without a vision, were aimed to respond populist based understanding without a concern of solving existing or future problems of the settlements.

The main issue of the urban planning science is the public benefit. However, with the neoliberal policies, personal interests have taken place of public benefit which has been created by political actors and the market economy based on individual entrepreneurship is an important means of maximizing interest groups benefits.

The second effective factor on urban planning discipline is political actors. Local governments or central government have played a decisive role in the construction of neoliberal policies on planning issues and urban planning discipline and planners are used as tools in the destruction of cities. The meaning and power of urban planning was understood by the local governments after the post 1980s and planning has started to be used as an instrument of rent. On the basis of this understanding most planners, under the intense political and social pressure, have to move away from the principals of planning in shaping the cities.

On the other side, the market mechanism of neoliberal policies have created powerful investors and these groups have had important pressures both on the market and on political actors in terms of their investments and they have started to control and direct the policies on urban planning issues. Moreover, planning legislation has started to be changed by or for these investments and local governments are attracted by the economic growth effects of these short-terms investments. Moreover, the regulations

and the contradictions between these legislations creates conceptual confusions and the gaps between these regulations causes the loss of control on development plans.

Starting from the second half of 1990s and during 2000s, there has been several regulation changes in order to create housing stocks or existing reserves on behalf of the rent. On the one side, TOKİ has got unbelievable authorities under the name of housing construction for middle and low income groups. This movement has caused excess demand of construction of housing on cheap lands around the cities and created uncontrolled sprawl of urban morphologies. On the other side, coastal sides have filled with summer houses or hotels under the name of tourism development. Even big green areas or empty spaces in city centers are all seen as rental tools and are being transformed to residential areas with mega projects. Moreover, under the name of “urban transformation” the relatively obsolete/corrupt areas of cities are completely destroyed and turned into rental lands. The identity and/or the history of cities are being destroyed. There has been a change from production-oriented into a consumption-oriented society. The natural thresholds are ignored and this leads to destruction and loss of life in disasters.

Urban planning is almost the only instrument that can demonstrate the short-term performance of local authorities. Therefore, municipalities use planning and planners as a means to show their own actions instead of developing cities under the principles of development plans. Besides, a large number of actors who decide independently from each other are creating spaces that are separate from one another and do not make sense together because of the plans they have made independently from each other. Hence planning disasters are emerging. While trying to correct the negative consequences of the system on the one hand through planning, on the other hand meaningless spaces are formed for new situations with the interventions of political actors.

In previous years, urban planning market was determined by the public agencies, mainly by the Bank of Provinces and municipalities. But, in recent years, especially last 20-25 years investors have decisive roles in the market and mega projects such as transformation projects in urban centers and residential projects around urban areas have played an active determinative elements on shaping the structures of cities.

The basis of these problems that are experienced today and expected to be experienced in the future is the lack of planning studies related and together with the planning processes which are based on planning values and processes and which are tried to be addressed and guided within a theoretical framework in a comprehensive way. In order to do this, people are not interested only how a city ought to look but also are interested how a city works in a correct way. So, planning projects has to be realized by urban planners not by political actors or powerful investors.

The urban planners who are the center of this whole process have to struggle with many problems beyond working only on behalf of the profession. On the one side the regulations such as “the Competencies of the Capabilities of Planners” and “Copyright Law” which determine the qualifications and abilities of planners, on the other side “Public Procurement Law-PPL” create major problems for planners especially for the ones who work in the private market. These regulations assume that the price of a project is the basic criteria in the tender and/or in planning process, not the qualification and/or the team of the project. This compelling situation creates difficulties for private planners and causes constant and large price cuttings in tenders. Generally 70-80% of price cuttings and therefore low project prices have not enough for the survival of a planning office and hence, projects has to be completed in a very short time in order to have another project. This is another reason for the deterioration of the quality of development plans. Moreover, the minimum price list-MPL and professional audit implementation-PAI and similar wages of the CUP are determined as an elements that force self employed planners.

Besides, continuously changing regulations on urban planning issues and multitude of planning authorities are the other forcing factors on private planners. Because, in this system, a self employed planner has to have a full knowledge about the legislation and prevail all the institutions, which is quite impossible, in order to have a business in the market. Moreover, they have to implement their scientific education on their projects in terms of ethical values and public interests. But, urban planners today, who work in the private market are divided into two groups: those who adopt the system very quickly and those who resist the today’s system.

The world/western experience have showed that the problems of cities and the urban planning concept can not be solved by this system who today dominates the planning practices in Turkey. For this reason, many western countries have created planning structures, strategies and policies at the upper level and adopted approaches in order to solve these problems. Therefore, also in Turkey, a new planning framework has to be established as soon as possible and develop a coherent organization and legislation and policies.

An understanding of planning, which relates to country and regional politics, aims and objectives, integrates local politics with the plan, defines action areas and stages, prepares a common ground for coordination of plan decisions can be guided in development supervision, an urban structure that can be revized in 3-5 years, defining urban policies, tools and implementing actors, an approach based on a written document specifying priorities, an approach that recognizes the plan as an inseparable reference, problem areas, solution policies, planning stages that determine priorities and areas of action, an upper scale plan (structure, strategy, policies) with a centralized supervision, local plans are in the authority of the municipality, but consistency with the upper scale plans. At the center, the region, sub-region grading should be absolute so that local plans can be audited. The municipalites should be organized in a technical-administrative-financial structure as planner, implementer, operator, problem solver. To manage a city, a plan is needed that includes decisions about the future of that city. Such a plan should have a guiding and rational basis for the public interest.

