

**TURKEY**  
**HABITAT-III**  
**NATIONAL REPORT**



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# TURKEY

# Habitat III National Report



REPUBLIC OF TURKEY  
MINISTRY OF ENVIRONMENT  
AND URBANISATION

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# PREFACE

Statement by Minister,

Habitat III Conference has a great importance because it provides us a global platform to evaluate our past endeavors and develop a new urban agenda. I believe that it will not only give a vision to our national legislation and implementation on sustainable urbanization, but also accelerate our efforts.

From Habitat II Conference, held in İstanbul in 1996, many studies have been made in Turkey to contribute to sustainable urbanization and Habitat Agenda. Urban infrastructure investments to prevent and reduce environmental pollution, mass housing projects for different income groups are among our studies to which we attach great importance. In this framework we have prepared this National Report that includes these projects.

An Urbanization Council was held in Turkey in 2009. As a conclusion of this Council, the National Integrated Urban Development Strategy and Action Plan was adopted. With this document, urbanization issues and possible solutions suitable for our country were outlined.

Now, there are complex and new challenges that have emerged over the years in our urbanization agenda. Among these issues, the most important one is to set up disaster-resistant settlements. Turkey is a high risk country for earthquakes. With this fact in mind, we started to construct the necessary infrastructure in order to realize a comprehensive urban transformation. A law for urban transformation in the area with disaster risk management has been published in 2012 and many municipalities in Turkey are currently implementing the necessary measures for the realization of urban transformation.

Governments have responsibility to implement Habitat Agenda but local authorities are the main actors for the implementation of sustainable urban development policies. In Turkey local authorities have been supported financially and technically to improve their implementation capacities. Additionally, this support has been fostered in recent years and many regulations have been made. One of these regulations is the establishment of new metropolitan municipalities with the expansion of their territories and responsibilities. Now local governments are also encouraged to adopt a strategic and integrated planning approach.

Other issues that have emerged recently in Turkey's urban agenda are the protection of rural areas under the pressure of urbanization and ensuring the integration of all segments of the society to urban life. We are looking forward to participating actively in Habitat III Conference to provide an outsource document that includes policies for these issues and guides our government as well as local authorities in addressing challenges through national and local policy frameworks.

We believe that the implementation of sustainable urbanization would be among the most important issues of the Post-2015 Development Agenda and it will create important inputs for the Habitat III Conference to be held in 2016.

# TABLE OF CONTENTS

- PREFACE ..... i
- I. URBAN DEMOGRAPHIC ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA .... 1
  - 1. Managing Rapid Urbanization ..... 1
  - 2. Managing Rural-Urban Linkages ..... 2
  - 3. Addressing Urban Youth Needs ..... 3
  - 4. Responding To The Needs Of The Aged ..... 4
  - 5. Integrating Gender In Urban Development ..... 4
  - 6. Challenges Experienced And Lessons Learnt In These Areas (1-5) ..... 5
  - 7. Future Challenges And Issues In These Areas (1-5) That Could Be Addressed By A New Urban Agenda ..... 6
- II. LAND AND URBAN PLANNING: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA ..... 8
  - 8. Ensuring Sustainable Urban Planning And Design ..... 8
  - 9. Improving Urban Land Management, Including Addressing Urban Sprawl ..... 9
  - 10. Enhancing Urban And Peri-Urban Food Production ..... 10
  - 11. Addressing Urban Mobility Challenges ..... 11
  - 12. Improving Technical Capacity To Plan And Manage Cities ..... 11
  - 13. Challenges Experienced And Lessons Learnt In These Areas (8-12) ..... 12
  - 14. Future Challenges And Issues In These Areas (8-12) That Could Be Addressed By A New Urban Agenda ..... 13
- III. ENVIRONMENT AND URBANIZATION: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA ..... 15
  - 15. Addressing Climate Change ..... 15
  - 16. Disaster Risk Reduction ..... 16
  - 17. Reducing Traffic Congestion ..... 18
  - 18. Air Pollution ..... 19
  - 19. Challenges Experienced And Lessons Learnt In These Areas (15-17) ..... 20
  - 20. Future Challenges and Issues in These Areas (15-17) that could Be Addressed by a New Urban Agenda ..... 21
- IV. URBAN GOVERNANCE AND LEGISLATION: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA ..... 23
  - 21. Improving Urban Legislation ..... 23

22.	Decentralization and Strengthening of Local Authorities.....	24
23.	Improving Participation and Human Rights in Urban Development.....	25
24.	Enhancing Urban Safety and Security.....	26
25.	Improving Social Inclusion and Equity.....	26
26.	Challenges Experienced and Lessons Learned In These Areas (20-24).....	27
27.	Future Challenges and Issues in These Areas (20-24) That Could Be Addressed By A New Urban Agenda.....	28
V.	URBAN ECONOMY: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA .....	30
28.	Improving Municipal/Local Finance .....	30
29.	Strengthening and Improving Access to Housing Finance .....	31
30.	Supporting Local Economic Development.....	32
31.	Creating Decent Jobs and Livelihoods .....	33
32.	Integration of The Urban Economy Into National Development Policy.....	34
33.	Challenges Experienced and Lessons Learned in These Areas (27-31).....	36
34.	Future Challenges and Issues in These Areas (27-31) That Could Be Addressed By A New Urban Agenda.....	37
VI.	HOUSING AND BASIC SERVICES: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA .....	40
35.	Slum Upgrading and Prevention.....	40
36.	Improving Access To Adequate Housing.....	41
37.	Ensuring Sustainable Access to Safe Drinking Water.....	42
38.	Ensuring Sustainable Access to Basic Sanitation and Drainage.....	43
39.	Improving Access to Clean Domestic Energy.....	44
40.	Improving Access to Sustainable Means of Transport.....	46
41.	Challenges Experienced and Lessons Learned in These Areas (34-36).....	47
42.	Future Challenges and Issues in These Areas (34-36) That Could Be Addressed By a New Urban Agenda.....	49
VII.	INDICATORS.....	51
	ANNEX.....	52
	CONTRIBUTORS TO THE REPORT.....	53
	BIBLIOGRAPHY .....	54

## INTRODUCTION

Turkey is a bridge between continents of Asia and Europe with a population of 76.7 million and area of 780 thousand square kilometers. A rapid population increase was marked in Turkey following 1950s and in parallel with the migration from rural areas to the urban areas, the percentage of urban population rose to 44% in 1980, to 65% in 2000, and to 77% in 2012, while it was 25% in 1950. It is projected that this rate will have an increasing trend in the next period as well. Rapid urbanization has shaped economy, social structure and natural environment of the cities.

In parallel with this rapid urbanization, gross national product per capita in Turkey has remarkably increased. Considering only the growth since 2007 to date, it is noted that average annual value added increase is 2,1% in agricultural sector, 3.7% in industrial sector and 4% in service sector. Considering the shares of sectors in GDP, the share of industrial sector in 1960 was 17.6% and the share of service sector was 26.4%, while the share of industrial sector in 2012 became 27%, and the share of service sector became 61.9%.

There have been several important steps taken in order to respond to unemployment, lack of housing and infrastructure, to prevent squatter housing and irregular urbanization, and to provide social inclusion that has occurred as a result of this rapid urbanization and economic growth in Turkey.

As a matter of fact, Istanbul Declaration announced as an outcome of United Nations Conference on Human Settlements (Habitat II), which was held in Istanbul in 1996, highlighted the works to be undertaken to overcome these problems which are common to human settlements in general.

In the context of providing sustainable human settlements in urbanizing world, which is one of the two main objectives of Habitat II, studies were carried out in the fields of economic development, social improvement and environmental protection. Eliminating the imbalance among regions in terms of economic development was recognized as the basic principle, and the development of medium-scale cities were supported along with that of three major metropolises. The incentives and programs supporting local economy not only led to an increase of 57.7% in total export compared to 2006, but also an increase by 268% in export in the regions which are listed at the bottom five according to the socioeconomic development index. A series of institutional and legal arrangements were carried out, and “City Councils”, which are important instruments of local democracy, were established as of 2003 in the scope of Local Administrations Reform for the purpose of empowering local administrations and rendering public services more efficiently.

Providing adequate housing for everyone which is the second main objective put forward in 1996 was adopted as a fundamental policy, and a strong stance has been taken since 1990 against squatter housing in National Development Plans. As an outcome of policies followed, the rate of illegal housing in Turkey declined to 2.39% in 2006 and to 0.94% in 2013. Besides, the rate of urban population receiving drinking and domestic water service rose to 99.8% and the rate of those receiving sewage service rose to 92% in 2013. The rate of urban population receiving waste water treatment plant service rose to 77% from 13% in the last two decades.

Preventing illegal and squatter housing and providing basic infrastructure services are nowadays issues mainly overcome. As it is pointed out in the Tenth National

Development Plan which covers years 2014-2018; “...renovating the present texture of the city, towards satisfying the economic and social needs and reducing the risks of natural disasters, is gaining importance. In this process, legal regulations related to spatial planning, disaster management and urban transformation have been put into practice. However, there is need for activating policies and implementations for cities to be more competitive and livable, create new and qualified work and life spaces and access to social and physical infrastructure and qualified and secure urban transportation systems.” In parallel with this approach, issues such as preserving and developing rural areas by taking into account the urban-rural relationship, putting into practice energy-efficient policies in combating against climate change, increasing livability for different segments of the society, primarily the elderly people, disabled people, women, youth and children, and supporting their participation in urban life will be among the priorities.

Following Habitat II, United Nations General Assembly decided to hold Habitat III Conference in 2016.

In preparation for Habitat III, Turkey has organized a workshop under the coordination of Ministry of Environment and Urbanization with the participation of primarily Ministry of Development, Housing Development Administration, Ministry of Family and Social Policies, and local authorities, public institutions and organizations working on sustainable urban development, the representatives of civil society, private sector and chambers along with the academicians. In this workshop, the participants exchanged views on practices that had been done since Habitat II, lessons learnt and future challenges and issues, and they set forth the bases of the national report. Urbanization Council which was held in 2009 with participation of 500 experts from 151 institutions and where all problems of urbanization were discussed through 10 separate commissions identified the existing situation in Turkey and its urban agenda up to 2023 in reference to the framework established by Habitat II. As a final document of the Council, KENTGES-Integrated Urban Development Strategy and Action Plan (2010-2013) was published, and put into practice as a roadmap for sustainable urbanization.

Being the first global conference following Post-2015 Development Agenda, the Habitat III Conference has great importance since it offers opportunities for issues such as implementation of sustainable development goals, discussing the problems of urbanization and specifying a new roadmap.

# I. URBAN DEMOGRAPHIC ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA

## 1. Managing Rapid Urbanization

Turkey has rapidly urbanized since 1950. While the population living in the cities in 1950 was 25%, it rose up to 44% in 1980, to 65% in 2000 and to 77% in 2012.

While in 1950 there were only two cities with more than 500 thousand dwellers, today this number exceeded 40. Consequently, through the Metropolitan Municipality Law accepted in 1984, Istanbul, Ankara and Izmir were declared as metropolitan municipalities. Within the first decade, the number of metropolitan municipalities rose to 8, and to 16 in the second decade, and it rose to 30 in 2014. Meanwhile, Turkish cities provided locomotive force for growth, industrialization and economic development.

However, since this process could not be managed through an entirely planned urbanization as desired, it accompanied problems such as destruction of natural environment, urban poverty, inequality, vulnerability against disasters, inadequate housing, increased emissions, lack of infrastructure and increased traffic.

In order to address these challenges, several measures such as improving the legislation of construction and land development, increasing the efficiency of spatial planning practice, placing emphasis on urban planning education, supporting urban infrastructure investments to prevent environmental pollution, production of mass housing units for different income groups and establishing organized industrial zones were taken.

In Urbanization Council which was held in 2009, the issue of rapid urbanization was analyzed with detail. Academicians, representatives of public institutions and local authorities, members of civil society, private sector and chambers provided recommendations for Turkey to achieve its sustainable urban development goals by analyzing the national urban agenda such as; disaster resilience of settlements, preservation of natural and cultural assets, illegal housing, urban regeneration and transformation, technical and social infrastructure, life quality, local development, awareness of urban citizenship, governance and local administrations and as well as sustainable urban development.

Based on the results of Urbanization Council, “KENTGES Integrated Urban Development Strategy and Action Plan (2010-2023)” was prepared, and was adopted by High Planning Council in 2010. KENTGES is a roadmap for central and local administrations in issues of urbanization and planning. It specifies studies and actions to be performed at central and local levels regarding transport, housing and land supply, disasters, natural and cultural assets, climate change, life quality, social policies and participation.

In reference to these studies, a series of institutional and legislative arrangements were made after 2011 regarding urbanization and spatial planning. Ministry of Environment and Urbanization was established in 2011 in order to set forth the new spatial planning approach across the country, to establish the necessary institutional organization, to formulate the legal framework of proposed planning process, and to determine general policies, guidelines and norms to solve problems regarding urbanization, housing and planning.



Ministry of Environment and Urbanization was charged with the duty of preparing, in collaboration with the relevant institutions and organizations, the spatial plans on national and regional levels which guide settlements, housing and land use. Besides, the Ministry is not only identifying the basic principles, strategies and standards on land use in cities and rural areas but also providing and supervising their implementation.

In addition to this, Urban Transformation Law was enacted to solve the problem of irregular urbanization caused by rapid growth, and to build resilient cities. In this framework, risk zones and vulnerable buildings across Turkey were identified, and included in the scope of urban transformation in order to take irregular urbanization under control.

