

The Evaluation of Strategic Spatial Planning Approach in Istanbul

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Abstract

A new law about Institutional Strategic Planning (ISP) has been enacted with no.5018 in Turkey in the context of Turkey's process of harmonization to the European Union in 2003. Today, Turkey's Spatial Strategic Planning Model is based on strategic plans which have to be prepared coordinately by local and governments. However, this law fails to satisfy of recovering spatial-oriented strategic planning (SSP) decisions for the last 10 years in the country. Although the preparation of strategic plans constitutionally mandatory for all local governments, the issue of how these plans will be prepared (Strategic Spatial Planning process) is not clearly defined in the law.

Istanbul as the leading metropolitan city of Turkey struggles with many urban problems today. Its operational planning boundaries have surpassed its provincial boundaries. It is under a high level of earthquake risk, and its natural and cultural

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values are under threat because of rapid urbanization. The city needs a planning organization which is interested in all scales of planning and which follows a transparent, integrated and participatory planning approach.

This paper aims to examine the application of SSP approach in Turkey in the case of Istanbul. For this purpose, firstly the planning literature has been reviewed to define the concept of strategic planning. Next, the consistency of Istanbul's 1/100.000 Master Plan to Istanbul's Strategic Plan which were prepared and approved in the same years have been questioned. The paper provides important information about the practical success of strategic planning approach in Turkey.

Key Words: strategic, strategic spatial planning, Istanbul

Strategic Spatial Planning

The scientific development and importance of the word "strategy" comes from military studies. Strategy in military means the art of designing and managing the movements and operations of militaries in wartimes (Yılmaz, 2007). Lexically it means an integral- comprehensive action against tactics (Bilsel, 1990).

According to Kaufman & Jacobs (1987), strategic planning was started to be used in the 1950s in private sector. Its origin comes from effective planning and management to change and grow the needs for legal people. At the start of the 1970s, the governors of USA started to interest in strategic planning due to problems like oil crisis, antidemocratic applications and instabilities. Traditional planning systems remained incapable in producing solutions for multiproblems arising in settlements systems. Starting from the 1980s, many scientific studies in USA highlighted the importance of the usage of strategic planning approach for the development of local government and the common world



(Albrechts, 2001b). However, flexible and negotiation-based strategic spatial planning approach has started to be used in some cities of Europe and America.

Strategic Spatial Planning has been perceived in different ways in many countries because of their different planning traditions and legal arrangements. Therefore, since the day it has been started to be perceived as a new approach, varied meanings and contents have been attributed to this approach.

Preuss (2003) emphasizes that strategic spatial planning is mostly relevant to regional and metropolitan scale which is between country scale and local scale. Long-term developing strategies and general frame should be formed in order to lead regional spatial development. Strategic policies need to be revised in certain time intervals and new strategies should be determined according to changing conditions in order to provide the continuity of the strategic perspective (Yıldız, 2006).

According to Albrechts (2001a), strategic planning has been developed as a method to associate long and short term objectives with different objectives and strategies (country-region-urban-urban sub- region); it has been developed as a method which would provide participation of different actors. Traditional planning estimates that current trends will continue but strategic planning includes discontinuities and surprises besides new trends. Strategic planning projects "uncertainties of future" against "determining future" mission of static planning.

Strategic Spatial Planning process can be defined as below:

- It focuses on limited number of static keys. It adapts a critical view about environment which will put the strong and weak parts of opportunities and threats and it evaluates outer trends and current resources.
- It determines the main participants and brings them together (private and public)
- It gives opportunity for wide (multi-level governance) and different (public, economic and civil society) participation.

- It develops different leveled (realistic), long term mission/perspective and strategies; it takes power structures into consideration; it designs uncertainties and competitive values planning structures and it develops the content; it creates vision and decision frames for spatial change and management.
- It is related with forming new ideas and processes which will move forward. By doing so, it forms the agreements; it creates new ideas to affect different areas, make organization and provide movement capability.
- It has focused on both short and long term decisions, activities, results and application. It includes elements such as observation, feedback and revision.