Plans should be entirely assertive, not used as a political material and public interests should be essential. Because, plans are being made for a certain community living in a certain region with different cultures, different social groups, different standards and different lifestyles. Besides, a planner should absolutely be in the implementation and monitoring process. Because planning is a process and a plan is prepared for a period of time, but due to the changing conditions of the period, there may have various unexpected and unforeseen topics. For this reason, a planner who will be involved in the implementation process should able to intervene/change the plan according to the conditions of the day.

The urban planner of the new era should be concerned with physical planning as well as economic planning and social planning. Planners should now be experts with knowledge of all issues that are in the field of work of any mayor or councilor. Mayors need help of trained planners in assessing a city's short and long term needs and expectations. Cities need a physical planning approach to ensure the implementation of social and economic programs. Potential sources should be assessed in this framework and priorities should be determined. In short, without a development strategy, physical plans are nothing.

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APPENDIX A

TERMS

Table A.1. "TERMS"

January 24 Measurements	24 Ocak Kararları
Emergency Action Plan	Acil Eylem Planı
Open Tender	Açık İhale
Rational Planning	Akılcı/Bütüncül Planlama
Area Management Planning	Alan Yönetim Planlaması
Constitution	Anayasa
Joint Stock Companies -JSC	Anonim Şirket –A.Ş.
Land Arrangement	Arazi Düzenlemesi
Land Use	Arazi Kullanımı
Minimum Price List -MPL	Asgari Ücret Tarifesi
Military Regime	Askeri Rejim
Declaration	Askıya Çıkmak
Surrender	Bedelsiz Terk
Municipality	Belediye
Municipal Committee	Belediye Encümeni
Municipal Council	Belediye Meclisi
Municipal Council Decision	Belediye Meclis Kararı
Municipal Organization	Belediye Teşkilatı
Municipal Development Board	Belediyeler İmar Heyeti
Five-year Development Program	Beş Yıllık Kalkınma Programı
Balance Sheet	Bilanço
Bond and Bills	Bono ve Tahvil
Endorsement	Ciro
The Republic Period	Cumhuriyet Dönemi
Side-yard Setback	Çekme Mesafesi
Environmental Plan	Çevre Düzeni Planı
Degraded Area	Çöküntü Alanı
State-owned Lands	Devlet Mülkiyetindeki Alanlar
Direct Procurement	Doğrudan Temin
World Bank	Dünya Bankası
Arrangement	Düzenleme
Regulatory Partnership Share (RPS)	Düzenleme Ortaklık Payı (DOP)
The ex-officio Competence of Plan Preparation and Approval	Emanet Usulü-Re'sen Plan Yapma ve Onama Yetkisi

Table A.1. "continued"

Precedent Value	Emsal
Price Quote/Bid	Fiyat Teklifi
Squatter	Gecekondu
Ship Dismantle Area	Gemi Söküm Yeri
Amnesty	Genel Af
Circular	Genelge
Topographic Map	Halihazır Harita
Mixture Rule	Hamur Kuralı
Topographic Engineer	Harita Mühendisi
Treasury Land	Hazine Arazisi
Jurisdiction and Discretion	Hüküm ve Tasarruf
Reclamation (Improvement) Plans	İslah İmar Planı
Administrative Specification	İdari Şartname
Subdivision (Allotment)	İfraz
The Government Party	İktidar Partisi
Province	İl
Additional Development Plans	İlave İmar Planları
Bank of Provinces	İller Bankası
Development Amnesty	İmar Affı
Development Condition	İmar Durumu
The Ministry of Public Works and Settlement	İmar ve İskan Bakanlığı (1946)
Urban Planning Commission	İmar Komisyonu
Planning Congress	İmar Kongresi
Clauses of Urban Planning Legislation	İmar Mevzuatı Hükümleri
Development Plan	İmar Planı
Plan Application	İmar Uygulaması
Construction Permit	İnşaat Ruhsatı
Work Completion Certificate	İş Bitirme Belgesi
Work Experience Certificate	İş Deneyim Belgesi
The Union and Progress Party	İttihat ve Terakki Partisi
Publicly Disbursed Resources	Kamu Elinden Çıkartılan Kaynaklar
Public Interest	Kamu Yararı
Statutory Instrument/Decree Law	Kanun Hükmünde Kararname
Rational Comprehensive Plan	Kapsamlı Akılcı/Bütüncül Planlama
Decree	Kararname
Urban Transformation	Kentsel Dönüşüm
Commodification of Urban Space	Kentsel Mekanın Metalaştırılması
Urban Planning	Kentsel Planlama
Arbitrary Actions	Keyfi Uygulamalar
Conservation Plan	Koruma Amaçlı İmar Planı
Coastal Borderline	Kıyı Kenar Çizgisi
Facility Areas	Kullanım Alanları
Corporate Tax	Kurumlar Vergisi

Table A.1. "continued"