Finally, the jurisdiction of metropolitan municipalities which was limitedly extended in 2004 was extended up to the provincial borders with the Metropolitan Municipality Law which was amended in 2014. This law made it possible to establish an integrated, effective and efficient administrative structure in terms of planning and land development activities and as well as service provision in metropolitan municipalities.

## **2. Managing Rural-Urban Linkages**

Opportunities and life quality standards offered by cities compared to the lack of integrated development of economic, social and physical infrastructure and services in rural areas make migration from rural areas to cities unavoidable, and this in turn leads to irregular development of cities. Guiding practices are being carried out in order to increase the fertility of the lands of rural settlements whose number is approaching 40 thousand, to provide infrastructure services efficiently, to employ the dwellers in the regions they live, to expand agricultural businesses and to support agricultural production and to improve the quality of life in rural areas.

In this framework, Rural Development Strategy was prepared in 2006 for an efficient rural development policy, and Agriculture and Rural Development Support Institution was established in 2007 in line with this document. Similarly, Rural Development Program (2010-2013) was prepared in order to support implementation of Rural Development Strategy.

In order to provide more efficient urban services and to direct infrastructure investments exclusively, the number of metropolitan municipalities was increased to 30 from 16 through an amendment to the Metropolitan Law in 2014 as mentioned in the first section, and their jurisdiction was extended up to the provincial borders to cover rural areas. This amendment paved the way for exclusive management of urban-rural linkage especially in metropolitan areas.

Regional plans which are socioeconomic development plans prepared at the regional level, and programs related with rural areas are being implemented through development agencies. Moreover, with national and regional scale spatial strategy plans that have been initiated in 2014, it is envisaged to establish spatial relations regarding rural areas.

Besides, a R&D project has been completed in 2014 containing a “planning policy guide” regarding planning of rural areas, a “planning system model” which includes a description of a scientific, holistic and systematic methodology regarding the regulation of rural settlement planning practice, planning norms that could be used in rural planning (road width, technical and social infrastructure, commercial and administrative buildings etc.), and samples of housing projects which will be compatible

to local characteristics and which will meet the requirements of people living in rural areas. Works regarding implementation and legislation of the results arising in this project are still underway.

Agricultural village projects were put into practice since 2003 to offer more appealing living spaces for citizens living in the rural areas and to deal with irregular urbanization arising out of migration from villages to cities. In the framework of the project, arable lands are given to the locals, scattered settlements are grouped together, and the local architectural fabric is being regenerated paying attention to its preservation.

### **3. Addressing Urban Youth Needs**

According to the data of 2012, the children (under 18 years of age) in Turkey compose 30% of the population while the youth (15-24 years of age) compose 16.6%. 31.4% of the 15-29 age group are getting education, while 47.1% are working, and 28.1% are neither getting education nor working.

New ministries were established and strategy papers were prepared in order to provide services to the youth and children in a holistic approach and to disseminate such services. The coverage of health insurance was expanded in order to enhance equal opportunity of children and youth. Conditional education and health support, free books, school milk and transported education practices were improved. Pre-school education was disseminated and schooling rates were increased. Furthermore, scholarship, student loan and accommodation opportunities were improved for the youth, and youth centers and camps along with mobility programs were generalized. Social support programs are being carried out for disadvantaged children and youth.

The issues such as low rates of young people in the work force, high youth unemployment figures and the shortcomings in their core skills maintain their importance. Overall unemployment rate in Turkey is 9.8%, while it is 18.2% among the youth. Youth unemployment in cities is estimated to be 21.8% in total, 19.9% among males, and 26.1% among females.

Ministry of Youth and Sports offers “Applied Entrepreneurship Education” to 18-29 years old entrepreneurs free of charge to create opportunities for them to actualize their potential for entrepreneurship. Besides, particularly metropolitan municipalities offer vocational courses to the youth. Municipalities also started several community centers such as youth and family life centers to meet the social needs. Youth centers are also supported by central government in order to protect physical and mental health of youth, to support their sociocultural development, to contribute to their education in line with their areas of interest and to equip them with skills.

Youth Assemblies were established in order to allow the youth to take part in the decision-making processes regarding the matters concerning them. Women Assembly, Youth Council, Children Council, Working Groups and City Volunteers Houses were created along with City Councils whose institutional framework was created in 2005.

In 1996, 2008 and 2013, Turkish Adolescent Profile researches were carried out. These researches make it possible and help Ministry of Family and Social Policies to develop social policies and to identify investment priorities to solve the problems of the adolescents in various matters.

#### **4. Responding To The Needs Of The Aged**

According to the population projection done by Turkish Statistics Institute in 2013, the people in Turkey are rapidly ageing. In 2012, the population of 65 years of age and over, termed as old age population, was 5.7 million, and its ratio to the total population was 7.5%. It is expected that this figure will rise to 8.6 million (10.2%) in 2023. It will rise to 19.5 million (20.8%) in 2050, to 24.7 million (27.7%) in 2075. The median age of Turkey's population was 30 in 2012, while it is estimated that it will be 34 in 2013, 49.9 in 2050 and 47.4 in 2075.

These data point out that Turkey needs to take some special measures regarding elderly people. In this framework, "National Action Plan for the Status of Elderly People and Ageing in Turkey" was prepared in 2007. The National Action Plan reflects the status of elderly people, and contains comprehensive actions to be taken to reach the goals also taking into account international commitments.

Ministry of Family and Social Policies supports many practices for the benefit of the elderly people, and encourages local administrations in this respect. The elderly people are given the opportunity by the municipalities to use public transport free of charge or by discount without any limit. Through facilities such as Healthy Ageing and Solidarity Centre, Elders' Club, Retired People's Club, Elders' Resting House, the elderly people are offered sports and daily services as well as handicraft and skills education.

Home care services are offered to those elderly people who live alone in their homes and who are in need of care. With the help of the electronic device similar to a watch provided to the elderly people and to the disabled, help from the municipality in case of emergency can be provided, and especially it is possible to monitor the elderly people living alone from the center to make sure they take their medication on time.

Through the activities of "Elderly Care Services Centre in the Place of Dwelling", services such as shopping, dining, self-care and health services are offered to the elderly people to support them in their homes and make sure they carry on their lives without being isolated from the society.

#### **5. Integrating Gender In Urban Development**

49.8% (38.2 million people) of Turkey's population in 2013, which was 76,7 million totally, are composed of women. According to the population projection, this ratio will be equal with men's in 2023, and will shift to the favor of women in later years.

According to the results of 2007 Household Labor Survey, labor force participation rate across Turkey is estimated to be 47.8%; where men have 71.3% of participation and women have 24.8%. This rate appears to be 45.4% in total in cities, being 70.6% men, and 19.6% women.

As a part of supporting women, their participation in labor force, and their effectiveness in decision-making processes were enhanced. Positive discrimination principle for women was added into the Constitution, some regulations were made to prevent violence against women, and Committee on Equality of Opportunity for Women and Men was established in the Grand National Assembly of Turkey.

The new Turkish Civil Code which took effect in 2002 includes regulations maintaining equality of men and women, ending gender discrimination, giving an equal position to women with men in family and society, and making use of women's labor.

It is still required, in the context of equality of opportunity for women and men, to provide more active participation of women primarily in employment and decision-making mechanisms, to prevent violence against women, to sustain improvements in education and health affairs, and to increase women's effectiveness in practice.

In this regard, the income earned by women as a result of selling their home-made products in kermises, festivals, fairs and temporary locations assigned by public institutions were granted income tax exemption through an amendment to the Income Tax Law in 2007. Family life centers were opened to increase women's participation in urban life, and they are offered vocational courses.

Studies have been performed to support women and to decrease child mortality. Maternal Mortality Monitoring Program was also prepared. Ministry of Health and commissions established in provinces examine the cases of maternal mortality due to pregnancy, and take precautions to avoid reoccurrence of such cases.

National Action Plan for Social Gender Equality (2008-2013), National Action Plan for Combating Violence against Women (2012-2015) and National Action Plan for Combating Domestic Violence against Women (2007-2010) were prepared. New National Action Plan for Social Gender Equality which covers 2014-2018 is being prepared, and studies regarding seven critical issues (education, health, economy, participation in authority and decision-making processes, poverty, media and environment) are being carried on.

In 2012, the Law on Protection of Family and Prevention of Violence against Women was put into force. This law aims to protect and prevent violence against women, children and family members who are in risk of being subjected to violence and who are victims of persistent chasing, and taking measure against those who use violence or have the potential to use violence against these people.

## **6. Challenges Experienced And Lessons Learnt In These Areas (1-5)**

Turkey has rapidly urbanized due to the migration from rural areas into the cities. However, the measures taken by both central and local authorities fell short of addressing the problems created as a result of this rapid urbanization. In case of spatial planning, which is one of the most significant instruments in managing rapid urbanization, the distribution of power and coordination between central and local authorities could not be enhanced as required.

Since the inspection and consultation mechanisms could not be used thoroughly in planning system, people and organizations, who believe that they are negatively affected by planning decisions, seek judicial remedies instead of applying to administrative mechanisms.

The constraints for implementing comprehensive migration policy effectively led to rapid expansion of cities which in turn made it impossible to prevent illegal or poor housing in cities. This increased the vulnerability of cities in Turkey which experiences frequent earthquakes and disasters.

Rural areas have long been considered as separate from urban areas. It was attempted to administer these areas through a specific administrative mechanism and land development regime. The expansion of cities and increasing number of metropolises has emerged the need of managing rural areas along with the urban areas within the city-region concept. Regulations in this regard have been made recently.

Spatial arrangements in cities are made for disabled people, and it is believed that this embraces all disadvantaged groups.

Due to rapid urbanization, the structure of neighborhood is being disintegrated, and a spatial segregation is taking place based on values and lifestyle. In metropolitan areas there exists suburbs and gentrified neighborhoods of rich people and 'new middle classes' who work in sectors like finance, banking, advertisement, counseling, marketing, media and informatics, and districts in the urban fringe which accommodate mostly poor and developed without fulfilling technical requirements and supervision.

Poverty arising due to migration affects particularly the youth and women. Although significant actions such as providing economic support, increasing the capacity of vocational courses and starting youth centers and family life centers for providing participation in urban life have been taken for these groups, it is noted that these actions have been insufficient. The case of migration will only improve when the issues of migration, expansion of cities, urban poverty and rural development are considered as a whole.

### **7. Future Challenges And Issues In These Areas (1-5) That Could Be Addressed By A New Urban Agenda**

The most important issue of the next period is the expansion of urban areas, which have occurred due to rapid urbanization, in a way to damage agricultural fields and environment. To prevent this risk, the priority will be establishing a compact urban form through coordination of central and local administrations, solving out how mixed-use zones shall be located in the city, creating proper and livable housing sites, and taking measures to ensure that the city dwellers make equal and fair use of urban services.

Spatial planning will maintain its importance, and it is required to transform central administration to a structure which will undertake a regulatory and supervisory role, and where planning and implementation shall be performed through participatory decision making processes within the concept of subsidiarity. The central authority must undertake this regulatory and supervisory role through guidance and flexible spatial plans which set forth policies and spatial strategies as an outcome of cooperation with all institutions at national and regional level. At a local scale, it is required to increase technical, administrative and financial capacities of the local administrations, and to produce optimal plans through participation of local actors in decision-making mechanisms.

The most crucial item on the agenda in the next period will be the desire of city dwellers to take part in decision-making processes. Spatial planning and urban design must be put into practice which maintains equality of opportunity targeting livability in favor of different groups of society particularly the elderly people, disabled people, youth, women and children. Particular emphasis must be put on the livability of cities and equal use of urban services by all individuals.

Excessive concentration of the population in the cities and handling its problems will be among the most critical issue in the future. More resources and energy will be required to maintain urban infrastructure investments and to meet the operating and maintenance costs of new and existing ones. It must be ensured that urban development is carried out in a way decreasing infrastructure and transport costs.

Urban transformation and regeneration implementations will continue to be significant. It is necessary to rapidly rearrange risk areas, maintaining neighborhoods and keeping

the dwellers. It is also required to provide housing construction and repairing at low costs meeting the needs of the individuals without causing them to leave their social circle. Central administration must provide a guiding and effective role in ensuring that urban transformation implementations do not create new social and economic problems. The main purpose must be to enhance urban welfare, building and life quality by regenerating the urban areas which are facing disaster risk, having infrastructure problem, losing their former value and function and having low spatial quality, by taking into account social, economic and aesthetic dimensions. Urban transformation projects must be executed with an approach of harmonizing living spaces of different income groups, decreasing the distance between working and residential areas, fusing with historical and cultural heritage of the city and ensuring social integration.

It is required to provide use of new technologies and change consumption patterns in cities in order to combat against climate change and provide energy efficiency.

Demographic structure of the population changes depending on the ageing. Accommodation priorities must be identified depending on the new demographic structure, and suitable urban design implementations must be carried out. Policies developed in relation to elderly people prove to be insufficient. The elderly people must be granted equal rights to maintain their productivity. Especially local administrations must execute programs which will allow elderly people to socialize and participate in the daily life.

It is envisaged that urban poverty will be among major problems of the cities. It is required to efficiently implement policies which target decreasing urban poverty affecting elderly people, women and youth negatively.

The support offered to the youth for starting a business has been insufficient. In the context of learning and developing entrepreneurship, and establishing sustainable businesses, which are the basic factors in economic development and solutions to the problems of employment, it is required to increase the capacity of the youth having basic professional education in different sectors by teaching the basics of entrepreneurship. It must be ensured that women participation in decision-making mechanisms is supported, their employment is increased, and their education and skill level is enhanced. Social awareness must be raised particularly from early childhood years through formal and informal education in order to eliminate violence and discrimination against women.