These elements show that strategic spatial planning has not a single directional perspective, procedure and tool. Strategic Spatial planning is a concept, procedure and tool of events and it may be changed for different situations to reach the desired one (Albrechts, 2001b).

METREX (Network of European Metropolitan Regions and Areas) lists the functions of Strategic Spatial Planning as below (METREX, 1999; Yıldız, 2006):

- Strategic Spatial Planning puts development decisions through a general open strategy and integrated sectorial and regional policy, program and projects.
- 2. Strategic Spatial Planning considers the carrying capacities of ecosystems
- Strategic spatial planning determines future long term development strategies. In order to provide sustainable development, validity and effectivity of determined strategy needs to be regularly revised.

Strategic spatial planning and development should also consider social, economic and environmental situations. In addition to this, sectorial and regional subjects should

Strategic plan is a document which covers all strategies that are going to be followed to reach a defined object. It states long-term objectives and principles; short term projects and tactics need to



be adapted long-term objectives. It states positive and negative results which are possible to arise in conducted projects and applications. Independent, alternative scenarios are prepared for each conditions that may emerge in future so a preparation is necessary for unexpected developments. In addition, uncertainties may be decreased by continuously watching evaluating the current developments. The scenario that is to be followed is decided. The process of strategic spatial planning is shown in Figure 1 (Aysu et al. 2006).

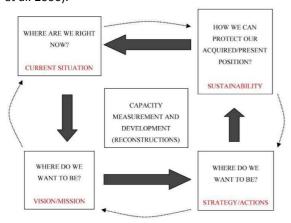


Figure 1: Strategic Planning Process

The success of strategic planning follows a parallel path with participation, transparency and accountability. Seeing strategic planning as a social process rather than a technical one requires mutual and active work of politic and economic organizations, social dynamics on this process (Yıldız and Çıracı, 2006). By this way, it also ensures the public adapt the plan.

Strategic Spatial Planning In Europe

Strategic spatial planning mainly includes regional and metropolitan scales but it has started to include inter-countries and European scales (Yıldız, 2006). Creating a common policy agenda on sustainable development, economic competitiveness and social integration requires countries to develop common strategies and cooperate with each other (Albrechts et al. 2003).

The need for developing spatial development strategies in metropolitan areas, improving local

potentials according to global expectations, considering sustainable development principles, adapting a planning approach where related groups and public participation in Europe is visible (Çıracı and Yıldız, 2006). Enhancing regional scale in the strategic development of metropolitan areas and developing management capacity issues have an important place on the politic agenda of Europe. In 1999, European Spatial Development Perspective report by European Commission, economic and social integration, sustainable development, balanced competitiveness within Europe, the need for developing policies at the scale of metropolitan area are highlighted (CEC, 1999). These policies are given below:

- Social integration, equality and reconstruction in urban areas,
- **Protecting** urban and amending environments for global and local sustainability,
- Enhancing city management and local managements.

Although planning system may change from country to country in terms of institutional arrangements, legal and managerial procedures, developments in recent years are in the direction of participation of public and private groups to planning process for determining regional development developing strategies and institutional interaction and a planning approach based on common consensus (Çıracı and Yıldız, 2006). In this inter-institutional respect, relationships, creating а policy agenda, determining the responsibilities of related groups, developing new partnerships and strategic approaches are important subjects (Healey, 2000).

Thus, starting from the recent strategic spatial planning experiences of metropolitan areas in Europe, common strategies such as enhancing the roles of regions in Europe and world economy, creating a center of attraction for economic activities, developing high level functions etc. are developed in order to reach the objectives of European Spatial Development Perspective. Together with these, METREX which has been formed to exchange information about spatial planning and strategic development in order to provide corporation between cities in Europe and



contribute to the metropolitan dimension of planning at the European scale conducts studies and projects for strategic spatial development in metropolitan areas. METREX which was found with the support of European Commission in 1996, develops measures to increase the affectivity of strategic spatial planning in metropolitan area scale and develop institutional capacity to reach the objectives of European Spatial Development Perspective. METREX (2003) has determined standards about authorization in strategic spatial planning at metropolitan areas within country spatial planning system integration, participation of public and private interest groups, nongovernmental organizations and society to planning, application, control and revision of plan (Çıracı and Yıldız, 2006).