Limited Liability Company -LLC	Limited Şirket -LTD
Lozan Treaty	Lozan Antlaşması
Article	Madde
Local Administration	Mahalli İdare
Marschall Aid	Marschall Yarımları
Professional Audit Implementation -PAI	Mesleki Denetim Uygulaması
Legitimization	Meşrulaştırma
Metropolitan Area Master Plan Bureau	Metropolitan Alan Nazım Plan Büroları
Partial Development Plans	Mevzii İmar Planları
Legislation	Mevzuat
Exemption	Muafiyet
Adjacent Area	Mücvir Alan
Contractor	Müellif
Acquired	Müktesep/Kazanılmış
Abolished	Mülga
Property	Mülk
Property Ownership	Mülkiyet
Property Rights	Mülkiyet Hakları
Competency Licence Group A-B-C-D-E-F	Müteahitlik Karnesi
Master Plan	Nazım Plan
Master Plan Offices	Nazım Plan Büroları
Approve	Onaylamak/Tasdik Etmek
The Ottoman Period	Osmanlı Dönemi
Occupation Licence/Permit	Oturma İzni/Ruhsatı
Special Environmental Protection Zones	Özel Çevre Koruma Bölgeleri
Privatization	Özelleştirme
Private Planning Offices	Özel Planlama Büroları
Parcellation Plan	Parselasyon Planı
Plot-based Solution	Parsel Bazlı Çözüm
Bargaining Procedures	Pazarlık Usulü İhale
Plan Modification	Plan Değişikliği
Plan Provisions	Plan Hükümleri/Plan Notları
Plan Boundary	Plan Sınırı
Revision Development Plan	Revizyon İmar Planı
Coastal Strip	Sahil Şeridi
Self-Employed Planners	Serbest Çalışan Plancılar
Private Urban Planning Offices	Serbest Planlama Büroları
Protection Area	Sit Alanı
Civil Society Organization (CSO)	Sivil Toplum Örgütü
Municipality	Şehremanet
City and Regional Planner	Şehir ve Bölge Plancısı
Reorganization Proclamation	Tanzimat Fermanı
Title	Tapu

Table A.1. "continued"

Title-Deed	Tapu Tahsis Belgesi
Collaborate/Resist	Taraftar/Direnen
Technical Specification	Teknik Şartname
The Letter of Guarantee	Teminat Mektubu
Register/Registered	Tescil/Tescilli
Unification	Tevhid/Toplulaştırma
Chamber of Commerce -CC	Ticaret Odası
Deductive/Inductive	Tümdengelim/Tümevarım
Turkish Municipalities Congress	Türk Belediyecilik Kongresi
International Monetary Fund -IMF	Uluslararası Para Fonu
Implementation Plan	Uygulama İmar Planı
To put into effect	Uygulamaya Başlamak
Begin to Succeed	Uygulamaya Koymak
Site Plan	Vaziyet Planı
Tax Office	Vergi Dairesi
Approximate Cost	Yaklaşık Maliyet
Building Setback Distance	Yapı Yaklaşma Mesafesi
Legal Arrangement	Yasal Düzenleme
Deregulation	Yasal/Kurumsal Serbestleşme
Legal Conformity	Yasal Uygunluk
Certified Private Technical Offices	Yeminli Özel Teknik Bürolar
Locality	Yerellik
Regional Planning Bureau	Yerel Planlama Büroları
Local Authority	Yerel Yönetim
Competency Document	Yetki Belgesi
Regulation	Yönetmelik
Come into Force	Yürürlüğe Girmek

APPENDIX B

NAMES

Table B.1. “NAMES”

The First Constitution	I.Meşrutiyet (1876)
I. Constitution Council	I.Meşrutiyet Meclisi
The First Constitution Period	I.Meşrutiyet Dönemi (1839-1908)
General Directorate of Disaster Management (abolished)	Afet İşleri Genel Müdürlüğü (mülga)
Disaster and Emergency Management Authority -AFAD	Afet ve Acil Durum Yönetim Başkanlığı -AFAD
General Directorate of Infrastructure and Urban Transformation	Altyapı ve Kentsel Dönüşüm Genel Müdürlüğü
General Directorate of Cultural Assests and Museums	Anıtlar ve Müzeler Genel Müdürlüğü
Urban Land Office	Arsa Ofisi Genel Müdürlüğü
European Union	Avrupa Birliği
Ministry for European Union (EU) Affairs	Avrupa Birliği Bakanlığı
Council of Ministries	Bakanlar Kurulu
General Directorate of Fisheries and Aquaculture	Balıkçılık ve Su Ürünleri Genel Müdürlüğü
Prime Ministry	Başbakanlık
Ministry of Public Works and Settlement (abolished)	Bayındırlık ve İskan Bakanlığı (mülga) (1946)
Municipalities Bank	Belediyeler Bankası (1933)
Şehremanet and İntizam-ı Şehir Commission	Belediye Meclisi (Osmanlı Dönemi) (1854)
Ministry of Science, Industry and Technology	Bilim, Sanayi ve Teknoloji Bakanlığı
General Directorate of Science and Technology	Bilim ve Teknoloji Genel Müdürlüğü
General Directorate of Crop Production	Bitkisel Üretim Genel Müdürlüğü
General Directorate of Regional Development and Structural Adjustment	Bölgesel Gelişme ve Yapısal Uyum Genel Müdürlüğü
General Directorate of Çanakkale War, Gallipoli Historical Area	Çanakkale Savaşları Tarihi Gelibolu Alan Başkanlığı
Ministry of Environment and Urbanism	Çevre ve Şehircilik Bakanlığı

Table B.1. “continued”