While planning urban areas, issues such as providing equality of opportunity in accessing to sustainable living conditions, producing strong policies for ensuring visibility of women in urban areas, designing accessible housing stocks suitable for the use of elderly and disabled people, and providing positive discrimination for disadvantaged groups must be taken into account.

In parallel with these arrangements and developments in cities, the need in rural areas for a holistic development in terms of economic, social and physical infrastructure, while preserving the natural characteristics, will increase. It will be only possible with this method to ensure preservation-oriented planning of rural settlements, which are under the pressure of urbanization, through forestalling unhealthy and rapid expansion of cities as a result of migration from rural areas to the cities.

## II. LAND AND URBAN PLANNING: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA

### 8. Ensuring Sustainable Urban Planning And Design

Spatial planning authorities granted to different investing institutions through special laws were gathered under the authority of a single ministry when Ministry of Environment and Urbanization was established in 2011. The planning works are being carried out with the principle of hierarchical unity among the plans in terms of ensuring a holistic planning approach.

As a part of the urban policy for the coming periods, the government has adopted the issues of identifying decisions on detailed land use, ownership regulations and implementation through local plans, ensuring that the upper-scale spatial plans guiding the local plans have strategic character, and clarifying the objectives, characteristics, scope, and predictive levels on land use decisions of the plans.

Spatial planning system in Turkey was built in four levels consisting of the country, 26 regions, 81 provinces and 1395 municipalities. The studies for preparing national and regional spatial strategic plans are undertaken by Ministry of Environment and Urbanization in cooperation with Ministry of Development in line with development policies. The Ministry is also responsible for preparing territorial plans at regional and provincial levels. Metropolitan municipalities whose borders have been expanded up to the provincial borders through the latest Metropolitan Municipality Law prepare and approve territorial plans at provincial level. All municipalities in the country prepare and approve their local plans.

In the KENTGES document which was adopted in 2010 has brought some very important findings regarding livability level of settlements and enhancing spatial and life quality along with improving economic, social and cultural structures, and it has identified significant actions for solving out the problems.

With comprehensive amendments made in Land Development Law and relevant regulations in 2013, studies for creating high-quality living spaces, preserving and improving natural, cultural and historical assets of the country, and creating innovative "design" and "planning" have gained momentum.

With the legislative arrangement made in 2003 for enhancing urban life standards, the Regulation Partnership Share Rate, which is one of the means for administrations to acquire property and use it for the benefit of public, was increased. This rate is a legal instrument used in execution of land development plans and creating urbanization complying with these plans. Moreover, amendments and regulations have been set out including the Land Development Law and relevant regulations in order to eliminate disabled people's urban accessibility problems.

Besides, with the law on transformation entering into force in 2012, it was aimed to identify risky buildings and to improve and regenerate the lands and buildings under risk to create sound and safe living spaces. In this way, urban transformation was added into regulations and became one of the planning tools.

Through ensuring that required permissions are obtained and plans are made in the scope of Land Protection Law of 2005 for the purpose of protecting agricultural lands in case of upper-scale plans, it was prevented to use fertile agricultural lands, special product lands and cultivated agricultural lands for non-agricultural purposes.

Urban design has begun to be used within local planning for providing and maintaining qualified urban spaces. In order to enhance identity and life quality of residential and living zones within holistic planning, urban design projects and urban design guides are being prepared.

## **9. Improving Urban Land Management, Including Addressing Urban Sprawl**

The components of land management model vary depending on the social, institutional and cultural structures of countries. However, basic components of a sustainable land management model are land policies, institutional structuring conforming to the conditions of the country and information infrastructure.

In the framework of determining land policies which is the first of these components, the compact city concept and objectives for preventing urban sprawl have recently been placed into the national policy documents. Supporting balanced settlement development and a macroform growing in a controlled way were held in National Development Plans, Urbanization Council and KENTGES. In Urbanization Council which took place in 2009, policy recommendations were developed to identify and eliminate bottlenecks in land supply which is required for housing construction in settlements. KENTGES, which is the result document of the Council, includes legal arrangements for supporting urban macroform developing in a balanced way and growing under control, and actions for changes in spatial plans.

The powers regarding urban land production were assigned to Housing Development Administration in reference to the relationship between land and housing policies put forward in these documents, and thus supply of land and housing was united under a single authority.

The works in Turkey on establishing information infrastructure, which is one of the basic components of land management, are quite advanced. Relevant institutions are carrying out works for digitalizing the land registry and cadaster information for better management of urban and non-urban lands in our country. “Land Registry and Cadaster Information System” and “Spatial Real Estate System” are being used for the purpose of identifying problems, finding out solutions by analyzing land registry and cadaster services across the country through geographical information system and land information system, and thus rendering land registry and cadaster services in standard and electronic form, and providing local administrations, public organizations and institutions with correct, reliable and up-to-date information. Moreover, “Real Estate Databank” was established by digitalizing public lands; and control, supervision and management of all operations related with these real estates are carried out through “National Real Estate Automation Project”.

Based on these works, “Turkish National Geographical Information System” was established due to technological improvements at national level and to European Union’s INSPIRE Directive in order to establish the infrastructure for geographical information system, to create a portal where public institutions and organizations can provide users with the geographical information at their responsibility through the shared infrastructure, to specify content standards for geographical information making



it possible to meet the requirements of all user institutions, and to set forth standards for geographical data exchange.

Municipalities are carrying on works to create urban information systems for a better management of the urban land by accessing to the urban information. Ministry of Environment and Urbanization has created a data standard for urban information system in order to provide compliant execution of these practices with data standards and guidelines. Once the pilot studies are completed in this regard, it is planned to generalize the standards across the country.

## **10. Enhancing Urban And Peri-Urban Food Production**

Urbanization and urban sprawl is one of the major factors in misuse of peri-urban agricultural lands. This phenomenon increases the need for urban land, and brings along increase in urban rent.

Ministry of Food, Agriculture and Livestock adopted and started implementing strategies which cover 2013-2017 for increasing food production in cities and urban fringe. Urban farms, such as Ataturk Forest Farm in Ankara, which are almost available in any city and governed by the state for agricultural research and production, can be cited among the most significant examples of urban agriculture.

Directorate General of Agricultural Enterprises which is one of the government institutions operating in the major field of production and distribution of materials such as certificated seed and high quality breeding carries on its activities in 18 counties across Turkey on a total area of 327.306 hectare. Besides these farms which perform significant activities in terms of urban agriculture, large private farms located within urban fringe and research farms attached to the agricultural faculties of universities also survive although they are few being under the pressure of urban sprawl.

Legal arrangements have been made in the country to preserve agricultural lands where the negative effects of urban sprawl are most visible. Agriculture continues to be the most important income in settlements which maintain their rural characteristics. Agricultural activities are maintained in these cities and their fringes in fully efficient way. As there are significant number of agro-industries and remarkable agricultural production in the country in major cities such as Bursa, Malatya, Kayseri and Denizli, it is important to preserve valuable agricultural lands of the fringes of these cities.

An amendment was made to the Land Protection Law in 2014 in order to preserve and develop lands, to classify agricultural lands, to specify minimum agricultural land size and to prevent division of such lands, and to ensure planned use of agricultural lands in compliance with sustainable development principle. Furthermore, urban sprawl zones, agricultural lands and areas with ecological value began to be governed under a single authority through the new Metropolitan Municipality Law.

Besides, land consolidation practices are being used as an efficient land management instrument. Land consolidation practices which allow intensive agriculture through combining small fragmented lands have been expedited, and agricultural land usage plans have begun to be made in implementation sites.

Hobby gardens are also being created in many cities in Turkey. Hobby gardens are units composed of a storehouse and a garden whose allocation, usage and operation are specified through regulations. It is possible to do small-scale agriculture in these places

which are usually divided into small parts and can be let out by municipalities after their infrastructure are prepared. Hobby gardens practice is a social project; nevertheless it also allows food production in the city and urban fringe.

## **11. Addressing Urban Mobility Challenges**

Municipalities and metropolitan municipalities in the country are responsible for urban transport and decision concerning cities. Metropolitan municipalities establish Transport Coordination Centers in order to render, in coordination, any transport services within its boundaries. Decisions taken by the Center regarding public transport bind all municipalities and public institutions and organizations.

As a result of the regulation, the metropolitan municipalities have been preparing “Transport Master Plans” since 2004. Association of Turkish Municipalities, which all municipalities in Turkey are natural members of, prepared “Transport Planning Studies and Transport Master Plan Preparation Guide” in order to guide municipalities and share their experiences across the country.

Assessment of the current situation, future goals and recommendations regarding urban transport are provided in “Turkish Transport and Communication Strategy” published in 2011. In 2013, 11<sup>th</sup> Transport Council was held, and goals were set regarding urban accessibility under the Urban Transport section, such as, providing integration of urban transport plans with local plans, developing public transport systems, making rail systems common and increasing local share and improving accessibility standards for different urban transport modes.

Besides local administrations, central administrations are also, either directly or indirectly, associated with urban transport. In 2014, Ministry of Transportation, Maritime Affairs and Communications prepared “National Smart Transport Systems Strategy Paper (2014-2023) and Action Plan (2014-2016)”. Empowering urban accessibility through technology is supported.

Urban accessibility has been increased in many cities primarily in metropolitan municipalities through investments such as multi-level interchanges, tunnels and bridges which enhance land vehicle mobilization, and through smart transport and traffic management models such as Traffic Electronic Inspection System. With Metrobus Project in Istanbul with a length of 52 km, a high-volume and speedy transport system was established. Besides, important rail system projects were implemented in urban transport, and practices increasing the share of maritime transport and making bike use common were adopted; and in some city centers, pedestrianization projects were put into practice.

In order to ensure active participation of disabled people in urban life, “ Law on Disabled People” was issued. In the scope of this law, it became a legal obligation to make all buildings, roads, sidewalks, pedestrian crossings, open and green spaces, playfields and similar social and cultural infrastructure sites along with public transport services accessible to disabled people till the end of 2015.

## **12. Improving Technical Capacity To Plan And Manage Cities**

Insufficient capacity of local administrations which are one of the key actors guiding urbanization has negative effects on urbanization and planning activities. One of the most urgent problems among these is the demand in municipalities for technical staff. The data released by Ministry of Interior in 2012 indicate that metropolitan

municipalities employ 287 technical personnel on average, while provincial municipalities can only employ tenfold less, which is 29 on average. This figure declines as much as 2.6 on average in district municipalities and to 0.5 in small municipalities with rural characteristics.

In order to solve this problem, some changes were made to the legislations, and regulations were introduced to increase capacity of spatial planning and implementation units within the municipalities. One of most important of these regulations was abolishing small municipalities in 2013, and subordinating them to the district municipalities thereby empowering district municipalities.

In order to enhance technical capacity for planning and managing cities, Ministry of Environment and Urbanization, Ministry of Interior and Association of Turkish Municipalities offer trainings for improving expertise of the staff working in local administrations and increasing their capacity in matters such as project preparation, urban finance management, implementation, monitoring and evaluation, participatory methods and similar issues. In this framework, a total of 56 training courses were offered to 10,459 employees in 2012, and 25 training courses were offered to 4379 employees in 2013.

In 1989, “Local Administrations Centre” was established within the Public Administration Institute for Turkey and the Middle East in order to organize education and training programs at national level for those working in local administrations and their subsidiaries, providing counseling for these institutions, organizing and managing research and activities which will contribute to development of local administrations and to improve their operations to be more effective and efficient. The Centre has carried out studies for improving technical capacity of local administrations through projects such as “Research Project for Empowering Local Administrations (1998-2002)”, “Local Administrations Database Project (2002-2003)” and “Local Administrations Reform Support Project (2003-2007)”, and public authority was given academic support as an outcome of the findings of these projects.

### **13. Challenges Experienced And Lessons Learnt In These Areas (8-12)**

Sustainable urban planning in Turkey is mostly construed in reference to the physical dimension. Yet, there are shortcomings in proper handling of social, cultural, economic and ecologic dimensions of planning.

Several policies, legislations and projects have been carried out in the country in urban and spatial planning. Nevertheless, problems continue to appear in implementation and supervision phases of such regulations. One of the reasons behind this emerges as the lack of coordination between planning authorities and investing institutions. In addition to this, principles which are among the basic components of planning legislation such as planning according to scientific data, specifying a program, the priority of infrastructure and making a people oriented plan are ignored.

Projects created for urban spaces are specified according to construction rights instituted independent of urban design. As a result, constructions which are not in harmony with the urban fabric and which fail to establish connections with the original urban environment emerge. Therefore, the need has risen to formulate urban design concept in reference to urban planning.

Because of housing projects being built due to urban sprawl, the concepts of neighborhood and street life began to disappear, and adequate public spaces where city

dwellers of different ages can come together are not planned anymore. Moreover, there is a lack of implementation of planning, architectural solution and urban designs which take into account disadvantaged groups.

The pressure on rural areas is increasing due to rapid population growth arising out of the growing demand for cities. Nevertheless, urban fringes cannot be preserved adequately in spite of existing legal barriers.

Discrepancies occur between investments and planning decisions due to the fact that transportation master plans prepared by metropolitan municipalities cannot be drafted in coordination with urban plans.

