

prepared by Koray Çakan, Hidayet Uysal and Turgay Albayrak,
Ministry of Public Works and Settlement
The Republic of Turkey-Ankara

RESPONSE PAPER

ON

“THE CITY AS A LIVING ENVIRONMENT AND DRIVING FORCE OF DEVELOPMENT”

In recent years, there is a widespread idea that in developing countries the urban strategies implemented by means of public-private partnerships alone will be unable to meet the internationally agreed targets for development. However, over the past two decades, the general tendency of international institutions' focus on urban strategies has shifted from a concern with spatial and physical dimensions towards a growing importance of the institutional aspects of urban strategies. In addition, there is a need to identify and analyze institutional arrangements that appear to shape a coherent urban design strategy and a process of integrated decision making. These strategy and process provide a wide study area for planners because of a necessity for an interdisciplinary and multidisciplinary approach to the problem.

On the other hand, in the last twenty-five years planning thought has been challenged sharply with the views on findings from different study areas of the discipline. In addition, there has been a rising issue, especially, on planners' role in recent years. In a few words, in conventional planning thought, planners undertook the role of consultant, though, particularly in governance matter; he has undertaken the role of catalyst. Planners has become the actor of governance, he does not give way to the administration, to any further extent. In other words, he has turned into a part of the process.

In the new order, there has been a rising issue on the task of planners; mainly direction of the task to the institutional design. Moreover, individuals are accepted as free in their decisions, and planners just spotlight on the institutional structure in order to direct individuals. In other words, he manipulates individuals by means of the institutional structure. By the emergence of perfect market mechanism, planning theory emphasizes on transparency in decision making process; strategy-sketch-vision triple; the short-run plans dependent on vision; partial approaches and the manipulation of the society.

Likewise, free market, new ecological values, telecommunication, technological developments and changes in global systems have lead to the considerable changes in planning thought. The globalization process has created new roles and vision to the planning theory. As a consequence of these substantial changes, it is also inevitable to re-assess cities, urban culture and society, space concept, urban politics, governance, urban economics, theories and practices with a different vision.

Moreover, there is overall agreement on flexible governance and communicative planning in which all stakeholders need to be kept informed and consulted at each stage of the planning and implementation process. However, today, there is a high degree of fragmentation in terms of the agents involved in the different stages of urban planning. At this point it will be useful to focus on the evolution of the term of governance in brief with its new perception as a dynamic part of urban strategies. The debate on governance has developed significantly in the last fifteen years. This has been associated with an increased

concern in order to understand and improve the general conditions for policy making by the aims of participatory democracy, social justice and environmental sustainability. In some cases, the outcomes of this debate have even become organized as an external conditionality proposed by international institutions.

By the restructuring process in all dynamics of the global world, the debates on institutionalization have given a prominence to the risen concept of governance. In fact, it is an inevitable reality that the arguments on institutionalization can not be separated from the arguments on governance.

Over time, the concept of governance has been given many different meanings and interpretations but perhaps a more established definition refers to the 'governability' of a polity or, in other words the capacity of a political system to govern efficiently and to provide the necessary political conditions for economic and social development. This definition of governance has its origin in the mid 1970s. The association between the concepts of governance and governability was initially aimed at providing an analytical framework to examine the ways in which different governments and governing practices facilitate or hinder the governability of the polity, especially, within the context of the welfare and developmental state.

The concept of governance re-emerged with new connotations as it was reassessed in a context characterized by significant transformations, including the dominance of neo-liberal politics, the withdrawal of the welfare state, economic globalization and the emergence of multi-national corporations as agents with supra-national powers. This has a contribution from the wide recognition of the ecological crisis, the emergence of new social movements acting through local and global networks and a re-evaluation of the role of local governments in the development process. Thus, the current governance debate is dominated by two contrasting definitions and set of concerns.¹

On the one hand, part of the literature on governance still focuses mainly on the institutional capacity and performance of the state and the way it has adapted to recent developments.

On the other hand, governance is perceived as a notion that refers to a change in the meaning of government. It refers to a new process of governing, changed condition of ordered rule or the new method by which society is governed.

The other theoretical view on governance looks more generically at the co-ordination of various forms in formal and informal types of public-private interaction.

Under this distinction, the state-centric approach is concerned with assessing the political and institutional capacity of the state to direct society towards certain goals associated with the 'public good' and also with examining the relationship between the role of the state and the interests of other powerful actors².

By contrast, the so-called 'society centered' approach is primarily concerned with the role of civil society in the governing process. In this approach the governance process is handled with its relation with the state, through a variety of governance forms or institutional arrangements.

¹ Rhodes, R.A.W, 1996, "The New Governance: Governing without Government", *Political Studies*, Vol. 64, pp.652-667.

² Batley, Richard, 1996, "Public-Private Relationships and Performance in Service Provision", *Urban Studies*, Vol.33, pp.723-751

Thus, from this approach, 'governance' refers to emerging 'governing practices' that seek "to develop new patterns of relation between diverse social actors (i.e. the public sector, business organizations, multilateral organizations, the voluntary and community sectors, etc) in an attempt to build greater 'systemic capacity' for collective action in the policy problems"³.