General Directorate of Environmental Management	Çevre Yönetimi Genel Müdürlüğü
General Directorate of Desertification and Erosion Control	Çölleşme ve Erozyonla Mücadele Genel Müdürlüğü
Directorate General of Maritime and Inland Waters	Deniz ve İçsular Düzenleme Genel Müdürlüğü
Directorate General of Railways	Devlet Demiryolları Genel Müdürlüğü - TCDD
Directorate General of State Ports and Airports	Devlet Limanlar ve Hava Meydanları Genel Müdürlüğü -DHMI
State Planning Organization (abolished) -SPO	Devlet Planlama Teşkilatı (mülga) – DPT
General Directorate of State Hydraulics Works	Devlet Su İşleri Genel Müdürlüğü –DSİ
General Directorate of Natural Protection and National Parks	Doğa Koruma ve Milli Parklar Genel Müdürlüğü
Eastern Anatolia Project Regional Development Administration	Doğu Anadolu Projesi Bölge Kalkınma İdaresi Başkanlığı –DAP
Eastern Black Sea Project Regional Development Administration	Doğu Karadeniz Projesi Bölge Kalkınma İdaresi Başkanlığı –DOKAP
General Directorate of Economic Sectors and Coordination	Ekonomik Sektörler ve Koordinasyon Genel Müdürlüğü
General Directorate of Real Estate Bank of Real Estate and Orphans	Emlak Dairesi Başkanlığı Emlak Eytam Bankası
General Directorate of Energy Affairs	Enerji İşleri Genel Müdürlüğü
Ministry of Energy and Natural Resources	Enerji ve Tabii Kaynaklar Bakanlığı
Council of Old Buildings and Monuments	Eski Eserler ve Anıtlar Kurulu
The Chairmanship of Technical Services	Fen İşleri Daire Başkanlığı
Ministry of Food, Agriculture and Livestock	Gıda Tarım ve Hayvancılık Bakanlığı
Customs Union	Gümrük Birliği
Southeastern Anatolia Project Regional Development Administration -GAP	Güneydoğu Anadolu Projesi Bölge Kalkınma İdaresi Başkanlığı -GAP
General Command of Mapping	Harita Genel Komutanlığı
General Directorate of Animal Husbandry	Hayvancılık Genel Müdürlüğü
Ministry of Interior	İçişleri Bakanlığı
Institute of Economics and Internal Studies	İktisat ve İçtimaiyat Enstitüsü
Resolution	İlke Kararı
Bank of Provinces	İller Bankası (1945/4759)

Table B.1. "continued"

İlbank	İller Bank A.Ş. (2011/6701)
Provincial Administration	İl Özel İdaresi
Ministry of Development and Resettlement (abolished)	İmar ve İskan Bakanlığı (mülga) (1958)
General Directorate of Construction	İnşaat Dairesi Başkanlığı
Development Agency	Kalkınma Ajansı
Ministry of Development	Kalkınma Bakanlığı
Public Procurement Authority	Kamu İhale Kurumu
Directorate General of Highways	Karayollar Genel Müdürlüğü (1950)
Administrative District	Kaymakamlık
Konya Plains Project Regional Development Administration	Konya Ovası Projesi Bölge Kalkınma İdaresi Başkanlığı -KOP
Ministry of Rural Affairs	Köy İşleri ve Kooperatifler Bakanlığı
Village Juridical Person	Köy Tüzel Kişiliği
Ministry of Culture and Tourism	Kültür ve Turizm Bakanlığı
General Directorate of Conservation of Cultural and Natural Heritage	Kültürel ve Doğal Mirası Koruma Genel Müdürlüğü
General Directorate of Mining Affairs	Maden İşleri Genel Müdürlüğü
General Directorate of Spatial Planning	Mekansal Planlama Genel Müdürlüğü
General Directorate of Vocational Services	Mesleki Hizmetler Genel Müdürlüğü
National Security Council	Milli Güvenlik Kurulu
Ministry of National Defense	Milli Savunma Bakanlığı
Department of Engineering Services	Mühendislik Hizmetleri Daire Başkanlığı
Department of Nuclear Energy Project Implementation	Nükleer Enerji Proje Uygulaması Daire Başkanlığı
General Directorate of Forests	Orman Genel Müdürlüğü
Ministry of Forests and Water Affairs	Orman ve Su İşleri Bakanlığı
Middle East Technical University - METU	Orta Doğu Teknik Üniversitesi -ODTÜ
Presidency of Privatization Administration	Özelleştirme İdaresi Başkanlığı
General Directorate of Petroleum Affairs	Petrol İşleri Genel Müdürlüğü
Official Gazette	Resmi Gazete
General Directorate of Industrial Zones	Sanayi Bölgeleri Genel Müdürlüğü
General Directorate of Industry	Sanayi Genel Müdürlüğü
Directorate General of Civil Aviation	Sivil Havacılık Genel Müdürlüğü
General Directorate of Social Sectors and Coordination	Sosyal Sektörler ve Koordinasyon Genel Müdürlüğü
General Directorate of Strategy Development	Strateji Geliştirme Genel Müdürlüğü
General Directorate of Water Management	Su Yönetimi Genel Müdürlüğü

Table B.1. “continued”

Reorganization Period	Tanzimat Dönemi (1839-1908)
Reorganization Proclamation	Tanzimat Fermanı (1839)
General Directorate of Title-deed and Cadastre	Tapu ve Kadastro Genel Müdürlüğü
General Directorate of Agricultural Reform	Tarım Reformu Genel Müdürlüğü
General Directorate of Agricultural Research and Policy	Tarımsal Araştırmalar ve Politikalar Genel Müdürlüğü
Directorate General of Shipyards and Coastal Structures	Tersaneler ve Kıyı Yapıları Genel Müdürlüğü
Mass Housing Development Administration-MHDA	Toplu Konut ve Kamu Ortaklığı İdaresi (1984, 2983) –TOKİ
Directorate of Transit Petroleum Pipelines	Transit Petrol Boru Hatları Dairesi Başkanlığı
Union of Chambers of Turkish Engineers and Architects -UCTEA	Türk Mühendis ve Mimar Odaları Birliği -TMMOB
Ministry of Transport, Maritime Affairs and Communications	Ulaştırma, Denizcilik ve Haberleşme Bakanlığı
Provincial Governorate	Valilik
General Directorate of Investment and Management	Yatırım ve İşletmeler Genel Müdürlüğü
General Directorate of Renewable Energy	Yenilenebilir Enerji Genel Müdürlüğü
Ministry of Local Governments	Yerel Yönetimler Bakanlığı
General Directorate of Local Administrations	Yerel Yönetimler Genel Müdürlüğü

APPENDIX C

LAWS AND REGULATIONS

Table C.1. "LAWS AND REGULATIONS"