It is necessary to consider service provision methods in a new perspective for purposes such as, facilitating access to services in metropolitan municipalities, lowering the costs in provision of infrastructure services, preserving agricultural lands, pastures, forests and ecologically sensitive zones located within expanding service areas and avoiding weakening the principle of subsidiarity. On the other hand, the need for supporting and improving the institutional capacity of local administrations, due to their expanding service areas, which have increased their responsibilities and duties, has risen.

#### **14. Future Challenges And Issues In These Areas (8-12) That Could Be Addressed By A New Urban Agenda**

Opening new areas to construction due to urban sprawl and demands to increase density, lead to emergence of urban environment devoid of design and quality. A planning approach which considers shelter and housing rights of city dwellers as a social right must be developed. In this regard, development of a sustainable urban life which is sound with balanced distribution of urban functions and opportunities is regarded crucial.


Although urban design has a defined position within country planning hierarchy, there is a lack of experience in urban design practices. Therefore, it is necessary to carry out required scientific studies and legislation arrangements in order to obtain qualified urban design plans and projects.

It is considered that there is a need for increased efforts to prepare an urban design guide for enhancing urban life quality in order to increase efficacy of urban design preserving the identity and fabric of the cities.

Besides, in spite of the fact that the conflict of authorities among the institutions regarding planning has been diminished to a large extent, there are still problems occurring in practice. In order of planning system to function easily, there is a need for organizations which will work in coordination for planning, implementation and supervision.

In order to manage and make use of urban lands in Turkey, to provide large-scale and complex infrastructure systems and to coordinate land usage planning with infrastructure services, there is a need for more advanced planning tools than today's practices.

It is also considered necessary to encourage urban agriculture in the context of food safety. In this regard, various physical, spatial, social, economic and environmental aspects of urban agriculture must be regarded as efficient planning and design tools by providing a shared activity ground for planner, designer and food producers.



There is lack of technical staff in local administrations. The support provided by central administration in this regard must not be considered sufficient, but platforms must be created to allow experienced cities and municipalities exchange information and support to newly-established municipalities and metropolises.

### III. ENVIRONMENT AND URBANIZATION: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA

#### 15. Addressing Climate Change

Turkey officially became a signatory to the United Nations Framework Convention on Climate Change (UNFCCC) which has been in effect since 1994. After signing the convention, Turkey also signed Kyoto Protocol on 26<sup>th</sup> August 2009. Turkey underlines that the policies and measures implemented to fight against climate change must be proportionate to the means and capabilities of each country. The fact that Turkey is one of the Mediterranean countries which is being severely affected by climate change is compelling the country to give a serious attention to the adaptation studies.

With its National Climate Change Strategy Paper (2010-2020), Turkey has set the goal of contributing to the efforts of combating climate change within its means as a part of “common but differentiated responsibilities and respective capabilities” which is one of the basic principles of UNFCCC.

Climate Change National Action Plan was prepared and put into force in 2011 containing strategy principles and targets for 2011 and 2023 to control greenhouse emission and adaptation to climate change in order to ensure implementation of National Climate Change Strategy.

Although Turkey does not have any emission reduction targets in the framework of Kyoto Protocol, it has been demonstrating intense efforts to reduce emissions through actions in fields such as energy efficiency, renewable energy resources, transport and waste management.

In addition to this, Turkey has been working on spreading voluntary emission market and integration into mandatory markets, and is carrying out projects to identify its emission reduction potential. Turkey is also exerting efforts in fields such as water resources, agriculture and food safety, health and natural disasters in order to identify the impacts and to achieve adaptation.

Turkey presented its Fifth National Declaration to UNFCCC in 2013, and is currently carrying out works for preparing Sixth National Declaration and First Two-Year Report. In combatting climate change under its national circumstances, it is cumulatively achieved a 1.4 billion tons of emission saving through measures between 1990 and 2007. The data of 2012 show that Turkey’s annual greenhouse gas emission corresponds to 439.9 million tons of carbon dioxide, and greenhouse gas emission per capita corresponds to 5.81 tons of carbon dioxide per annum.

Studies have been initiated to create an “Ecological Settlement Unit” standard and to measure and reduce urban greenhouse gas in this context. A pilot settlement shall be established as a part of such action, and it will be completed in 2016.

In 2008, Directive on Energy Performance in Buildings was issued in order to set forth procedures and principles for effective and efficient use of energy in buildings, preventing energy loss and protecting the environment; and the effects of energy sources on climate were brought to attention.

In line with the goal of reducing energy demands and carbon emissions of buildings and popularizing environment-friendly sustainable buildings which use renewable energy, Energy Efficiency Strategy Paper was released in 2012 targeting that at least one fourth of building stock in 2010 may be converted to sustainable buildings till 2023. Efforts are being carried on for analyzing the potentials in collective housing projects for utilizing sustainable energy resources, cogeneration or microgeneration, central and localized heating and cooling systems, and heating pump systems, and for encouraging such practices.

Furthermore, studies are being carried on regarding construction materials, building inspection and issuing energy identity card for buildings in this context. In 2011, energy identity card practice was initiated, and so far energy identity cards have been awarded to more than 34 thousand buildings, 32 thousand of which are new buildings. The measurement works show that the energy consumption in new buildings save more than 40% compared to old ones.

## **16. Disaster Risk Reduction**

Turkey is potentially a disaster zone country. Various disaster types cause life and property loss caused particularly by earthquakes, and disasters due to climate change like floods, landslides, drought, rock falls and avalanche, whirlwind and erosion. The economic loss that arise from disasters in Turkey are due to earthquakes with 76%, landslide with 10%, flood with 9% and rock falls with 4%. Remaining 1% arise out of other disaster types. Turkey is located in a region with the most active fault lines on earth and always facing earthquake risk and danger. Based on Turkey's earthquake zone map, 96% of Turkey is located within regions of different levels of earthquake risk, and 98% of its population lives in these regions. 66% of these regions are located in active fault zones. Between 1900 and 2009, approximately 300 earthquakes happened in Turkey causing significant life and property loss. 100 thousand people died in these earthquakes, 180 thousand were wounded, and 600 thousand buildings and offices were demolished or became uninhabitable. Eastern Marmara and Düzce earthquakes in 1999 are regarded as the biggest earthquakes in Turkey's history.

While the institutional and legal structuring in dealing with disasters till 1999 had been organized in the form of responding to disasters, and mitigation of the damages, many legal and institutional changes have been made particularly since the earthquakes in 1999; and the strategy for disaster mitigation were changed giving weight to pre-disaster risk assessment studies. Building Inspection Law was prepared, regulations concerning construction materials were carried out, and it was ensured that new buildings would have increased technological and technical levels through changing construction directives particularly for construction of stronger earthquake resilient buildings. It was also ensured that construction market changed hands from companies rendering contract services with small scale capital to real estate corporations with large capital; and new institutional structures were established.

The rate of buildings entering mandatory earthquake insurance system, which has been in effect since 2000, rose to 36% from 28% by the end of 2013 in regard to the measures introduced through Disaster Insurance Law published in 2012.

During Earthquake Council held in 2004, the phenomenon of earthquake was discussed in all aspects, and opinions and recommendations were expressed in detail, and decisions for Turkey's earthquake policy were taken.

Earthquake Regulation updated in 2006 is one of the most advanced examples in the world. Moreover, compatibility evaluation, and market supervision and inspection activities regarding compatibility of construction materials have recently been institutionalized.

In 2009, a new institutionalization took place, and all matters and coordination works regarding pre-disaster and post-disaster response were assigned to Disaster and Emergency Management Administration. This organization was charged with the responsibility of taking necessary measures for efficient execution of disaster and emergency and civil defense services across the country, establishing coordination among institutions and organizations which carry out pre-disaster preparation and mitigation, responding to the disaster and post-disaster recovery works, and developing and implementing policies regarding these issues.

Turkish Disaster Databank was established for the purpose of gathering together all information and sources regarding disasters, and analyzing past data and developing existing studies on natural and technological disasters, in order to be prepared for disasters and mitigating possible damages,

In 2011, National Earthquake Strategy and Action Plan (2023) was prepared in 2011 in order to prevent or mitigate possible physical, economic, social and environmental damages of earthquakes, and to build new urban spaces which are earthquake-resilient, safe, well-prepared and sustainable. By the end of 2013, short-term actions were completed in the action plan. By early 2014, works were initiated regarding most of the actions in the scope of action plan.

Urban Transformation Law, which also includes financial incentives for strengthening the cities and buildings against disasters as a part of disaster preparation, took force in 2012. This law identified areas facing disaster risk along with buildings under risk defining the framework of the urban transformation.

Works regarding risk zones, risky buildings, reserve area, financial supports (loan, rent subsidy, source transfer, etc.) information and counseling are being carried out through urban transformation practices. By September 2014, 150 risk areas were announced in 38 provinces. In addition to this, other 150 risk zone proposals are being evaluated. By September 2014, 44,500 risky buildings have been identified across the country, and these buildings are currently being demolished.

In 2000, Natural Disaster Insurance Institution was established starting mandatory earthquake insurance, and disasters other than earthquake were included in the coverage in 2012.

Technological Disaster Roadmap (2014-2023) was prepared in order to prevent technological disasters besides natural disasters and to mitigate associated risks and damages. It is attempted to forestall the accidents occurring in production zones in cities through this roadmap.

Istanbul which hosts 18,4 percent of Turkey's population of 76,6 million is a densely populated metropolitan area of 2,275 inhabitants per square kilometer. Several studies to identify earthquake risk and mitigate the risks in this metropolis which bears huge earthquake risk due to being located in Marmara Region are being carried out. The most important of these are preparations of microzoning report and maps, seismological studies, earthquake-oriented urban transformation projects, identifying and reinforcing



risky buildings, preparing Disaster and Emergency Plan and executing “Basic Plan for Disaster Mitigation” jointly with Japanese experts.

## **17. Reducing Traffic Congestion**

Lack of coordination and integration between urban plans and transport plans is a significant obstacle before sustainable urbanization. Functional changes or increasing density in plans due to rapid urbanization the residential and working area balance provided in the plan, and have negative effects on the transportation infrastructure causing traffic congestion and accidents. Due to such effects on traffic, new road and intersection investments are made leading to uncontrolled and unplanned development of transport infrastructure and spatial development of cities. Although roads and intersections built to ensure uninterrupted flow of traffic initially increase the speed of traffic to some extent, this relaxation in traffic causes more drivers to drive more, travelling further doubling traffic density in a short time. Due to this vicious circle, it becomes impossible to reduce traffic density and level.

According to official statistics in Turkey by September 2014, 87% of total 18.6 million vehicles are composed of automobiles, motorbikes, minibuses and other vehicles which may create urban traffic. Although Turkey is the 60<sup>th</sup> country in the world with 233 vehicles per thousand people, traffic congestion is an urban problem in Turkey. Due to increasing number of vehicles and traffic, the ratio of urban accidents to total number of vehicles rose to 5.6% in 2000 and to 6.5% in 2013, from 3% in 1990. Although there has been remarkable decrease in the number of dead and injured in urban accidents, it is observed that an efficient traffic management is required considering the fact that the ratio of urban accidents to all accidents was 96.9% in 2013.

In the National Development Plan released in 2013, policies such as popularizing use of public transport, cars with small-volume engine, promoting the use of electric and hybrid cars, establishing smart bike networks at suitable settlements and disseminating pedestrian zones are included targeting to increase energy efficiency.

Transport Coordination Centers were established in metropolises as a requirement of the law in matters related with traffic such as regulating transport and traffic, specifying fares, lines and routes of public transport vehicles. Municipalities executed significant rail system projects in transport, started practices increasing the share of maritime transportation and popularized the use of bikes in order to reduce traffic congestion. In some city centers pedestrianization projects were put into practice. In line with smart transport strategies, applications such as urban traffic management and supervision systems, smart signalization, smart stops and smart intersection are being accomplished.

Urban Transport Master Plan in Istanbul was prepared in 2011 in collaboration with Japanese experts, and the basic principle adopted in the plan was establishment of a sustainable transport system. The transport investments of the municipality were focused on public transport developing rail systems, and new investments are underway. 10% of the passengers carried daily through road public transport are carried by Metrobus. Maritime transport was raised to 5% in 2014 from 2.5% in 2006, and the target has been set to increase it to 10%. Efforts are put into decreasing use of private cars in metropolitan center and its immediate surrounding and thus preventing traffic congestion. The number of daily passengers in Istanbul has reached to 21 million from 6 million in 1985, and travel time has been reduced to 49 minutes from 53 minutes since then in spite of increased population and vehicles.

## **18. Air Pollution**

Air pollution which has negative effects on human health and environment is an increasingly crucial problem especially in metropolises. Unplanned urbanization, population growth, migration to cities, unplanned industry zones and inefficient management of traffic are among the major causes of air pollution. Measures are taken to control polluting sources such as industry, heating and traffic targeting improvement of air quality which is constantly measured.

Procedures and principles on air quality in our country are specified through the regulation on Environment Law and air quality which conforms to European Union environmental legislation. This regulation basically sets limit values for 13 pollutants (SO<sub>2</sub>, PM<sub>10</sub>, NO<sub>x</sub>, etc.). It is envisaged to gradually reduce limit values of current air quality till 2014, and to achieve the basic goal by carrying on the reduction of the limits gradually after 2014. Air quality standards set forth under the regulation will be implemented by reducing them equally per years. In this regard, it is required to take measures to comply with limit values which will decrease yearly.