Recently, creating a common policy agenda on sustainable development, economic competitiveness and social integration in Europe has required countries to develop common strategies and make corporations. The objective "Providing a multi-centered and balanced development in Europe" which was put forward with European Spatial Development Perspective to determine spatial development strategies in the European Union and spatial development strategies on a country scale and is seen as a significant policy for European Commission and EU member countries(Çıracı and Yıldız, 2006).

In this part of study, it is better to give examples from London Strategic Plan and Zurich Plan which have been analyzed due to differences in means of plan management, plan qualifications and organization.

London Plan

Reasons such as population increase related with global changes, economic growth, environmental problems, changes in lifestyle and technological changes required strategic spatial planning. Therefore, Big London Management Law enacted in 1999 gave the Mayor authorization to produce strategic plan for London. At the end of a long preparation process, London Spatial Development Strategy Plan was confirmed in 2004.

Instead of current strategic directions, new directions were projected in the plan; local plans were handled again in terms of compliance to this plan. London Plan tries to comply with national policies and international obligations (Big London Management Laws, AMGP and EU regulations) (Sinaci, 2009).

London Plan is a plan which differs from other strategic plans due to its method, fiction and legal basis. London Strategy Plan was given under the responsibility of Mayor as a legal obligation within the frame of laws that have been determined by government in advance and country policies that have been determined in laws. The mission of determining vision and strategy about city was given to local president who knew the city best and other local service units were also legally given under the order of president to support the application of the plan.

The most important subject in determining the vision of London is to sustain its development as a world city in order to protect its competitive power over the world with an environment-sensitive approach. In determining strategies, first of all the basic problems of London were put forward and strategic objects were determined with a problemsolving approach. Next, the residents of London were considered and their problems were discussed. Main studies about this subject are transportation, public common places, social unions and the adaptation of minorities, unemployment, inadequacy and low quality of housing. Besides, environmental problems and the global warming issue have been given importance and objects and effective application tools and organization structures were determined for this subject.

The basic strategy of London Strategic Plan is "integrated and multi-centered development". Targets of the plan are to grow without spreading to open areas within London borders, to direct the growing of the most needed places, to become a richer country with strong and multi-directional economic growth, to accomplish social integration, to solve separation and exclusion problems, to develop the accessibility of city, to provide



affordable housing, to develop social services and to establish justice in accessing to the opportunities of the city (Sınacı, 2009).

Factors that affect the success of London Strategic Plan are to create planning decisions as sub-regions, active participation of all relevant regions to planning process, to establish partnerships and sub-groups for authorization confusions that delay the solution of problems or development of city (Sınacı, 2009).

London plan put forwards some performance criteria in order to accomplish the objective of plan and the progress on the application of policies is also observed. Design is highlighted in projects which are put into practice with the corporation of public-private sector and non-governmental organizations and principals are determined for a better design.

Finally, London Strategic Plan is an example of a successful strategic plan because it priorities human needs and rights; there is a legal basis and although the main decisions were given from a single center, multi-stakeholders worked for giving and applying the objectives dependent on the target.

Zurich Planning Approach

The basic policy in Zurich region is inward urban development. It objects to peripheral development. The main criteria of Zurich plan is to promote and give opportunity. The weakest part of the plan is that it doesn't include limitative elements. This is the solution of protecting the plan from the threats of non-confirmation. Limitations of the government about construction on the periphery are insufficient. Again, there is no limitation to restrict inward urban road projects in the future (Eryoldaş, 2006).

