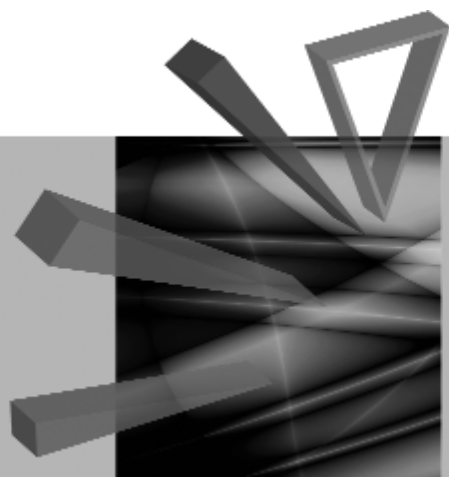


Kształtowanie się nowej przestrzeni w gospodarce globalnej



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RETHINKING OF REGIONAL DEVELOPMENT STRATEGIES IN TURKEY FOR PRE-DISASTER PLANNING

Summary: This paper argues the efficiency of regional development strategies for pre-disaster planning in Turkey. A number of regional growth centres in Turkey are located in disaster-prone areas due to the wrong (or inevitable) industrial location decisions in the last 50 years. The earthquakes in the *Eastern Marmara* and *Duzce* in 1999 brought into relief these industrial location problems again and initiated a questioning of regional development strategies for pre-disaster planning. In Turkish case, two important deficiencies make the implementation of pre-disaster planning difficult: the complexity of spatial planning system and the increasing pressures of urban sprawl on both built and natural environment. The paper discusses these two deficiencies in a proactive way and highlights a need to restructure the spatial planning system in Turkey.

Key words: regional development strategies, spatial planning, pre-disaster system.

1. Introduction

With the huge human losses, natural disasters negatively affect human settlements also in socio-economic and spatial terms. Floods, tornados, volcano eruptions and earthquakes cause important development problems in both developed and underdeveloped countries. To reduce or overcome the negative effects of disasters, not only post-disaster measures (crisis management) must be taken but also pre-disaster planning (risk management) has utmost importance.

Recent earthquakes like the *Eastern Marmara* and *Duzce* in 1999 brought forward the performance and efficiency of existing urban and regional development strategies in Turkey. A close inspection of recent regional planning strategies in Turkey in recent years implies that pre-disaster planning as a neglected area of spatial planning must be widely adopted by local planning authorities. Here, the structural deficiencies of spatial planning system and rapid urbanisation and urban sprawl reduce the efficiency of pre-disaster spatial development strategies. Especially, post-disaster spatial developments and urban sprawl in the urban settlements of high earthquake risk areas (for example, a number of settlements located in Eastern Mar-

mara) brought forward pre-disaster planning in recent years. Here, the strategic framework for and scale of spatial development strategies are important issues to achieve the goals of pre-disaster planning.

2. Regional development and pre-disaster planning

One of the implementation areas of regional development strategies is pre-disaster planning. With the huge human losses and economic burdens, natural disasters both negatively affect the internal spatial structure of urban and rural settlements and change the regional spatial organisation in socio-economic terms. In the past, floods, tornados, volcano eruptions and earthquakes led to important regional development problems in both developed and underdeveloped countries. Like all natural disasters, earthquakes have destructive effects that can change the content of spatial development strategies at urban and regional level and can decrease the effectiveness of these strategies. Mostly, sectoral development policies in the pre-earthquake period lead to the formation of new growth centres and urban agglomeration areas in disaster-prone regions. In some cases, it is likely that spatial developments in post-earthquake period launch a process of counter-urbanization and urban sprawl threatening natural areas in certain places. This condition is most evident in Turkish case. The Turkish case demonstrates well how the scope and scale of development strategies in disaster-prone areas must be determined to respond to emerging spatial and economic developments in the post-disaster period.

The institutional roots of pre-disaster planning trace back to global collaborative efforts to raise awareness on sustainable development. In this respect, a harmonious integration of environmental protection and management priorities and economic and spatial development goals were well incorporated into recent work within regional economic development. In the last fifteen years, sustainable urban and regional development became a joint agenda for an environmentally sound economic development in both developed and developing countries through milestones of global cooperative efforts like Agenda 21, Earth Summit, Earth Summit +5 and Johannesburg Summit UN Department of Economic and Social Affairs [*UN Department...* 2006].