The roadmap for air pollution was specified through National Clean Air Action Plan (2010-2013) issued in 2010. Moreover, the metropolises and provinces were required to prepare their Air Action Plan and direct practices in provinces for prevention of air pollution in order to achieve specified air quality limit values till 2014, and the European Union limits values after 2014. As an outcome of these efforts, it is envisaged that practices for reduction of pollution can be specified through numerically identifying the weight of air pollution locally arising out of transport and other urban activities.

166 fixed stations and 3 mobile stations in 81 provinces connected to National Air Quality Monitoring Network carry out air quality measurements, and can give real time measures and feedback regarding air quality.

In order to reduce air pollution resulting from traffic, exhaust gas emission measurements were made mandatory and disseminated. As an outcome of these measurements, more than 140% increase was achieved in the number of vehicles which received positive measurement values.

Extreme air pollution prevailing in Turkish cities before 1989 due to use of coal in heating was significantly reduced between 1989 and 2000 by bringing natural gas through pipelines to major metropolises such as Ankara, Istanbul, Bursa and Eskisehir to be used both in energy generation and in heating. Through investments made between 2000 and 2014, the use of natural gas in heating was not only encouraged in metropolises but also in medium-scale cities. The measurements done indicate that 50% of sulphur dioxide reduction along with 36% of particulate matter reduction in the air was achieved between 2007 and 2012.

There are practices adopted by municipalities to reduce air pollution. A substantial struggle is taking place against air pollution in Istanbul which is the largest metropolis in Turkey. In this context, Istanbul Metropolitan Municipality is carrying out works for generalizing the use of clean fuel natural gas at a great pace. Inspections are performed by collecting samples from coal sales points in order to ensure sales of coal conforming to specifications. Moreover, transport investments have been made to reduce air pollution resulting from transport systems, and with the introduction of "Metrobus" system, it is calculated that reduction of 30 tons of particulate matter and 770 tons of carbon monoxide have been achieved. Besides, reduction of carbon dioxide emission resulting from traffic has been achieved through integrating transportation modes,

generalizing “Park and Move on” practice and implementation of smart transport systems. Industrial plants are inspected, and air quality measurements are constantly and instantly done in 15 regions of Istanbul through 48 measurement devices conforming to European Union Standard sharing the data of measurements with the public.

### **19. Challenges Experienced And Lessons Learnt In These Areas (15-17)**

Environmental legislation and standards have been developed, institutional and technical infrastructure has been improved and projects for strengthening environmental management have been executed targeting a sustainable development. Basic strategic papers such as Climate Change Strategy Paper and Biological Diversity Strategy and Action Plan were prepared developing the framework shaping environment policy and practice. However, lack of coordination among institutions and different practices of institutions are still continuing.

Although remarkable achievements have been made in the course of preventing environmental pollution, improving environmental quality and sustainable management of natural resources by primarily controlling emissions, expanding preserved areas and protecting biological diversity, the practices cannot go beyond being partial failing to achieve a holistic perspective in improving environmental quality and sustainable management of natural resources.

Since climate change policies are relatively new, it is required to review the existing incentives and actions. For this purpose, it is required to put into practice in cities the “Ecological Settlement Unit” standard which is prepared with a motive of making risk areas resistant to effects of disasters and climate change, and guiding reduction of carbon emissions and their environmental effects.

There are difficulties emerging in congruence of measures taken in regards to climate change with economic sustainability, and there also are challenges in supporting these with national incentive mechanisms.

Financial supports required for regeneration of cultural assets with historical value are insufficient. For this reason, National Development Plan released last year adopted the approach of considering financial supports granted for regeneration of risky buildings along with resources allocated for regeneration of cultural assets as cross-financing; and this needs to be put into practice.

Damage and loss of lives increase after huge disasters in spite of measures taken, and policies and legislation created. This is particularly due to the role of irregular urbanization, planning decisions and principles pursued in urbanization.

The plans prepared by municipalities must be disaster-oriented, and must be adhered to. The effects of disasters increase, and deaths, injuries and large-scale damages occur where disaster gathering areas are opened to construction, and when municipalities do not adhere to the plans.

The fact that Earthquake Law excludes disasters arising from climate change apart from earthquakes and landslides makes it difficult to have a holistic consideration of the disasters.

Legislation regarding disasters has been developed enough in terms of reducing the effects of earthquake. However, the legislation to guide actions in reduction of damages arising out of other disaster types (e.g., heat wave, coastal erosion, drought, forest fires)

is lacking. Moreover, activities such as microzoning cannot be carried out across the country due to their cost. Nevertheless, making central regulations to guide in transferring the results of risk studies into urban plans will decrease the local pressure on the planners.

Although Natural Disaster Insurance Law is a significant risk transfer mechanism, it cannot be considered as an element of risk reduction. The goal can be achieved by developing a system based on existing building's real risks along with the current building inspection mechanism and promoting voluntary disaster insurance along with the mandatory insurance.

In preparing local plans, the planners confine themselves with the results of geological and geotechnical study reports and microzoning studies have not been generalized. Among the challenges are lack of knowledge about what risk factors are effective in cities apart from dangers; the inadequacy of current findings about dangers at city level; the unavailability of identification of complicated urban risk sectors, potential loss levels and priorities; and the lack of an established mechanism for spatial distribution and announcement of risks.

The disruptions in municipal practices and inspection mechanisms decrease the possibility of an efficient response to the reduction of disaster risks.

Individual car use could not be reduced due to wrong policies pursued in transport. The fact that public rail transport systems in cities have not been activated adequately and that car ownership has increased bears negative effects on traffic, air pollution and climate change.

Land development plans were not prepared by following and examining transport trends. Transport needs cannot be met along with the local plan of the city in an environment-friendly and energy-saving way. Moreover, lack of adherence to the local plans, non-compliant construction and planning create traffic congestion.

## **20. Future Challenges and Issues in These Areas (15-17) that could Be Addressed by a New Urban Agenda**


Impacts of climate change will continue to be significant in future. Implementation of United Nations Convention on Climate Change and Kyoto Protocol is nevertheless Turkey needs to improve its "Climate Policy and Action".

One of the focal points of combatting climate change is cities. Therefore, the importance of urban planning works is revealed. It is required to redefine plans to cover climate change and environment problem.

Migrations and urban-rural population imbalance, which may be resulting from climate change, along with draught caused by climate change create negative effects on agricultural sector as well as making supply of water difficult which settlements need. It is believed that economic contraction caused by draught in rural areas may increase migration to cities from rural areas. There is a need to take precautions to prevent this considering rural and urban population balance.

The need has emerged for updating Disaster Law in order to include technological disasters and disasters resulting from climate change and to adopt in use the concepts such as risk reduction, contingency planning and risk management.

The increase in urbanization rate will lead to rising of potential traffic congestion. In this regard, land and natural environment destruction, air pollution and opening of new



construction zones, which increases land-related rent, will take place due to the roads built to relieve the traffic congestion. Activating smart transport systems will be the most important agenda item in urban transport. Policies such as investments for encouraging public transport in transportation, high-speed train lines, fuel quality improvements and biodiesel use must be made widespread.

Cities are mostly responsible for gas emissions which cause global climate change. It is a must to recover from pollutant cities, and transform them into green cities. Green building and green city efforts must be encouraged with the development of green technology.

In order to increase implementation and supervision, there is a need for technical staff and innovations at central and local levels. Moreover, plans and investments must be prioritized in the framework of urban environment and urban life quality. It is also necessary to create sustainable cities, to transform existing cities and to have new urban developments in accordance with sustainable city principles.

## **IV. URBAN GOVERNANCE AND LEGISLATION: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA**

### **21. Improving Urban Legislation**

The planning system in Turkey was initiated with a decree published in 1839 requiring fulfilling of some conditions regarding buildings and roads. The first comprehensive legal document in this regard was published in 1848. This was followed by the regulations made in the law in 1864 and 1882. “Building and Roads Law” published in 1933 was the legal regulation allowing arrangements at local level regarding planning. The most comprehensive law of the spatial planning history is the Land Development Law which took force in 1957 and was strengthened in 1972 gathering all planning powers under the authority of the central administration. This law was revised in 1985 to provide decentralization, and granted local administrations the right to make their own plans. This law has been implemented to date by being strengthened with amendments.

“Land Development Law”, as called today, governs the issues regarding plans to be made and buildings to be constructed within and out of municipal border in order to ensure that settlements and the developments there comply with plan, infrastructure, health and environmental conditions. The implementations are carried out as per the regulations issued for planned and unplanned areas. Due to reasons such as changing conditions in the country and amendments to the laws since 1985, Ministry of Environment and Urbanization revised the regulation which governs the issues regarding preparation of spatial planning in 2014. With this regulation, guidelines to be followed during preparation of plans and principles of the planning hierarchy starting from Spatial Strategic Plans which were adopted in the planning legislation for the first time to Territorial Plans and Local Plans.

Ministry of Environment and Urbanization specified procedures and principles of these plans and completed the works regarding relevant legislation through “Project on Specifying Methods and Principles for Preparation, Implementation and Monitoring Process of Spatial Strategy Planning” between 2012 and 2013, and started preparing spatial strategic plans national and regional levels. Spatial Strategy Plans are projected to be prepared in the regions deemed necessary and in national level in order to associate social, economic, environmental policies and relevant strategies with spatial strategies, and to guide the physical development. The plans to be prepared shall be holistic enhancing regional and local potentials, identifying disaster risks at the upper-scale, ensuring creation of sustainable environments, and serving as guidance for solutions to coordination problems of sectorial decisions and investments regarding location selection and use of resources.

Municipalities which have a significant place in urban legislation have a history of approximately 161 years in the administration system. Municipalities, being a component of local administration system which developed through laws issued over years, had been structured as provincial, district and town municipalities till 1984, whereas in 1984 the Metropolitan Municipality Law was enacted bringing a new local administration structure for metropolitan areas. As a result of various changes made to

the law, the number of metropolitan municipalities was increased and their jurisdiction was extended to include rural areas, and measures were taken to increase their administrative, financial and technical capacity. In addition to this, Provincial Private Administration Law was published in 2005 to allow local administration in rural areas in provinces located out of the borders of metropolitan municipalities.

Urbanization Council met in 2008-2009 in line with the goals of livable settlement and access to cities. KENTGES Urban Development Strategy and Action Plan which was finalized following all meetings and studies after Urbanization Council was put into practice in 2010.

## **22. Decentralization and Strengthening of Local Authorities**

Local administrations, whether it be for the roles they play in democratic life or for the functions they take on in the presentation and accessibility of public services to the public are the first component for the participation of the local populace in administration. Ensuring efficiency in services, public participation in decision processes and meeting local and common needs of citizens for the improvement of local life quality and center-local service integrity carry importance.

The creation of metropolitan municipalities in Turkey after 1980, local administrations being strengthened especially economically, the approval of European Charter of Local Self-Government and the efforts toward membership in the European Union are considered serious steps towards decentralization. With the Metropolitan Municipality Law amended in 2004 and 2014, important regulations with the purpose of strengthening local authorities have been done. In addition to the work done on municipal scale, Regional Development Agencies have been established in 2006 in accordance with the adaptation to European Union acquis.

The local administrative units in Turkey have been structured as special provincial administrations, municipalities and villages. But they are subject to different regulations and different land development regimes. While until 1985, all spatial planning actions were done by the central government, after the 1985 amendment in Land Development Law, the role of central administrations was limited with upper-scale planning, giving the authority of local planning to municipalities and provinces in their own regions of authority. With a series of changes done until 2014, the local authorities were strengthened, extending their regions of authority and increasing their planning jurisdictions with changes done in spatial planning system.

To strengthen local administrations and to provide more efficient execution of public services, a series of administrative and legal regulations have been done in the extent of Local Authorities Reform since 2003. Special provincial administrations have been established, transferring the administration of areas out of municipal reach in provinces to these administrations. With the amendment done in Metropolitan Municipality Law in 2004, the boundaries of metropolitan municipalities were extended and their financial structure was strengthened. However, this amendment was not considered sufficient and with another amendment done in 2014, the number of metropolitan municipalities was increased, their area of authority was determined as provincial borders and new cautions were taken to increase the shares taken from central budget and the self-income generated locally. Metropolitan municipalities were permitted to create a special administration to provide city services in infrastructure and transportation, making them fully authorized in these issues.

Municipalities other than the metropolitan municipalities were also supported by regulations increasing administrative, economic and technical capacities.

Via the Special Provincial Administration Law, these administrations were authorized and held responsible for performing services related to development, roads, water, sanitation, solid waste, environment, emergency and rescue, afforestation, park and garden establishment in rural areas out of municipal borders.

The Local Authorities Budget and Accounting Regulation was published, strengthening the administrative structure of municipalities and special provincial administrations.

Regulations were adopted related to the establishment of city councils in the extent of Local Agenda 21 in 2005. The city councils that try to uphold the principles of improving the city vision and citizen awareness in city life, the protection of rights of the city, sustainable development, environmental awareness, social aid and solidarity, transparency, accountability, participation, governance and subsidiarity are supported financially and technically by the municipalities.

Also, with women and youth councils being the lead, councils and study groups were created to work in volunteer basis, targeting active roles of various public groups in the administration of city.

### **23. Improving Participation and Human Rights in Urban Development**

Moving forward from the idea that the real owners of cities are the ones who live in them, there have been various works done in Turkey in the years, aiming to increase human rights and participation in urban development. In this extent, firstly, there is the need to talk about the “City Councils”, which represent the democratic structures and governance mechanisms where central and local administrations, chambers and civil society gather with a partnership mindset, where the problems of the city and its visions are determined on sustainable development principles basis, those being discussed and solutions being developed. With the purpose of active role-taking in the administration of a high-quality, livable city and the contribution to the city administration by various social groups, councils and work groups are being created, led by the youth and women councils.