Five-years Development Application Programs	5 yıllık İmar Uygulama Programları
Regulation on Certified Private Technical Offices to be opened according to the Law No.2981	2981 sayılı Kanuna Göre Kurulması Öngörülen Yeminli Özel Teknik Bürolar Yönetmeliği (1984/RG:18341)
Law No. 3030 on the Management of Metropolitan Municipalities	3030 sayılı Büyükşehir Belediyelerinin Yönetimi Hakkında Kanun
Law on the Transformation of Areas under Disaster Relief	Afet Riski Altındaki Alanların Dönüştürülmesi Hakkında Kanun (2012/6306)
Law fo Squatter Areas in Ankara	Ankara Şehri Gecekondu Alanlarına dair Kanun (1948/5218)
Law on the Organization and Tasks for the Development Department of Ankara City	Ankara Şehri İmar Müdüriyeti Teşkilat ve Vazائفine dair Kanun (1928/1351)
Land Law	Arazi Kanunnamesi (Kanunname-i Arazi) (1858)
Municipal Development Board	Belediyeler İmar Heyetinin Kuruluşu Kanunu (1935/3029)
Municipalities Expropriation Act	Belediyeler İstimlak Kanunu (1938/3710)
Municipalities Act	Belediyeler Yasası (1930/1580)
Municipalities Bank Act	Belediyeler Bankası Kanunu (1933/2301)
Metropolitan Municipality Law	Büyükşehir Belediye Yasası (2004/5216)
Regulation on the Implementation of Environmental Plans	Çevre Düzeni Planlarının Yapılması Esaslarına dair Yönetmelik (2000/RG:24220)
State Procurement Law	Devlet İhale Kanunu (1983/2886)
Building Act	Ebniye Kanunu (Binalar Tüzüğü) (1882)
Law on the Amendment of Certain Articles of Buildings Act of 1882.	Ebniye Kanununun bazı Maddelerinin Değiştirilmesine dair Kanun (1925/642)
Building Law	Ebniye Nizamnamesi (1848)

Table C.1. "continued"

Copyright Law	Fikir ve Sanat Eserleri Kanunu (1951/5846)
Squatter Housing Act	Gecekondu Yasası (1966/775)
Ankara Agreement	Gümrük Birliği Anlaşması (1995)
Provincial Administration Act	İl Özel İdaresi Kanunu
Urban Development Law	İmar Kanunu (1957/6785 - 1985/3194)
Regulation on Land and Parcel Organization according to Article 18 of the Urban Development Law	İmar Kanunu'nun 18. maddesi uyarınca Yapılacak Arazi ve Arsa Düzenlemesi ile ilgili esaslar Hakkında Yönetmelik
Regulation on the Urban Development Plans and its Amendments	İmar Planı Yapılması ve Değişikliklerine ait Esaslara dair Yönetmelik (02.09.1999)
Law on Procedures to be Implemented in Contradiction with the Urban Development and Squatter Legislation	İmar ve Gecekondu Mevzuatına Aykırı Olarak Yapılan Yapılara Uygulanacak İşlemler Hakkında Yasa (1984/2981)
Law on Urban Development Amnesty	İmar Affı Yasaları
Expropriation Law	İstimlak Kanunu (1925/583)
Public Procurement Law -PPL	Kamu İhale Kanunu (2002/4734) - KİK
Act of Expropriation	Kamulaştırma Kanunu (1983/2942 – 2001/4650)
Act of Property	Kat Mülkiyeti Yasası (1965/634)
Result document of the Integrated Urban Development Strategy and Action Plan Preparation Project for Sustainable Urban Development - KENTGES	KENTGES-Sürdürülebilir Kentsel Gelişme için Bütünleşik Kentsel Gelişme Stratejisi ve Eylem Planı Hazırlama Projesi'nin sonuç dökümanı
Regulation on the Preperation, Representation, Implementation, Supervision and Contractors of the Conservation Plans and Urban Design Projects	Koruma Amaçlı İmar Planları ve Çevre Düzenleme Projelerinin Hazırlanması, Gösterimi, Uygulaması, Denetimi ve Müelliflerine ilişkin Usul ve Esaslara dair Yönetmelik
Conservation Act	Koruma Kanunu (1992/2863)
Coastal Act	Kıyı Kanunu (1990/3621 – 1992/3830)
Regulation on Spatial Plans	Mekansal Planlar Yapım Yönetmeliği (2014/RG. 29030)
Law for the Establishment of the Ministry of Exchange, Reconstruction and Housing	Mübadele, İmar-İskan Vekaleti Oluşturulmasına dair Kanun (1923/352)
Law for Tasks of the Ministry of Exchange, Reconstruction and Housing	Mübadele, İmar-İskan Vekaletinin Görev ve Yetkileri hakkında Kanun (1923/368)
Law for Organization of the Ministry of Exchange, Reconstruction and Housing	Mübadele, İmar-İskan Vekaletinin Teşkilat ve Mesarifi hakkında Kanun (1923/366)

Table C.1. “continued”