In Agenda 21, Rio Declaration on Environment and Development in 1992, “promoting human settlement development” was regarded as an important discussion area under the headings of human settlement management, sustainable land-use planning, sustainable energy and transport systems, human resource development and integrated provision of environmental infrastructure. In the declaration, “promoting human settlement planning and management in disaster-prone areas” can be evaluated as an important programme area to reveal how the development goals for human settlements, economic sectors and environmental resources must be reformulated to establish both “a culture of safety” and “pre-disaster planning” in urban and rural communities [*UN Department...* 2006]. The principles and implementation tools in this programme area of Agenda 21 are important whether regional economic

and spatial development in these disaster-prone areas is sustained by a complete limitation of development vision of urban settlements at different scales or new environmentally sound and disaster-sensitive development dynamics. The selection of one of these two strategic ways depends mainly on a clear formulation of long-term economic and spatial development goals across a full range of spatial scales from national to local [Özbek 2006, p. 107].

To establish a balance between socio-economic development goals and environmental protection priorities in human settlements of disaster-prone areas necessitates intense efforts of central and local administrative units as well as other local initiatives. In most of the disaster-prone areas in the world, administrative units struggle with both the physical and socio-economic problems due to urban sprawl and new institutional responsibilities for risk and disaster management. In most cases, these new burdens (preventive and protective measures) limit the range of possible alternatives for spatial development scenarios and increase the economic and social costs for pre-disaster planning. In this respect, the content of spatial development strategies for disaster-prone areas must be reformulated to achieve three important goals: to meet the settlement needs of urban and rural population, to determine the most suitable trajectory for economic development and to take strategic measures for risk and disaster management.

3. Pre-disaster planning in regional development strategies

The negative impacts of disasters on natural and built environment cannot be completely eliminated but can be reduced through efficient and realistic spatial development policies. The evidence from disaster-prone areas in the developing and under developing countries shows that the lack or neglect of an efficient risk management in pre-disaster period compels the authorities to pursue crisis management policies in post-disaster period. Regional development strategies are the most important tools for pre-disaster planning. In Turkish case, the problems of risk management are very prominent. The recent earthquakes and floods revealed the inefficiency of regional development policies in Turkey once again. Here, two important deficiencies make the implementation of pre-disaster planning difficult: the complexity of spatial planning system and increasing pressures of urban sprawl on both built and natural environment.

The first problem implies a bureaucratic and complex institutional structure of spatial planning that overlaps with the bureaucratic system of public administration and this brings a strong normative tradition in the determination of implementation level and scope of spatial development strategies in Turkey. Here, the main problem is that the spatial planning tradition in Turkey is mostly based on a centralised public administration system. The weak interdependencies between spatial plans at each scale signify a lack of interscale implementation tools in the spatial planning system [Özbek 2009a, p. 69-70].

In the early 2000s, the regional development policy of Turkey gained a new dimension parallel to the restructuring efforts on the hierarchy of spatial planning (see Figure 1 for the spatial planning system of Turkey). However, there are important hereditary constraints affecting the efficiency of these approaches and tools. A systematic discussion of the issues in Table 1 made below may be useful to clarify how the new spatial planning strategy of Turkey must efficiently match the policy tools with the implementation problems in regional development policies.

One of the most important problems is related to the institutional characteristics of spatial planning system. The administrative and organisational framework for spatial planning is not well defined in functional terms. There are three important