In addition to this, legal regulations are being done to increase public participation in urban development. According to Municipal Law, municipalities are able to apply programs directed towards the participation of volunteers in services related to health, education, sports, environment, social aid and support, libraries, parks, traffic and cultural services, and execute services for the elder, women and children, disabled and the poor. Also, in the Regulation for Voluntary Participation to Special Provincial Administration and Municipal Services dated 2005, the methods and principles related to the voluntary participation of dwellers in municipal services have been regulated.

Besides, in the extent of the action which takes place in KENTGES related to the improvement of mechanisms regarding participation in urban transformation implementation processes, the participation of non-governmental organizations, chambers, universities, local authorities and inhabitants were foreseen to be provided via the creation of committees, information centers, mass communication tools and city councils.



To create an independent and effective appeal mechanism regarding the function of public services, “Ombudsman Institution” has been created to inspect, research and advice regarding all actions and functions of the authorities, taking into consideration the human rights-based justice approach, and good governance principles.

#### **24. Enhancing Urban Safety and Security**

Poverty, rapidly increasing population, pollution of food and clean water resources, environmental degradation and migration to cities are problems created by the urban trends of today. These problems also bring forth social problems and increase crime rates in cities. To be able to provide sustainable urban development, the support of social integrity and the decrease of crime rates via social policies have great importance.

In this context, in the extent of “municipal constabulary units, police force and other related units will have a cooperation and coordination mechanism together with the community to enforce social order” action in KENTGES, Community Police units were created and brought to action. Projects regarding the inclusion of groups of the society that migrated to the city, that haven’t been able to orientate or that have other disadvantages in urban life and the decrease of deprivations that affect security indirectly are being held by the Community Police Branch Offices.

To provide security in cities, to eliminate threats and to perform the task of supervision more effectively, an informatics system that processes images obtained according to legislation and provides meaningful results is being used. By 2013, “Urban Safety Management Systems” have been established in 81 province and 104 district centers.

Also, in municipalities, municipal constabularies in charge of order perform their duties.

In addition to all these, it is aimed to decrease the amount of unsecure areas with the spatial regulations created as a result of urban design implementations done by local authorities.

#### **25. Improving Social Inclusion and Equity**

Social inclusion means the integration of individuals with the society via decreasing or eliminating their disadvantages and their process of inclusion to the social life. To this extent, the “Local Agenda 21” program, which was enforced in cooperation with United Nations Development Program in Turkey since 1997, has been uniting local authorities with civil society to determine the urban agenda, thus developing both participant democracy and the environment and life quality. The main target of Local Agenda 21 is to strengthen local authorities through the civil society being included in decision-making processes and to influence local investment. Local Agenda 21, being an advanced democracy program that includes many of the cities in Turkey, performs in a manner that solves urban problems through cooperation on the basis of “active local participation” and “partnership in solution”. The main decision-making mechanisms are the participatory city councils created by Local Agenda 21 and the work groups that work together and support this partnership. These groups are thematic formations focused on women and youth councils and disadvantaged groups such as children, elderly and disabled.

In the extent of “the effective participation in urban transformation and renewal implementations processes being provided via creation of committees and information centers, through city councils and media” and “city councils will be supported” actions in

KENTGES; the revision of the regulation of city councils through administrative and economic adjustments, participation and organization being carried to a position that includes all social groups starting from street, building block, neighborhood levels and the dissemination of implementation are being foreseen. According to a research done by Ministry of Environmental and Urbanization, as of 2013, 94% of metropolitan municipalities have a city council while 35% of all municipalities have one.

As a result of being a candidate country for European Union, for the first time in Turkey, in the frame of European Union Fiscal Cooperation, “Project for Supporting the Elimination of Economic and Social Integration Problems in the Provinces of Diyarbakır, Gaziantep, Erzurum and Şanlıurfa Defined as the Main Migration-Receiving Centers in Regard with Construction Work, Construction Control Services, Equipment Purchase and Technical Support” is being conducted. With the project adopting multi-sector and multi-actor approach on a local level, it is aimed to diminish the negative effects of immigration in urban areas. The program, being financed by Diyarbakır, Gaziantep, Erzurum and Şanlıurfa Municipalities, aims to support the integration of the immigrants into the urban life. Via 18 pilot projects being executed in 4 provinces, it is aimed to include disadvantaged groups in the urban social, economic and cultural life through the elimination of economic, socio-cultural and infrastructural problems in the migration and urbanization relations. To this extent, to eliminate social needs in a short amount of time, the Social Support Program where governorships take direct responsibility has been prepared.

## **26. Challenges Experienced and Lessons Learned In These Areas (20-24)**

Taking changing world and country conditions into account, to provide sustainable urban development, there is a need to reevaluate the Land Development Law. Especially for the plans to be considered involving the rural areas at provincial level, it is necessary to make certain that various themes of the city such as transportation plan, infrastructure plan, energy efficiency plan, rural area plan, and investment plan should all be considered as a whole.

The provision, “local authorities will have the right to refer to judiciary verdict to ensure compliance to independent management principles specified by constitution or national legislation for the usage of their authority in freedom” is stated in the European Charter of Local Self-Government accepted in 1992. With the city council regulation in the Municipality Law, the suggestion which is “councils created by citizens” is foreseen in the Charter was implemented. However, the authority of city councils in decision-making mechanisms is debatable.

There are problems in the implementation of the KENTGES document, serving as a road map regarding the solution of the problems experienced in spatial planning and urbanization by the municipalities. To actualize the financial support side of KENTGES, which is important in implementation, the “Financial Instruments Commission” was created and via the report created by the Commission, the financial instruments regarding the increase of implementation capacities of municipalities were defined.

While the land development plans ensuring urban development are being created, the provision of participation and the distinction of human rights are important issues. The social specifications and the income level of the dwellers to live in the residential areas in the plans are not being taken into consideration especially in housing projects. The prepared plans could not be applied as the direct participation of the groups of society

affected by the plans cannot be ensured in the preparation, decision making and implementation levels of the plans.

On the subjects of increasing security in cities and the supporting of social inclusiveness, planning is used as a direct tool. However, residential areas and housing projects constructed apart from the city create social separation. Due to these developments in cities, a social life emerges where the concept of neighborhood is degraded. New parameters defining parcel, building and road relations to keep the “neighborhood” concept alive must be redefined in land development legislation in new settlement areas.

Also, the increase in poverty, inequality and injustice leads to an increase in contention among social groups, sections and classes. Thus, ensuring the social integration is seen as an important issue.

As the socio-economic and cultural structure in the areas where urban regeneration projects are to be implemented are not analyzed well, the implementations done and regulations set forth in the latest period regarding urban regeneration are generally limited to making available the physical or economic implementation tools, and particularly the social and cultural dimensions of it are neglected. Thus, the urban regeneration projects to be done must not be seen only as a physical regeneration but also must be harmonious with the present socio-cultural structure.

### **27. Future Challenges and Issues in These Areas (20-24) That Could Be Addressed By A New Urban Agenda**

The regulations regarding spatial planning and urbanization are prepared with respect to the experience gained during the time they have been in operation, the problems faced in implementation and the suggestions that are received from related institutes and agencies. There is the need to develop the spatial planning system to cover the rural settlements and rural-urban continuity in addition to the cities and to protect the ecological structure and these issues should be considered as a strategy in the National Spatial Strategic Plan which the preparations has started in recently.

Also, with changes in regulations, the usage of smart applications should be intensified regarding subjects such as health, transportation, building, energy and disaster and water management. The transformation of cities into smart cities via developing their infrastructure, capacity and skill levels in information and communication technologies must be supported.

There is a need to improve the service supply model, planning and organization of metropolises which their service boundaries have expanded including the rural areas, and their number has increased from 16 to 30. The outcomes of the projects done in relation to rural settlements by the Ministry of Environment and Urbanization should be transferred into regulation and the rural character of these settlements must be preserved. Also, the development of innovative approaches to ensure the participation of the dwellers in the decision making mechanisms in urban and rural settlements must be done and these approaches must be added to the administrative structure.

Local administrations which are responsible for urban and spatial quality, should be supported in regard to the principle of governance, in the strengthening of economic and institutional capacities, and the development of planning, organization and service

supply models according to the principle of subsidiarity are necessary. Regarding the effective and efficient execution of city council activities, the support of public institutions and agencies, chambers, unions, universities, non-governmental organizations and political party members in addition to neighborhood governors (mukhtars) and other related groups is necessary.

To reach the livable settlements target, the spatial regulations must be approached with more care in the city as a whole with the social inclusiveness principle in mind. Cities must be planned to be able to share cultural riches and differences (squares, pedestrian roads, concert halls, museums, culture centers etc.) and to offer places where people can overcome stress (sports areas, green areas, parks etc.).

Also, it is important that the living environments emerging from urban transformation should be designed so as to recreate socio-cultural relations and taking into consideration the traditional spatial elements such as streets and neighborhoods. Private property right, right to housing and urban rights must be regulated together in urban transformation processes within livability principles.

It is needed to strengthen the cooperation mechanisms related to the common use of the infrastructure and abilities owned by the institutions offering security services, to overcome organizational problems in security units via developing regulations regarding security, to increase the capacity of the staff in security services and to support community police approach with implementations increasing the awareness of the citizens to public order and security.

Also, in the context of “safe settlement design guide will be prepared” action in KENTGES; there is the need to prepare a guide containing the principles, standards and criteria regarding the design and planning of public areas and places that eliminates risks and makes them available to the usage of disadvantaged groups in high quality and safe conditions.

## **V. URBAN ECONOMY: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA**

### **28. Improving Municipal/Local Finance**

The Turkish local administration tradition with its roots down to Ottoman Empire has a history of more than one and a half centuries in reaching today's institutions. In addition to that, the importance of local administrations increases on a daily basis.

In parallel with the principle of "giving the authority to solve problems to the nearest units" emphasized in international summits such as the Rio Conference (1992) or Habitat II (1996), regulations have been done in Turkey to reorganize and strengthen local administration.

Since 2004, the change of the basic regulation regarding local administrations has created the base for an important transformation in Turkey. When this reform process is studied, laws such as Metropolitan Municipality Law, Special Provincial Administrations Law, Local Authority Unions Law, and Municipality Law have been accepted. Also, Law of Shares to be given to Special Provincial Administrations and Municipalities from General Budget Tax Income in relation to increasing the income of local authorities has entered into force in this period. Today, the resources transferred to local authorities from general budget tax income have been doubled since 2005.

Between 2007 and 2013, through regulations done with the aim of increasing activity, coordination and quality in services using scale economies in the frame of the reformation of local authorities, the number of municipalities has been decreased and their jurisdictions have been increased.

Although, the local authorities balance has had a 0.5% deficit in proportion to GDP in 2007-2009 period, it has reached positive values with the added effects of economic growth and the rise in shares transferred from general budget tax income in 2010-2012 period.

Local authorities in Turkey have two main income revenues of one being central government based support and the other being their self-resources.

Via the regulation done in 2008, the rates and distribution basis of shares to be transferred from the central budget to the local authorities have been changed, besides the population criteria, the development index criteria for both type of local administrations and special criteria for special provincial administrations such as surface area of the province, number of villages, population of the rural area has been introduced thus providing an increase in general budget tax shares of local administrations. While the share given from the general budget to the local authorities was 0.4% in 1996, it has increased up to 9% in 2013.

In the last decade, in the extent of national and international projects developed as the government policy, infrastructure investments of rural areas, and medium and small scale municipalities were supported with grants and especially in small scale municipalities, the load of the current expenditure on the budget was tried to be eased.

To ensure that the local authorities can develop their financial managements, the annual “Financial Management Forum for Local Authorities” has been held since 2008 with the cooperation of central institutions, local authorities, municipal associations and universities. The finances, income, strategic planning, capital management and financial independence of local authorities are analyzed in the forums.

For the local authorities to adopt a project-oriented management approach, education has been given by Development Agencies and financial support has been given to projects developed to this extent. Also, cooperation has been developed and coordinated between local authorities, enabling more than one local authority to create a joint project.

## **29. Strengthening and Improving Access to Housing Finance**

The housing sector, which takes an extremely important role among traditional investment tools that it never loses in Turkey, has seen a very important growth rate after 2002 with a global financial expansion, which has resulted in a swift global expansion in the housing sector. There has been a swift increase in housing investments due to factors such as the lack of housing, increasing opportunities for housing loans and the traditional appeal of investment in housing, this monetary expansion has continued until the global crisis in 2008.

Commercial banks have started giving housing loans in 1990s. With a series of regulation changes done in 2007, long term housing and financing systems have experienced important regulations.

In this process, the role of Housing Development Administration has defined the housing market. This administration has set the low and medium income groups that cannot own housing in the market as a target group and serves long term housing opportunities for these income groups. To this extent, with the regulations done after 2000, public lands have been transferred to the administration for rapid housing production and providing housing for every income group.

The Housing Development Administration has produced 640 thousand housing units in all the cities of Turkey since 2002. 85% of these houses are social housing, aimed at the poor, low and medium income groups and has given the option of maturity terms up to 15 years.

In the extent of urban transformation implementations in squatter areas and irregularly developed areas in Turkey, works varying the housing finances have been done. With an amendment done to the Squatter Law in 2001, in housing projects created by municipalities and other participants, the need to use bank credit has been removed and the possibility of owning housing with low advance payment and no interest in long term has been opened up. With the urban transformation implementations started with the Urban Transformation Law in 2012, financial support such as rent and interest subsidies are supplied to the owners of risky buildings in urban transformation implementations.