Engineering and Architectural Profession Act	Mühendislik ve Mimarlık Mesleğinin Görülmesine ilişkin Yasa (1933)
Privatization Act	Özelleştirme Kanunu
Regulation on the Competencies of the Capabilities of Planners (Contractors)	Plan Yapımını Yüklenecek Müelliflerin Yeterliliği Hakkında Yönetmelik
Regulation for Piers	Rıhtımlar Nizamnamesi (1863)
The Technical Conditioning Regulation of City Development Plans	Şehir ve Kasabaların İmar Planlarının Düzenlenmesine ait Teknik Şartlaşma (1946)
Land Registry Law	Tapu Kanunu (1934/2644 - 1954/6217)
Encouragement Act	Teşvik Yasası (2004/5084)
Mass Housing Act	Toplu Konut Yasası (1981/2487 – 1985/2985)
Encouragement Act	Teşvik Yasası (2004/5084)
Land Law	Toprak Hukuku (1858)
Soil Protection and Land Use Act	Toprak Koruma ve Arazi Kullanımı Kanunu (5403)
Law on Amendments Containing to Certain Articles of Different Laws (so-called Omnibus Act)	Torba Yasa (Farklı kanunların bazı maddelerinde yapılan değişiklikleri içeren kanun)
The Law on Encouragement of Tourism	Turizmi Teşvik Kanunu (2634)
Roads and Buildings Regulations	Turuk ve Ebniye Nizamnamesi (1864)
Public Hygiene Act	Umumi Hıfzısıhha Kanunu (1930/1593)
University Reform	Üniversite Yasası (1933/2252)
Province and Municipality Act	Vilayet ve Belediye Kanunu (Vilayet ve Dersaadet Belediye Kanunu) (1877)
Buildings and Roads Act	Yapı Yollar Kanunu (1933, 2290)
Law on the Amendment of Investments and Employment and Incorporation on some Issues	Yatırımların ve İstihdamın Teşviki ile bazı konularda Değişiklik Yapılması Hakkında Kanun

APPENDIX D

HISTORIOGRAPHY OF URBAN PLANNING IN TURKEY

1839-1908: I. Reorganization Period

1839: Reorganization Proclamation

1848: Building Law (Ebniye Nizamnamesi)

1854: Şehremanet and İntizam-ı Şehir Commission

1855: Şehremanet

1855: Expropriation Law

1856: Aksaray Fire

1857: Altıncı Daire-i Belediye

1858: Land Law

1863: Regulation for Piers (Rıhtımlar Nizamnamesi)

1864: Roads and Buildings Regulations (Turuk ve Ebniye Nizamnamesi)

1865: Hoca Paşa Fire

1866: The Commission about the Reorganization of the Roads (Islahat-ı Turuk Komisyonu)

1870: Pera Fire

1871: The book about the history of Bursa, “Şehrengiz-i Bursa” by Lamii Çalebi

1873: The book for Trabzon was written by Şakir Şevket

1877: Province and Municipality Act (Vilayat and Dersaadet Belediye Kanunu)

1882: Building Act (Ebniye Kanunu)

1896: The Report “The Earthquake and Fire Risk Analyses” prepared for the CBD of Istanbul.

1917: Herman Jansen came to Istanbul for a lecture and published a book entitled “the Great City of Time”.

1923: Law No.352, Law No.366, Law No.368 for the establishment of the Ministry of Exchange, Reconstruction and Housing and the Directorate of General Zoning and Resettlement under this Ministry.

1924: Law No.442 “The Village Act”

1924: The establishment of Ankara Municipality and the decision for preparation of a urban plan for the new city by Carl Lörcher.

1924-1925: Urban Development Plan for İzmir by René and Raymon Danger under the supervision of French city planner Henri Prost. This plan was revised and implemented in the 1930s.

1925: Law No.642 on the amendment of certain articles of the “Building Act”

1925: Law No.583 “Expropriation Law”

1927: The international competition held for the planning of capital Ankara was the first competition on urban planning and has been considered as the beginning of the comprehensive urban planning in Turkey.

1926: The establishment of the Bank of Real Estate and Orphans (Emlak ve Eytam Bankası)

1930: Law No.1580 “Municipalities Act”

1930: Law No.1593 “Public Hygiene Act”

1932: Approval and implementation of Jansen Plan for Ankara.

1932: After the approval of the urban plan prepared by Herman Jansen for Ankara the same method was applied by the Municipality of Istanbul and the Governorship.

1933: Law No.2290 “Buildings and Roads Act”

1933: Law No.2301 “Municipalities Bank Act”

1933: “Engineering and Architectural Profession Act”

1933: Law No.2252 “University Reform”

1934: Law No.1593 “The Settlements Act”

1934-1935: Urbanism started to be seen as an educational problem for the first time.

1935: Law No.3029 “Municipal Development Board”

1938: Lessons about urbanism started to be given in Mülkiye, together with engineer schools, Fine Arts Academy and Yıldız University.

1939: Law No.3710 “Municipalities Expropriation Act”

1940: The first Regional Plan was developed for coal mining regions in Zonguldak by Mithat Yener.

1945: Law No. 4759 The establishment of “Bank of Provinces”

1946: “The Technical Conditioning Regulation of City Development Plans”

1946: The Establishment of The Ministry of Public Works and Settlement

1948: Law No.5218 “Law for Squatter Areas in Ankara”

1950: The establishment of General Directorate of Highways

1951: The first international urban planning competition in the real sense was held for the city İzmir and the international jury of the competition decided on the plan proposals of a team of Turkish urban architects.

1953: 5th Turkish Municipalities Congress-5. Türk Belediyecilik Kongresi

1953: Law No.6200 “Law for the organization and Duties of General Directorate of State Hydraulic Works

1954: Law No.6217 “Land Registry Law”

1955: 1st Planning Congress-1. imar kongresi

1955: The Establishment of Tourism Bank

1956: Law No.6831 “The Forestry Act”

1957: Law No.6785 “Urban Development Law”

1958: Establishment of the Ministry of Development and Resettlement

1959: Law No.7269 “The Disaster Act; Act on Measures to be Taken and Assistance to be Directed due to Disasters Having Effect on Social Life”

1960: the Department of City and Regional Planning opened in Middle East Technical University.

1960: Establishment of State Planning Organization-SPO

1960: Establishment of Ankara Metropolitan Area Master Plan Bureau under the Ministry of Development and Resettlement

1961: Education has started at METU as graduate level.