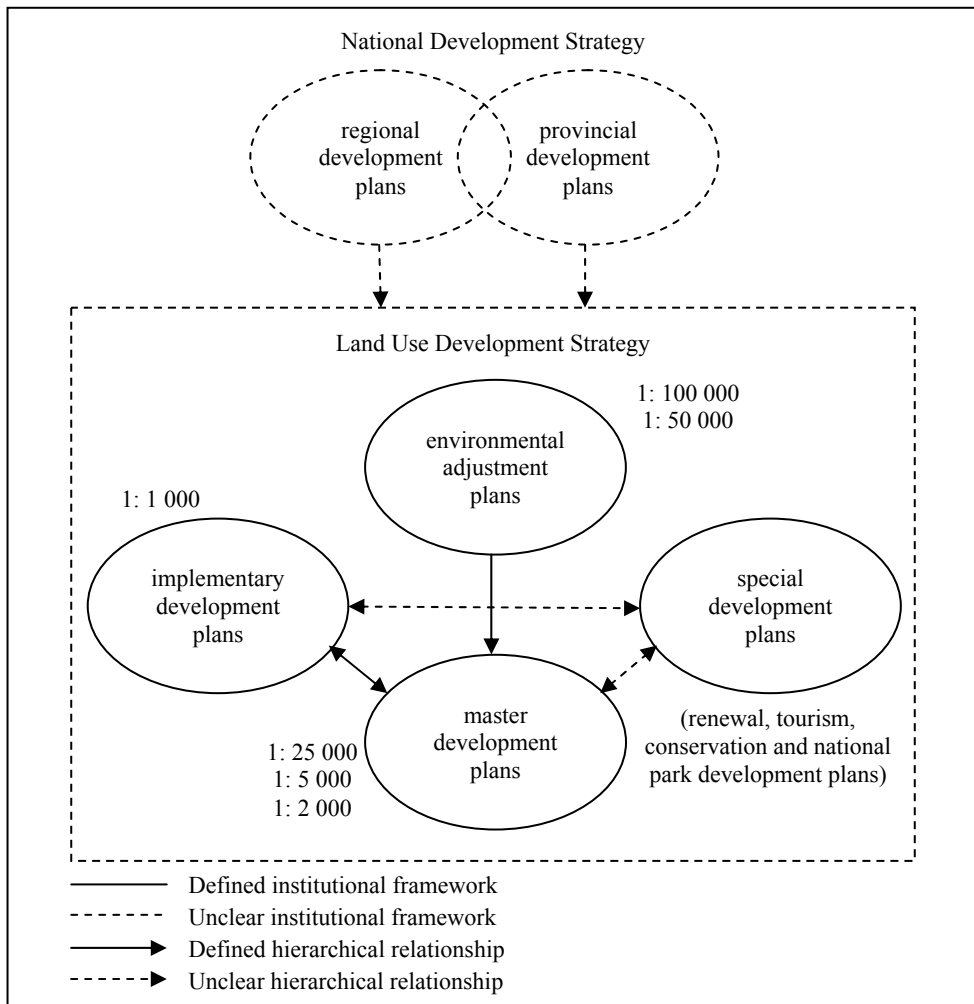


Figure 1. Spatial Planning System of Turkey

Source: [Özbek 2009b, p. 676].

problem areas in Turkish spatial planning system: goal inconsistency among different spatial scales, lack of interscale implementation tools and the complexity of institutional structure for spatial planning [Özbek 2008a, p. 231]. In one way, these are the problems associated with the structural characteristics of state bureaucracy and public administration in Turkey. The issues of the allocation of planning power among the institutions responsible for spatial planning in Turkey are important to comprehend why a new power structure is necessary for the better performance of planning practices. The foundation of a new planning mechanism also requires the introduction of a broad spatial planning strategy bridging between regional, urban and rural development strategies in the Turkish case.

The limited and problematic implementation of urban and regional development plans in Turkey makes the introduction of a new level in the hierarchy of spatial planning necessary, which aims at providing coordination both between urban land use and regional development plans and between urban development objectives and regional development priorities. In this context, through provincial development plans, various Turkish urban settlements under the constant threat of natural disasters struggle with the negative environmental effects of urban sprawl in addition to the long-run problems of underdevelopment. The Turkish case demonstrates that a better performance of these implementation tools can be only achieved through the adoption of principles of pre-disaster planning at a wide geographical scale: regional or sub-regional. Therefore, the introduction of environmentally sound development policies for pre-disaster planning in Turkey rests on the elimination of chronic problems of spatial planning system (especially the lack of inter-scale implementation tools) and public administration system leading to authority conflicts between central and local administrative units in channelling planning power into cooperative planning efforts.

The second important issue hindering the possible implementation of pre-disaster planning is urban sprawl. In pre-disaster period, the reasons for urban sprawl are not different than the ones for any urban settlement in Turkey: urban growth through migration and population increase, land speculation, patronage and increasing exchange value of urban land, inefficiency of urban development plans due to very frequent changes (revision and additional plans) and wrong planning decisions. In Turkey, a special type of urban sprawl is most evident in the disaster prone-areas in post-disaster period: spatial physiological and social (location) preferences of urban people and allocation of new areas for urban development by the municipalities. Figure 2 demonstrates the typical development pattern of urban sprawl in Turkey in post-disaster period. In this process, the allocation of arable lands for housing poses severe threats to natural ecosystems and negatively affects agricultural production. This form of urban sprawl is very obvious in a number of urban settlements in the disaster-prone areas in Turkey.