Due to the decrease experienced in the last decade in the shares of annual construction permits for the housing cooperatives, which are a non-profit housing supply form, the Turkish Cooperative Strategy and Action Plan (2012-2016) has been published in 2012.

In this strategy document, actions related to housing cooperative financing supply are determined.

The first National Housing Council was held in 2003 to analyze the system in Turkey about housing production, regulations, institutional structure and financial resources as a whole under the light of past experience and developments. Housing supply targeting the lower income groups, alternative financial models and urban transformation have been analyzed in the second Housing Council of 2006.

In addition to this, in the extent of 2009 Urbanization Council, the necessity to develop policies that will enable low income groups to own housing and to support rental social housing have been highlighted, and the strategy and actions to solve the limited options for housing and financing alternatives especially for low and medium income groups were determined.

### **30. Supporting Local Economic Development**

The effective usage of information and communication technologies in institutions, increase in productivity and investors that act especially in the innovation and high added-value fields after 1990s in Turkey contributed to the development of investments and employment leading to being an engine in local economic development. Doubtlessly, decentralized administration approach which became common in the country at the same period has also contributed to the development of this process.

For the total development of a country, the regional disparities in that country must be overcome. To support development in under developed regions, revealing the dynamics of that region is as important as the other factors (incentives, credits, etc.). Leading those, entrepreneurship takes a locomotive role to initiate development.

Small and Medium Scale Enterprises, Craftsmen and Artisans and Cooperatives create 99.9% of all businesses, 78% of employment and 55% of value added in Turkey. As can be observed, the development of institutions and the increase of their competitiveness hold critical importance economically, socio-culturally and politically. Moving from this point, strategies and action plans have been created for small, medium and large enterprises, craftsmen and artisans and cooperatives, entrepreneurship council has been created, various support and reward programs have been started towards entrepreneurs and work toward the support of clusters, creating regulation and capacity has been continued. The financing and management of organized industrial areas that hold importance in both the increase in job opportunities and the improvement of local economy have been eased via regulations.

The regional development policy in Turkey has undergone a transformation to include regional competitiveness and the strengthening of economic and social integration in addition to the decrease of development disparities since 2000s. Especially between 2007 and 2013, important, solid progress has been achieved in regional development. By 2011, total exports have increased by 57.7% in relation to 2006, while the exports in the regions that hold the last five places according to Socio-Economic Development Index have increased by 268%.

To reduce regional disparities, to increase regional development and to support sustainability, development agencies have been created in Level-II regions in 2006. In all the regions, regional plans have been created and financial and technical support

programs have been applied under the coordination of development agencies. In the extent of the programs, public institutions, local administrations, universities, non-governmental organizations and private sector have applied for about 34 thousand projects between 2008 and 2013 and 8400 of these projects have been found to be successful. To the projects deemed to be successful, in the extent of financial and technical support programs, a total of 1 billion USD financial supports have been allocated. When the co-financing value provided by the beneficiaries is added to this support, the total resources will be 1.9 billion USD.

Development agencies support local actors in the region in increasing the integration between sectors regarding local economic development, creating cooperation and clustering in preferred sectors, industry-specific aggregations and the spatial unity of local economies. Also, the agencies put emphasis on investment presentation for the local economic development to benefit, create investment-worthy area inventory and direct investors toward planned industrial areas.

To accelerate regional economic development and overcome regional problems, regional development administrations have been created in underdeveloped regions. In the extent of regional development services, advising services in subjects such as investment directing to potential entrepreneurs in regions with preferred positions in development, the preparation of preliminary projects and feasibility and creating solutions for halted or slowed investments are provided.

To ensure support for regions where they have competitive superiority, with the revisions done in 2009 and 2012, the regional and sectorial priorities of investment incentive system have been defined more sensitively. Increase of the incentive extent, support tools and the support rates in favor of regions with lower development levels have led the investments with incentive to these regions. Regional innovation strategies have been prepared and the clustering model developing the organization of production and export value chains has started to be supported at a central and regional level.

### **31. Creating Decent Jobs and Livelihoods**

The economies of many countries around the world have been considerably shaken with the global economic crisis that has happened towards the end of 2008. Just like in any other market, the crisis has brought forth important collapses in labor markets and unemployment rates have reached to two digit numbers. Turkish labor market was also affected by this important crisis. The unemployment rate which was 10.3% in 2007 went up to 11% in 2008 and 14% in 2009. However, as a result of economic and social precautions taken in the crisis period, Turkey recovered from this situation rapidly, finding an exit in economic growth and employment rates and the unemployment rates took a rapid fall trend, going down to 9.2% in 2012. Between 2007 and 2012, more than 4 million new jobs have been created and 48% of this new employment is occupied by women.

One of the most important factors in this swift recovery is strong economic growth rates. Another factor is the Government taking the precautions that can be called labor market reform starting in 2008. Some of these important precautions are; 5 point discount in social insurance employer premiums, the insurance employer share being paid by the Government if women and youth between ages 18 and 29 are employed, responsibilities for workplaces with 50 or more workers being lowered, sub-employing concept being revised, the resources supplied from Unemployment Insurance Fund being increased so



that unemployed people registered to Turkish Employment Agency can benefit from services supplied in the extent of active workforce market program, disabled employment ratio being raised, employer insurance share being paid by the Treasury in case of disabled being employment, giving the right to benefit from unemployment insurance for those working under partial-timed work contracts and the short term work interval being raised up to 6 months.

In the Law of Civil Servants Unions and Collective Agreement, European Union acquis, International Labor Organization Agreements and judiciary decisions have been taken into account to make important amendments regarding the freedom of organizing and the right of collective agreements for civil servants has been given. Also, Law of Occupational Health and Safety was introduced.

In 2006, Professional Qualifications Institution was established and actions related to education and employment by the institution and works such as National Employment Strategy, Lifelong Learning Strategy, Strengthening the Relation between Employment and Professional Education Action Plan are being held.

On the other hand, various works for the supply of qualified workforce and the involvement of women and disabled in the workforce are being continued. Metropolitan Municipalities cooperate with the related institutions to help disabled learn skills and abilities according to the region's labor market via courses and work education centers. For people who have no professional information or abilities, workforce training courses are being held so that they can be employed in areas where they are needed.

The technical and financial opportunities of Small and Medium Scale Enterprises that have a large share in Turkish labor markets have been extended and education about entrepreneurship or international trade have been started to be given in a large scale. Investment support offices have been created in development agencies for the presentation of work and investment possibilities and opportunities and for supporting and advising activities for investors and entrepreneurs. Investors consulting with investment support offices are informed about support programs and other governmental supports.

In the "Informatics Valley Project", based on "Information Society Strategy and Action Plan" prepared in 2006, Eastern Marmara Development Agency provides direct support and holds meetings with national and international investors. When the project is completed, it is expected to be the technological base of Turkey, employing around 100 thousand people.

### **32. Integration of The Urban Economy Into National Development Policy**

Economic growth and urbanization are situations that are expected to happen in parallel and the swift urbanization in Turkey creates an example of that. Urbanization is seen as the key to economic growth.

Turkey, in parallel with the swift urbanization from the 1960s up to today, has doubled the GDP per capita. The added value in agriculture, industry and service sectors have increased between 2007 and 2012 annually by 2.1%, 3.7% and 4% respectively, and the share of service sector in GDP in 2012 has risen up to 61.9%. There are many steps taken in this rapid urbanization experienced by Turkey and the accompanying economic and social progress.

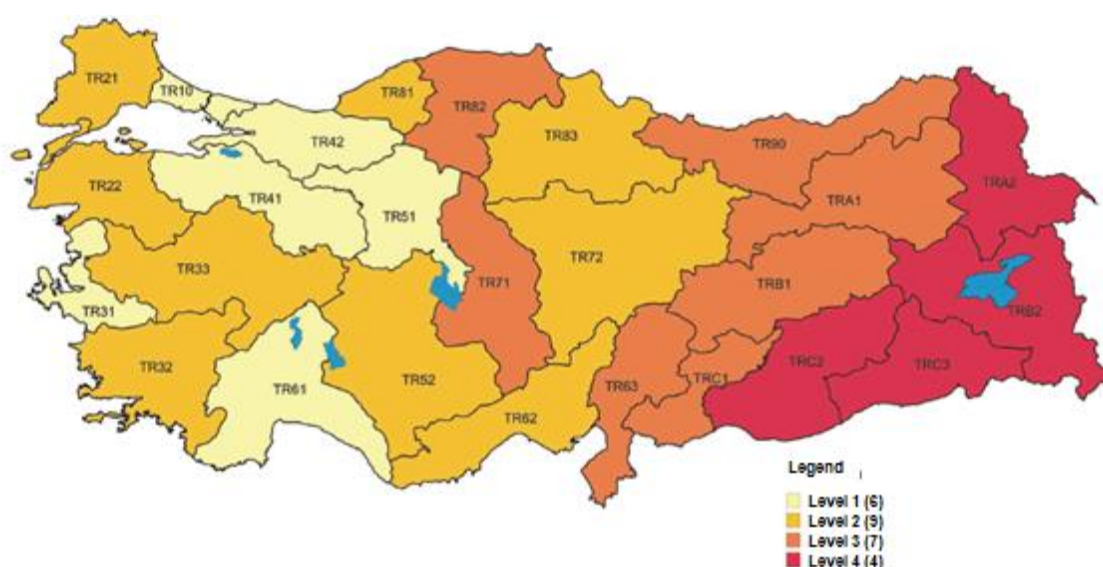
Well-managed cities are the wheels of the system with their innovative structures and productive economies. The focus of urbanization and economy in Turkey has been İstanbul, Ankara and İzmir for many years. In addition to that, medium scale cities such as Kayseri, Mersin, Kocaeli and Gaziantep take a large part of the internal migration and the investing firms. The development of medium scale cities in Turkey has been moving in parallel with the work done to alleviate the regional inequalities as is the government policy.

The regional development policy in Turkey is being transformed since 2000s with the aim of reducing development disparities, increasing competitiveness of regions and the strengthening of economic and social integrity.

With a regulation done in 1998, it was aimed to apply tax incentives in regions with development priority and supply public areas and land for investments to increase investment and employment opportunities.

In 2002, in accordance to the European Union, three different levels of statistical regional unit classifications have been created. In 2004, "Socio-Economic Development Index Research for Provinces and Regions" has been done. This research showed that there are very important development disparities between provinces and the regions. In the research redone in 2011, in addition to the indicator set used in previous study, indicators from competitive and innovative capacity, accessibility and life quality have been used. Thus, 61 different indicators have been chosen from eight different fields. In the study, as the analysis technique, "Principle Component Analysis" has been used.

This study has created the basis for the spatial dimension of the new incentive system put into use in 2012. Thus, it is provided that the regional incentives that will trigger the regional resources of growth in many areas that directly influence national development such as the location selection of investors, technological levels of provinces, labor movement between regions can be based on an analytical basis.



#### *4 staged Socio-Economic Development Levels of Level 2 Regions*

*Source: Socio-Economic Development Index Research for Provinces and Regions, 2011*

The development agencies prepare their "Regional Plans" according to the national development plan to be able to program the development process strategically and to be

able to define the socio-economic development of the regions and thus are able to help with making the national development policies harmonious on province and regional levels and integrating them with the local economies. Agencies, in the present situation, are the most important appliers of the national development policies on a local basis.

Regional Development Administrations created in chosen regions in the recent years aim to increase the development of regions and to coordinate the projects and implementations compliant to national policies locally.

### **33. Challenges Experienced and Lessons Learned in These Areas (27-31)**

The lack of technical capacity at local level affects the quality and efficiency of local services. The expansion of duties and responsibilities of local administrations with the latest regulations and especially the increase in the number of metropolitan municipalities and the expansion of their jurisdictions to include rural areas, increases the need to develop local institutional capacity and financial resources, in particular, of the newly founded metropolitan municipalities.

The distribution of central budget to local administrations is done via limited indicators and a budget distribution sensitive to real needs in local levels cannot be achieved. This prevents the satisfaction of local needs. Also, as the independency of local authorities is limited in increasing resource, they face problems in developing their financial situations.

“Municipal financial enterprises and firms” that are a type of solution introduced in the recent period in service presentation by municipalities in the country have turned out to be a method that supports the flexible and dynamic presentation of local services and local development.

Even with the construction sector and housing production that is being swiftly developed in Turkey in the last years, there are constraints with providing alternative housing to low and medium income groups due to costs. Also, the benefits of the housing cooperatives that provide housing to medium and low income groups have continually decreased in the latest years. It is necessary to introduce policies that will remove these problems that will increase the effectiveness and shares of cooperatives in the production of housing.

To increase the competitiveness of local economy, clustering implementations to increase effectiveness and efficiency must be supported more and innovative production by local economy must be encouraged. In the present situation, one of the most important problems facing the local economic actors is the sustainability of competitiveness under extremely competitive market standards. Products with high added value and high level of technology cannot be produced on sufficient levels and thus the international competitiveness cannot be carried to necessary levels. This situation creates sectors dependent on import.

While many improvements have been done on the investment climate in Turkey, the bureaucratic processes are still the main problem investors and entrepreneurs face while conducting local business.