The making of traditional plans is getting decreased in Switzerland. Plan making process focuses on two points. The first one is to determine spatial strategies as a reference frame in cantons and the second one is to prepare action

plans for significant areas. Therefore, investment and private sector find a chance in this way. Wide range of analytical planning studies is replaced planning models where actors compromised and an agreement is settled. Here, the role of planner is to become a moderator who takes part in compromising the process. Planners have to know where successful projects have been put into practice; they have to spread and explain these projects to other people (Eryoldas, 2006).

The previous Zurich canton level plan has a traditionally limiting planning approach. Instead of a planning understanding that states the suitable and unsuitable regions for development, a planning understanding that states to investors which regions are preferred for investments is brought.

Strategic Spatial Planning Studies in Turkey

Strategic spatial planning process on a metropolitan scale in Turkey is evaluated according to new planning approaches in Europe. Since there isn't a healthy planning systematic within country spatial planning integration, there are significant problems in determining the strategies of Inexplicit and unclear metropolitan areas. definition of authorization and responsibilities in legal regulations of planning causes authorization conflicts between the central government, the central government ministry and metropolitan municipalities. Judicial process is operated for the solution of conflicts. Since there isn't an integrity and harmony between planning legislation and local government legislation, the problems and uncertainties of the planning system authorizations continue. From studies on this subject, it is known that there isn't a basic strategic planning model based on a tested strategic spatial planning in Turkey; the design of such model has a privileged and significant role (Çıracı and Yıldız 2006).

Preparing institutional strategic plan in Turkey became legally obligatory with 5216 coded



Metropolitan Municipality Law, 5393 coded Municipality Law, 5018 coded Public Financial Management Control Law and 5302 coded Province Private Administration Law within Local Management Reform Program. Thus, ministries, municipalities form the legal basic of province private administrations and institutional strategic plan application (Kalkan, Çetiz and Akay, 2005). Together with arrangements in local management laws and other laws, strategic planning became a legal obligation for many local government units.

Although producing strategic plans has been institutionally obligatory, Turkey couldn't form the legal frame of strategic spatial planning in its planning legislation so the relationship between institutional strategic plans and space is getting weaker. Besides, although there is no relationship between 1/100.000 scaled Master Plans and Institutional Strategic Plans in terms of spatial strategy, these plans have to be prepared harmonically because annual objectives, investment programs and institutional strategic plans preparing budget become determinant for applying strategies that are determined with spatial strategy plans (Yıldız, 2006). Therefore, it is very important to make spatial strategy plans in conformity with institutional strategic plans.

Strategic Spatial Planning Studies in İstanbul

Istanbul Metropolitan Area has entered into a quick growing era especially in the last 50 years, and has presented an unhealthy development due to unplanned and uncontrolled structuring. Institutional strategic plan which is obligatory in order to overcome these problems was prepared in 2006. But since legal dimension of strategic spatial planning has not been organized yet, 1/100.000 scaled Master Plan for Istanbul which was prepared with a strategic approach have been analyzed instead of Institutional Strategic Plan which was made legally obligatory in Istanbul.

Istanbul Metropolitan Municipality prepared institutional strategic plans in 2006 for the 2007-2010 periods. In this plan which was approved by Istanbul Metropolitan Municipality Council, there are decisions which affect direct spatial planning and explanations, policies and strategies for the management of the planning process. It has been stated under strategies for planning unit that 1/100.000 scaled Master Plan is going to be made.

Within this frame, a protocol dated 01/12/2004 was signed between the Ministry of Environment and Forest and Istanbul Metropolitan Municipality about preparing Istanbul Province Environment Plan in 2005. According to this protocol, Istanbul Metropolitan Municipality was authorized to make 1/100.000 scaled Master Plan for a 5,400 km2 area including Metropolitan Municipality borders which was widened to include the whole istanbul province.