1962: Education has started at METU as undergraduate level.

1962: 2nd Planning Congress-2. imar kongresi

1965: Urban Planning Competitions of Konya, Adana, Erzurum

1965: Law No.634 “Act of Property”

1966: Law No.775 “Squatter Act”

1967: Greater Istanbul Master Plan was prepared by Luigi Piccinato.

1967: Urban Planning Competitions for Sivas and Karabük-Safranbolu

1968: The first private Urban Planning Bureau opened by an city and regional planner Baykan Günay.

1968: Urban Planning Competition for Trabzon and İzmit

1969: Urban Planning Competition for Gaziantep

1969: The foundation of the Chamber of Urban Planners, Urban Architects and Urban Engineers (ŞPMMO). The Chamber was closed immediately after it was established and reopened in 1972

1971: Law No.1380 “The Fisheries Act”

1972: Urban Planning Competition for Zonguldak

1972: Law No.1605 “Law on Amendments to the Law No.6785”

1972: The first legal arrangement was made for coastal zones with additional articles added to Urban Development Law.

1974: Urban Planning Competition of Pamucak

1972: Re-opening of the Chamber of Urban Planners (CUP)

1976: The establishment of the Department of Physical Planning under the Bank Tourism Bank

1977: Urban Planning Competition for İzmit

1978: Physical Planning Department of Tourism Bank started to prepare Tourism Master Plans with the principles of comprehensive planning from the regional planning perspective.

1981: Law No.2487 “Mass Housing Act”

1982: Law No.2634 “Tourism Encouragement Act”

1983: Law No.2873 “National Parks Act”

1983: Law No.2960 “Bosphorus Act”

1983: Law No.2863 “Cultural and Natural Heritage Protection Act”

1983: The establishment of the City and Regional Planning Department in ITÜ

1983: The establishment of the City and Regional Planning Department in Gazi University

1984: Law No.2985 “Mass Housing Act”

1984: The establishment of the “Housing Development Administration (TOKİ)”

1984: Law No.2981 “Law on Procedures to be Implemented in Contradiction with the Urban Development and Squatter Legislation”

1984: Opening of Certified Private Technical Offices

1984: Law No.3030 “Management of Metropolitan Municipalities”

1985: Law No.3194 “Urban Development Law”

1985: OG.18916 “Regulation on Development of Unplanned Areas”

1985: Law No.3213 “The Mining Act”

1985: Law No.3218 “Free Zones Act”

1988: Law No.2872 “Environmental Act”

1988: OG.19910 “Regulation on Sanctuary”

1990: Law No.3621 “Coastal Act”

1990: OG.20594 “Regulation on the Implementation of Coastal Act”

1992: Law No.3830 “Coastal Act”

1992: Law No.2863 “Conservation Act”

1993: OG.21624 “Regulation on Car Parking Areas”

1994: Law No.4046 “Law on the Regulation of Privatization Applications”

1998: Law No.4342 “The Pasture Act”

1999: OG.23804 “Regulation on the Urban Development Plans and its Amendments”

2000: OG.24220 “Regulation on the Implementation of Environmental Plans”

2000: Law No.4562 “Organized Industrial Zones Act”

2000: Law No.4533 “Gallipoli Peninsula Historical National Park Act”

2001: Law No.4691 “Technology Development Zones Act”

2001: Law No.4708 “The Building Inspection Act”

2001: Law No.4706 “Assessment of Immovable Properties of the Treasury Act”

2002: Law No.4737 “Industrial Zones Act”

2003: A housing campaign started according to the “Emergency Action Plan” of the central government.

2003: OG.25278 “Regulation on the Preparation and Approval of Development Plans of Conservation Zones of Cultural and Tourism Areas”

2004: OG.25463 “Regulation on the Identification of Development and Conservation Zones of Cultural and Tourism Areas”

2004: Law No.5084 “Encouragement Act”

2004: Law No.5216 “Metropolitan Municipality Law”

2004: TOKİ was linked to the Prime Ministry

2005: TOKİ also has given the authority to make/approve the urban development plans.

2005: Law No.5302 “Provincial Administrations Act”

2005: Law No.5393 “Municipalities Act”

2005: Law No.5403 “Soil Conservation and Land Use Act”

2005: Law No.5366 “Law on the Renewal and Protection of Deteriorated Historical and Cultural Assets”

2005: Law No.5355 “The Local Administration Unions Act”

2006: Law No.5449 “The Law on the Establishment, Coordination and Duties of Development Agencies”

2006: OG.26046 “Regulation on the Competencies of the Capabilities of Planners”

2011: OG.27986 “Communiqué on the Planning and Implementation Process in Coastal Structures and Facilities”

2011: NO.644 “Decree Law on the Organization and Duties of the Ministry of Environment and Urbanization”

2011: OG.28088 “Regulation on the Establishment and Working Procedures and Principles of the Committees for the Protection of Natural Assets”

2012: Law No.6306 “Transformation of Disaster Risk Areas Act”

2012: OG.28498 “Regulation on the Implementation of Law No.6306”

2012: OG.28358 “Regulation on the Procedures and the Principles regarding the Evaluation, Registration and Approval of Protected Areas”

2012: OG.28242 “Regulation on Conservation Plans in Protected Areas”

2012: OG.28444 “Regulation on the Protection of Water Basins and the Preparation of the Management Plans”

2014: OG.29030 “Regulation on Spatial Plans”

2014: OG.29186 “Regulation on the Environmental Impact Assessment”

2015: OG.29231 “Regulation on the Identification and Registration of Cultural Assets and Site Areas to be Protected”

2015: OG.25887 “Regulation on the Preparation, Representation, Implementation, Supervision and Contractors of the Conservation Plans and Urban Design Projects”