In conclusion, this section highlighted three important obstacles to hinder the adoption and implementation of pre-disaster planning in Turkey: the lack of inter-scale implementation tools in the spatial planning system, institutional composition

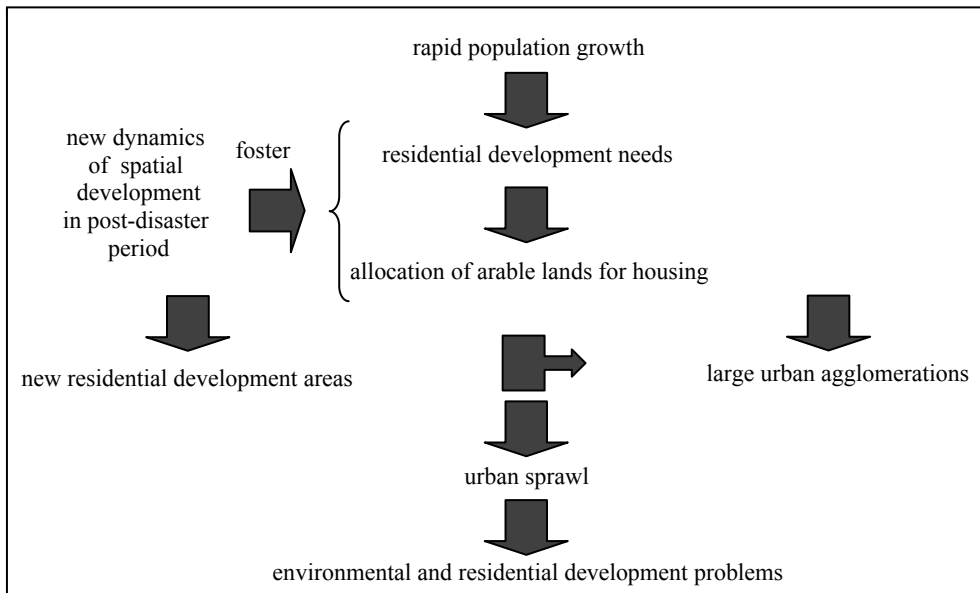


Figure 2. A typical spatial development pattern of the urban settlements of Turkey in post-disaster period

Source: adapted from [Özbek 2008b].

and structure of planning power and last, urban sprawl. These institutional and spatial problems can best be overcome in two ways: by public administration reform and by a restructuring of spatial planning system. Some can claim that these suggestions are frequently repeated and clichéd statements of urban policy jargon in Turkey but one is important: the structural problems of spatial planning in Turkey require structural solutions. In that respect, the planning problems in disaster-prone areas are not only the problems of spatial design, engineering and crisis management, but also the problems of regional planning, institutional structure, risk management and “a culture of safety”.

4. Conclusion

In the Turkish case, the structural and hierarchical deficiencies of spatial planning system and increasing pressures of urban sprawl on both built and natural environment constitute major obstacles for implementing disaster sensitive spatial development strategies. The problems of socio-economic development and spatial planning in the settlements of disaster-prone areas (mostly high earthquake risk areas) in Turkey make the widespread adoption of the principles of pre-disaster planning necessary. Here, the strategic framework and scale of development strategies are important to pre-disaster planning. Spatial strategies to prevent urban sprawl and to

overcome other spatial problems in the settlements of disaster-prone areas must be formulated in a different fashion in order to highlight regional scale as a major analytical level. In addition to a reformulation of development strategies, the Turkish case also highlights a need for public administration reform and the restructuring of spatial planning system to cope with development problems in disaster-prone areas.

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STRATEGIE ROZWOJU REGIONALNEGO W TURCJI W ASPEKCIE PLANOWANIA SYSTEMU OSTRZEGANIA PRZED KATASTROFAMI

Streszczenie: Artykuł obejmuje rozważania nad wydajnością strategii rozwoju regionalnego dla planowania na wypadek wystąpienia katastrofy w Turcji. Z powodu niewłaściwych (albo nieuniknionych) lokalizacji przemysłu pewna liczba regionalnych centrów wzrostu w Turcji jest usytuowana w strefie narażonej na występowanie katastrof. Trzęsienia ziemi w 1999 r. uwydatniły problemy lokalizacji przemysłu i zainicjowały przeanalizowanie strategii rozwoju regionalnego w planowaniu na wypadek wystąpienia katastrofy. Można wskazać dwa ważne braki powodujące trudności we wdrożeniu planowania na wypadek katastrofy: złożoność przestrzennego systemu planowania i rozrastające się zjawisko *urban sprawl*. W artykule omówiono te dwa deficyty w celu zwrócenia uwagi na potrzeby restrukturyzacji systemu planowania przestrzennego w Turcji.