In order to accomplish preparing of 1/100.000 scaled Master Plan and 1/25.000 scaled Master Plan, tenders made by directorates of Department of Planning and Construction Office were undertaken by BİMTAŞ A.Ş., one of the private companies of the Municipality. A working group including over 300 academicians and experts and called as İstanbul Metropolitan Planning and Urban Design Center (UDC) was formed within this frame. The plan was produced in this context with the studies of 15 different sector groups and relevant unit authorities of the Municipality.

istanbul Metropolitan Municipality Council accepted the 1/100.000 scaled Master Plan with the decision dated 14/07/2006 and the plan was confirmed by the President of istanbul Metropolitan Municipality in the 22nd of August 2006. Although this confirmed plan was prepared with strategic spatial planning approach, it was legally a 1/100.000 scaled Master Plan but the execution of plan was stopped by the Administrative Court in 2008.

Thereupon, it was revised again within the direction of the working team constituted within istanbul Metropolitan Municipality Urban Planning Directorate and the decisions of the Administrative Court and it was confirmed in the 15th of June



2009.

The basic approach of the plan was to overcome conflicts between natural and artificial environmental systems and to develop relationships between socio-economic activities and natural resources from a sustainability perspective.

In addition, it aims to decentralize, restructure the labor in terms of country and region, to create sustainability of natural structure and life, to produce regional planning strategies transportation and logistics functions.

During the planning process, sustainability, democratic participation and gaining social elements to istanbul city have been emphasized. According to this, single centered function which makes the basis of structural problems of Istanbul Metropolitan Area will be transferred to multicentralization and amending the natural structure by protection form the basic objectives. Within this frame, the plan has been prepared with the consideration of a multi-centered and balanced regional development approach which includes differentiated precautions for the problems and potentials of Marmara Region and to be integrated with Trakya and Kocaeli 1/100.000 scaled Master Plans. European Spatial Development Perspective criteria were taken as an example during the production of decisions related with Economic, Social and Ecologic Environment. Besides, the plan aimed to make necessary participation promotions and provided functional integration between institutional and spatial strategic plans (Figure 2).

of understanding the importance of participation. The plan highlighted the participation of NGOs, supported public-private partnerships. However, it failed in reaching a sufficient effectivity in public participation. The planning process can also be evaluated as a process which brings working groups and economic-social actors of the city together. The plan aimed to increase global competitiveness by evaluating the potentials of the city and combined physical planning decisions and long-term strategic policies. IMP (İstanbul Metropolitan Planning Department) was aware that planning problems of İstanbul could not be solved within city boundaries so IMP continued its studies to produce regional scale planning policies and decisions (Özalp 2006). In addition, it assumed that a single-centered urban development was not sufficient for Istanbul but a multi-centered development should be supported for a healthy and realistic planning process.

Even though they are different in means of plan qualifications and organizations, London and Zurich strategic spatial planning approaches, which may be showed as good examples, have been compared in Table 1(Levend 2008). It is seen that, in spite of many legal changes during the EU harmonization process, a sufficient participation has not been achieved in the planning process. Besides, the problem was that a legal infrastructure for Strategic Spatial Planning was missing in Turkey. Istanbul Strategic Spatial Planning Work weakened the legal infrastructure of strategic spatial planning efforts.

Figure 2: İstanbul Master Plan

Planning process of Istanbul became a process

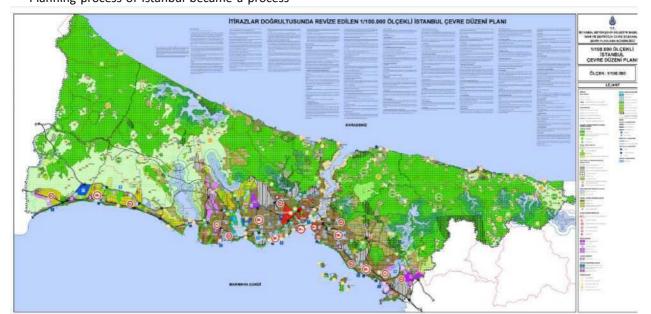




Table 1: Comparing Strategic Spatial Planning Approaches of London, Zurich and Istanbul (Levend 2008)