2017: OG.30113 “Regulation on Development of Planned Areas”

2017: NO.98698359/010/06/01/51 “Circular on the Procedures and Principles of Conservation Plan Proposals in Protected Areas”

2017: OG.30032 “Regulation on Strategic Environmental Assessment”

2017: OG.30265 “Regulation on the Protection, Use and Planning of Agricultural Lands”

APPENDIX E

QUESTIONNAIRE

1. Mezun olduğunuz okul.
The Graduated University
2. Mezuniyet yılı.
Graduation Year
3. Serbest Şehircilik Büro'nuzun kurulduğu yıl.
The Establishment Year of the Company
4. Serbest Şehircilik Büro'sunun tüzel kişiliği (adi ortaklık, limited şirket, anonim şirket, vs).
Legal Personality of the Self Employed Company
5. Serbest Şehircilik Büro'sunun karne grubu?
The Competency Licence Group of the Company
6. Firmanızda çalışan sayısı ve meslekleri
The Number of Employees in the Company and their Professions
7. Firmanızda çalışan sayısının kuruluş yılıңызdan itibaren yıllara göre dökümü.
The List of the Number of Employees according to Years starting from the Establishment Year
8. Genellikle iş aldığınız yerler (Belediye, İller Bankası, Valilik, diğer resmi kurumlar, diğer).
The Institutions that the Company Gets Projects Mostly
9. İş alma biçiminiz (ihale, anlaşma, vs.)
The Ways of Getting ProjectsNe tür işler alıyorsunuz? (imar planı, harita işleri, jeolojik jeoteknik işler, diğer)
The Types of Projects (Urban Development Plans, Topographic Maps and/or Jeological Surveys)
10. Planlama işinden farklı bir başka iş daha yapıyor musunuz? Mesleğiniz haricinde gelir getiren başka kaynaklarınız var mı?

Any other Jobs except Urban Planning Projects

11. Şu an için aldığınız iş mali açıdan firmanızın geçinmesi için yeterli oluyor mu?

Financial Satisfaction of the Projects

12. Sizce işe başladığımız dönemden bugüne kadar, plan üretim biçimlerinde ne gibi değişiklikler oldu?

Changes in the Periods in terms of;

a) İş alma biçimi bakımından

Getting Projects

b) İş yapma biçimi bakımından

Planning Process

c) Onaylatırma biçimi bakımından

Approval Procedure

13. Yıllar içinde, kıyaslama yapmak gerekirse, sizi mesleki anlamda en mutlu eden ve mali anlamda en tatmin eden dönem hangi dönemdir?

The Most Satisfactory Period both Financial and Vocational

14. Mesleki olarak aldığımız planlama eğitimini yaptığımız planlama işlerine yansıtabiliyor musunuz? Yoksa, idarelerin talepleri ve istekleri ağırlıklı mı oluyor?

Reflections of the Education on Urban Planning Projects

15. İlgili idare tarafından mesleki olarak kabul edemeyeceğiniz bir talep geldiğinde tavrınız ne oluyor?

The Behaviour of the Company in the Cases of Pressures

16. Plan elde etme biçimleri ve idarelerin onama süreçlerinde nelerin değişmesini istersiniz? Sizce sakıncalı gördüğünüz durumlar nelerdir?

The Suggestions of the Company on Changes in the Process

17. Meslek Odası hakkındaki fikirleriniz;

The Opinions of the Company about the CUP in terms of;

a) Plancıların haklarını koruyabiliyor mu?

Preserving the Rights of the Planners

b) Meslek odası'nın uyguladığı ücretler hakkındaki düşünceleriniz

The Document Fees of the CUP

c) Mesleki Denetim Uygulaması hakkındaki görüşleriniz

Ideas about the PAI

18. İmar Yasası'nın planlamayı ilgilendiren diğer yasalarla ve onay kurumlarıyla ilişkisi hakkında ne düşünüyorsunuz? Planlama biçimlerinin (nazım, uygulama, çevre düzeni, stratejik planlar) ve onay kurumlarının çok başlılığı konusunda neler düşünüyorsunuz?

Opinions of the Company about the Urban Development Law and other Related Regulations and the Approval Institutions

19. Çevre ve Şehircilik Bakanlığı'nın kurulması, yaptığı düzenlemeler ve yaklaşımı hakkında neler düşünüyorsunuz?

The Interpretations of the Company about the Establishment of the Ministry of Environment and Urbanism and Legal Arrangements

20. Türkiye'de planlama sizce nasıl olmalı?

The Suggestions of the Company about the Urban Planning Practice in Turkey

CIRRICULUM VITAE

PERSONAL INFORMATION

Surname, Name: Sert, Arzu

Nationality: Turkish (TC)

Date and Place of Birth: 03 October 1965, Rize

EDUCATION

Degree	Institution	Year of Graduation
MS	METU City Planning	1996
BS	METU City and Regional Planning	1988
High School	Ayrancı Lisesi	1983

WORK EXPERIENCE

Year	Place	Enrollment
1990-Present	PLATO Planlama Ltd.Şti.	Owner
2011-Present	Gazi University, Department of City and Regional Planning	Part-time Instructor
2013-Present	Ministry of Culture and Tourism, Gaziantep Regional Council for Conservation of Cultural Heritages	Member

FOREIGN LANGUAGES

Advanced English

DEGREES AND HONORS WON

1996 Prof. Dr. İlhan Tekeli Master Thesis Award

PUBLICATIONS

Sert Arzu. “Ticaretin Dönüşümü (Transformation of Shopping Centers)” DOMUS M, No.1, (1999)

HOBBIES

Driving, Travelling, Swimming, Diving, Reading