Naturally, the focus of this approach is on multi-agency ensembles, such as partnerships and networks devised for creating synergy among different social actors in order to realize public policy goals⁴.

After focusing on the concept of governance as a main problem of the planners for a coherent urban design strategy and an integrated decision making process for a final aim of "city as a living environment and driving force of development by means of flexible governance and communicative planning", it will be useful to emphasize on Turkish case.

For a communicative planning and a flexible governance in order to form a coherent urban design strategy, it is indispensable to create an integrated organizational and institutional structure from preparation to the implementation stage of the urban plans. In other words, there is a need for a strong structure in which all stakeholders and all fragmented form of the agents should be met.

Naturally, this should be start with a two-dimensional approach including an institutional research program and the enforcement and organization of the whole planning activities in the boundaries of the nation-state.

In Turkey, as similar to the other developing countries, there was a rapid urbanization process after the 2nd World War. Turkish urbanization process was almost completed in a half century. The characteristics of this rapid urbanization process were designated by three significant factors; 1- The lack of capital for a late industrialized country, 2- The milieu of multi-party political regime, 3- The existence of a modern Development Law before rapid urbanization.

The lack of capital caused a problematic transformation for industrialization, required infra structure and the reconstruction of cities. On the other hand, the milieu of a political regime of multi-party resulted in a populist approach in the distribution of high rental areas caused by the rapid urbanization and the modernist Development Law decreased the impacts of the populist politics which could cause social depressions.

Today, after the 1980s and the dominance of neo-liberal policies, the perspective of Turkey to be a member state of European Union has opened a new way for a decentralized governance system actually this perspective has started to demonstrate its effects after the Maastricht Treaty.

In Turkey, transformations in the structure of settlements can be characterized by two headings; coastalization and spatial unequal growth. If the point distribution of the settlements is focused, Istanbul becomes the primary important settlement by a vision to be a World City. Moreover, these recognitions should be elaborated by the relational network of the settlements, the transformations within the inner dynamics of the settlements, new transportation networks among settlements and the transformations in the cultural and social structure of the citizens.

³ Kooiman, Jan (ed), 1993, *Modern Governance: Government-Society Interactions*, Sage, London.

⁴ Pierre, Jon and Guy Peters, 2000, *Governance, Politics and the State*, MacMillan Press, London.

As parallel to the adaptation to the European Union Legislation, in recent years new legal regulations related with strengthening local governments has come into force. However, there are many problems associated with the appropriateness to the new transformations in the planning thought and for a communicative planning and flexible governance in a process to form a coherent urban strategy.

These problems are caused by the resistance of the present structure and there is a need for re-structuring of the organizational levels for fragmented agent structure and the relation of powers. Although the new legislation comes into force to strengthen local governments, there are many problems in the implementation of the laws. This is actually related with the financial structure of the local governments. Also, the habit of dependency to central government and the inefficient local competitiveness stands as a problem.

In order to overcome these problems, the strengthening of financial structures of local governments is encountered as an important criterion.

If the institutionalization problems and research potentials are focused, in general, the existing institutional structure of Turkey provide a sufficient amount of regional and urban planner required.

On the other hand, the public organizations in Turkey provide less contribution than non-governmental organizations on the subjects of urbanization, development and demographic structure. However, the attempts of non-governmental organizations are inefficient.

As it is mentioned before, it is so important to design a two dimensional approach includes an institutional research program and the enforcement and organization of the whole planning activities in the boundaries of the nation-state.

These researches should be based on comparable and periodical studies which should give opportunity to make arguments new research paradigms. Existing public organizations can be re-arranged for this aim, for example, the Turkish Statistics Institution and State Planning Organizations. For an integrated approach in designating of an institutional structure for a coherent urban strategy, the transformation should be started from the data collecting. This data should be based on a productive structure and should be enforced by the institutional and individual studies.

There should be nine different intensification study area.

- 1- Re-definition of changing spatial structure of Turkey,
- 2- An explanatory study for unequal growth in the spatial structure in Turkey with new adaptation process,
- 3- Fixing new knotting points in the spatial structure,
- 4- Re-definition of local and locality in the new spatial structure,
- 5- Re-definition of functions of settlements and re-definition of the concepts of quality, characteristics and capacity comes with the re-defined functions,
- 6- Fixing the changing structure of rural areas,
- 7- Re-definition of changing structure of urban areas and development opportunities, (city where social capital intensifies)
- 8- Re-evaluation of the problems caused by the unequal development differentiating social groups,

- 9- Re-evaluation of local governments in a new period in which network relations become crucial.

For a coherent urban strategy after the standardization and renovations in data collecting and accumulating process, the basic spatial problems of the state should be analyzed by these nine intensification areas. This will at least facilitate the interaction of the fragmented agents by means of decision-making on these spatial problems.

However, three basic problems about the governance and planning process in settlements still exist:

- 1-How a normative frame, which interventions to settlements based on, will be determined,
- 2-How local governance will be carried out and sustained,
- 3-How functions and institutionalization of planning will be defined.