COMPARING STRATEGIC SPATIAL PLANNING APPROACHES OF LONDON, ZURICH AND ISTANBUL

	London	Zurich	İstanbul 2006	İstanbul 2009
There Is A Strategic Approach	i	i	i	i
Strategic Planning Studies Are Conducted By An Administrative Organization	i	i	i	i
Special Budget Is Provided For Strategic Planning Studies With Law	i	_	_	_
Participation Is Enabled	i	i	_	i
Vision Compounds Are Defined	i	i	i	i
There Is A Legal Basis	i	i	_	_
Main Decisions Are Taken On A Single Center	i	_	_	_
Approach To Planning Sectorial	i	i	i	i
Highest Representatives Of Corporations Lead Strategic Planning Studies	i	_		_
It Put Forvvards Some Performance Criteria And The Recorded Progress Is Observed	i	i	i	i
Transparency Is Important	i	i	_	i
A Vision For Future Is Formed For City By Moving From Potentials, Weaknesses	i	i	i	i
Planning Process Include Not Only Planners But Also Different Actors	i	i	i	i
Plan Has Been Handled With An Integrative Approach	i	i	i	i
Necessary Infrastructure Is Present For Making A Plan	i	i	i	i
Plan Also Indudes Environmental And Social Protection Issues	i	i	i	i
In A Strategic Plan, Forming A Global Vision Is Focused On	i	i	i	i
Strategic Plan Has Formed A Comprehensive Platform Which Doesn't Exclude Any Sector	i	i	_	_
Beside Of Being Leveled, Strategic Plan Includes All Unit And Activation Areas	· ·	i	_	_



Conclusion

In the world, strategic planning experiences show great differences from country to country and even sometimes from city to city. Countries interpret strategic planning according to their own understanding of planning. Some of common strategies can be listed as reaching the objectives of the Europe Spatial Development Perspective, enhancing the roles of regions in Europe and in the world economy, forming a center of attraction for economic activities, developing high quality functions etc.

In Europe, METREX was formed to exchange information about spatial planning strategic developments and to contribute metropolitan dimension of planning at the European scale. Therefore, criteria for increasing spatial planning at metropolitan scale and developing institutional capacity have been developed.

In Turkey, it is seen that the understanding of strategic planning approach which is a policy and criteria system will mark the future of Turkish developments. Institutional strategic planning law which was discussed at academic level and introduced within the European Union harmonization laws is insufficient in producing spatial-based strategic plan decisions

However strategic planning which is legally obligatory is being tried to be adapted to public (together with the pressure of the European Union harmonization process). It should be included within public management and space planning according to original conditions of Turkey not as a mold that was presented in strategic planning approach and free from hastiness.

Developing a healthy planning system requires firstly making legal arrangements that clearly and openly defines missions and authorizations. Although Public Strategic Plan is obligatory on legal arrangements, Strategic Spatial Planning process which should be done by sub-units is not defined openly and clearly. In addition, although the law

makes it obligatory for institutions (municipalities, province special administrations) to make Public Strategic Plan separately, it does not offer a coordination method which shows limits and relationships between these institutions. As a result, strategic plan processes are performed in different managerial levels with lack of information exchange and disconnections. The coordination of Spatial-Sectorial- Institutional plans is both conceptually important and meaningful in terms of application levels and accomplishing objectives.

Within this frame, with the objective of increasing urban quality and life standards, a transition (within the frame of sub-titles such as enhancement, amendment, protection, enlivening) which has legal, social, cultural, economic and physical dimensions should develop understanding of spatial strategy planning for Istanbul. Therefore, instead of a big scale land use plan, a strategic plan which defines aim, capacity, process, resource, application tool and similar dimensions perfectly can be developed for the city.

It is an indisputable fact that a metropolitan area like İstanbul whose functional planning boundaries exceed the borders of the province, who has great urbanization problems, whose natural and cultural values are under threat and who is under a disaster (earthquake) risk needs a planning organization which considers everything as a whole from high level spatial strategy plan to urban design scale in a transparent, participative and sustainable way.



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