The plans and strategies prepared for the socio-economic development of cities are not being adopted at sufficient levels by local actors. This situation makes the implementation of plans and strategies more difficult. Due to inequalities in regional

development, the economic structure of some cities cannot fully integrate with the national economy. For the integration of national development policies with the local economies, the Regional Development National Strategy, which will be published nowadays, carries great importance.

The most important condition of taking a place in global market and national market where the competitiveness becomes tougher by day is keeping the competitiveness sustainable. The foundation of high competitiveness lies on creating an innovative and efficient economy. When the Turkish economy is considered, the insufficiencies in competitiveness and the ineffectiveness in production in underdeveloped regions still create the most important problems of the economy even with the serious progress achieved.

The potential production and labor sources that cannot be activated in the country are the leading reasons for the basic economic problems experienced in local and regional development. The sufficient attractiveness not being able to be supplied to investors in underdeveloped regions, the differentiation of incentives according to local specifications not being applied, the monitoring and inspection of investment not being activated are problems that need to be examined.

After the global financial and economic crisis in 2008, a rapid improvement in the labor markets of Turkey has been achieved. The driving forces in this swift improvement are the strong economic growth rates and the measures taken by the Government to reform the labor market after the crisis. Still, education-employment and social support-employment linkages are weak in Turkey. There is a high ratio of unregistered employment and free family workmanship. Education level in labor, especially for the women is low. There is a need to analyze subjects such as severance pays and temporary contracts, and to improve minimum living conditions. Workplace health and safety indicators show that there important issues to be solved. Also, the unqualified workforce created by the agriculture due to sectorial transformation, the relatively high level of workforce employed in agricultural sector and low quality in employment in service sector create important structural problems. The developments of policies that take regional and sectorial differences into account still retain their importance.

#### **34. Future Challenges and Issues in These Areas (27-31) That Could Be Addressed By A New Urban Agenda**

While the financial capacities of the local authorities in Turkey have a defined potential to grow in the short term, with the regulations done in the latest period, the municipalities will need more support according to the increase in their areas of authority and responsibilities. In this frame, the self-income of local administrations must be increased to cover the value increase in urban property.

In this process, the efficient use of shares transferred to local authorities from the central budget must be guaranteed and there is a need to develop common projects with the participation of development agencies, non-governmental organizations and the private sector and to use some of the resources in these areas in the future.

Local authorities are not institutionally ready to develop their financial resources. In this extent, they are experiencing lack of technical capacity to direct their budgets to rational projects and to obtain European Union support. Also, the financial resources of local

authorities to realize big infrastructure investments are lacking. In the future, there is a need to increase the technical support towards the local authorities.

The resources of local authorities will be distributed according to the basic principle and tools of public financial management with strategic priorities and the need to strengthen accountability with participation mechanisms in representation and decision making processes in mind will grow.

To lower the housing finance cost and to ease accessibility, there is a need to lower the inflation value and to this extent, there is a need to follow the policies developed by national institutions more sensitively. In the frame of constitutional housing right, to create greater accessibility to housing finances for people, there is a need for new financial models. As an alternative to housing ownership, rental housing models should be introduced for low income groups. Also, the need to make cooperatives a part of the housing market again will increase.

To increase financial support to urban transformation projects, there will be a need for additional legal regulations. The fact that there is not a flexible maturity system to alleviate problems in repaying housing finances will create problems in future.

The information communication technologies of today are irreplaceable in human life. The path to becoming an “Information Society” in 21<sup>st</sup> Century passes through the ownership of these technologies and their equal and prevalent use in society. Today, a new generation of regional political understanding that supports competitive superiority with localized information, network and institutional dialog emerges and the information technologies become irreplaceable in human life. In traditional regional policies, the infrastructure investments were actualized via tools such as incentives and industrial areas. Yet, with the new regional policies, the development tools are not only shaped between firms but also with the cooperation within the triangle of network-innovation-relations between local authorities, non-governmental organizations, private sector and other regional institutions. In other words, there is a need to increase the transformation from industrial society to information society.

Global competition is at a very high level. The variety of economic activities in cities is not sufficient. Local economic actors heavily rely on traditional economy. Local economic actors without production and specialization cannot keep up with the competition. To this extent, there is a need to develop clustering to develop the local economy in the future. Local branding must be achieved by intensifying the geographical marking of local products and values. Branding registration is not widespread enough. The cooperation of Agricultural Sales Offices, local authorities and non-governmental organizations for the representation of local products is an issue to be handled in the future.

Due to instability in Middle East, Turkish economy is under constant risk. The fluctuations in economy create barriers against sufficient job creation. Due to the increase in unemployment ratios as a result of the instability of population and employment growth, local economic development cannot reach sufficient levels. Sectors reliant on employment with high added value are not supported sufficiently. In this extent, there is the need to lean toward innovative sectors with high employment volumes.

Present workforce is not of the quality needed by the market. In this extent, to overcome difficulties faced today, professional and technical education must be improved. There is a need to regulate the education programs according to the needs of the economy and to raise the professional technical education to European Union standards.

In addition to these, if the necessary precautions are not taken, many problems related to the qualitative transformation of the labor market such as the institutional quality, participation rate in labor force, the participation of women and disabled, ensuring the harmony of the professional education with the needs of the labor market's demands, quality of work force will only increase in the future periods.

## **VI. HOUSING AND BASIC SERVICES: ISSUES AND CHALLENGES FOR A NEW URBAN AGENDA**

### **35. Slum Upgrading and Prevention**

Squatter areas in Turkey have increased in quantity after the 1950s as a result of migration from rural areas to cities. Squatter houses create great problems with their spatial aspects as much as their socio-economic aspects such as their illegality according to building laws, having no sanctions regarding building supervision and creating serious environmental and health problems due to lack of infrastructure. While squatter houses at first served as the immediate need for housing for immigrants with extremely low socio-economic conditions, with the later regulations and construction pardons they gained, they have been legalized and gained a commercial value.

The Squatter Law was put into action in 1966 and the Mass Housing Law was put into action in 1984 in Turkey and since the 1990s, there is a strong attitude against squatter areas in National Development Plans. The Housing Development Administration has increased its effectiveness in housing since the beginning of 2000s and in addition to aiming to alleviate the need for housing needs, it also performs the important functions of preventing informal development via squatters and the reclamation of present areas developed this way.

In cooperation with local authorities in urban transformation projects up until today the Housing Development Administration has performed 94.563 biddings in 128 project areas and 56.354 of these have been delivered to beneficiaries in squatters.

As a result of applied policies and the housing production of both the Housing Development Administration and private sector, the rate of illegal construction in Turkey has dropped to 2.39% in 2006 and 0.94% in 2013. As can be seen from these rates, illegal construction and squatters have lost their importance, leaving their place to the urban renewal of areas through the alleviation of economic and social needs in cities and the reduction of risks caused by natural disasters.

Factors such as irregular construction, old building stock, disaster risks, rapid population growth, emerging areas with loss of function and value due to changing location preferences increase the need to transform buildings and areas. In this process, legal regulations regarding spatial planning, disaster management and urban transformation have been actualized.

In the Housing Councils held in 2006 and 2011, the transformation of areas under earthquake risk and the production of housing for low income groups have been focused on and analyzed with all their aspects.

After the municipalities were authorized in urban transformation implementations in 2005, a great urban transformation movement started with the 2012 Urban Transformation Law and the Ministry of Environment and Urbanism was held responsible to do the necessary regulations. The duty of the ministry is to organize the urban transformation and to regulate the system. Urban transformation

implementations are done mostly by the Housing Development Administration, municipalities and dwellers.

As a result of the rapid urban transformation works, by May of 2013, 46 different areas in 19 provinces with a total of 3876 hectares and 97.300 buildings where 610.000 people live were declared transformation zones. Until 2023, it is foreseen that 6.5 million independent units that make up roughly 1/3 of the building stock will be demolished and rebuilt.

Two more simultaneous laws that are foreseen to be the source for the Disaster Law have gone into effect. The Reciprocity Law lets the foreigners buy housing from Turkey while the other lets the Treasury register deforested areas which have been built informally to be sold for profit, aiming to solve problems that have been for decades.

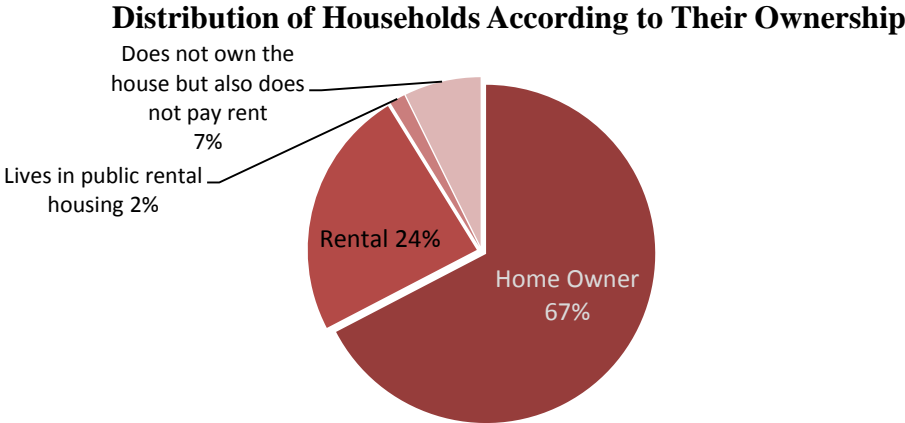
**36. Improving Access To Adequate Housing**

Since 2003, the Housing Development Administration has constructed a total of 641 thousand housing units throughout the country. Due to the social housing and finance opportunities created in this frame, the real estate market in cities were balanced toward the purchasing power of medium and low income groups, rent fees were decreased and the access of people to quality housing was increased.

The Urbanization Council held in 2009 defined the supply of urban land at the quantity and quality that will support the housing needs of different income groups as an important target. Also, within “housing rights” and in the frame of “enough housing for everyone”, guiding suggestions for housing policies were offered.

To obtain detailed information related to housing situation in Turkey, Population and Housing Research was done in 2011. According to the results of the research, the average household population in Turkey is 3.8 and the number of people per room is 1.1. The population ratio of people living in buildings 10 years and younger of age was 21.8%. Another finding of the same research was that 67% of the households owned their houses.

Also, according to the results of the same research, the population with access to tap water in their homes was at 97.4%, which was determined to be 99.8% in 2013 in urban areas. The ratio of households with toilets in their housing by 2011 was 92.5%, while the ratio of households with bathrooms in their housing was 97.2%.



Source: Turkish Statistical Institute, Population and Housing Research, 2011



The housing needs in Turkey due to population increase, urbanization, renovation and disasters were foreseen to be 3.5 million between 2007 and 2013 and by the end of the period, the lack of housing was significantly reduced.

In the National Development Plan era covering between 2014 and 2018, housing needs due to urbanization, population increase, renovation and disasters are foreseen to be 4.1 million. The construction sector has shown a strong performance in Turkey, which has been one of the most rapidly growing economies of the world and this performance is expected to continue.

Adequate housing concept was taken a step further in the latest period in Turkey, speeding up the integration of safe, energy-efficient, financially accessible housing supply to the plans and policies. In this frame, many regulations and implementations regarding the inspection of building materials and buildings and the issuing of energy identity cards to buildings were actualized to raise the structural quality of the housing stock.

### **37. Ensuring Sustainable Access to Safe Drinking Water**

Turkey limited by water having a total of 112 billion m<sup>3</sup> and 1.500 m<sup>3</sup> of potential consumable water per person. As a result of the instability created by the population increase, rapid urbanization and the change in rain regimes brought by the climate change, the access to safe water sources became even more important.

By 2013, the ratio of the urban population served with drinking and utility water to total urban population has reached the level of 99.8%. Except for the renovation and maintenance works of present networks and for the zones just being opened to settlement, the need for drinking water network construction decreased while the need for treatment of drinking water increased. 52% of drinking and utility water was treated in 2010. In addition to that, the improvement of drinking water quality and decreasing water loss and leaks which are at a high rate retain their importance.

In addition to the effective consumption of water sources, the protection-consumption balance of natural resources at river basins is prioritized. For this purpose, protection action plans were prepared for all 26 river basins where the effects and pressures created by urban, industrial and agricultural activities were defined and river basin based protection and controlled consumption principles were analyzed.

The protection of water quality in reservoirs of dams that supply drinking and utility water is being done in the frame of the regulation brought into effect in 2004. In addition, with the other regulations brought into effect in the process of adaptation to the European Union acquis, the pollution caused by the domestic and industrial wastes to the surface water sources is tried to be controlled.

The metropolitan municipalities are responsible for the protection of sources that supply drinking and utility water in the jurisdiction areas.

In the extent of "Municipality Infrastructure Support Project", the projecting and construction of 57 drinking water facilities belonging to municipalities without or with inadequate water network with population less than 10.000 has been completed.

For the project named “Water and Sanitary Infrastructure Project” started in 2011 to build water, sanitation, rainwater and water treatment facilities for municipalities with population less than 25.000, a grant of 50% and a credit support of 50% was supplied. By the end of 2013, 239 projects were completed.

In addition to that, with European Union funds, drinking water supply and treatment projects were invested in. Implementations are also being held with the Japanese Government and European Investment Bank.

In total, since 1996, using internal and external finance sources (including European Union funds), a total of 1969 drinking water projects have been completed for municipalities.

There has also been healthy drinking water supply works done in rural settlements. In the extent of an integrated rural infrastructure program continuing since 2005, 47.461 rural settlement units with insufficient and no drinking water have been supplied with sufficient and healthy drinking water and the sufficient unit ratio of water has been raised from 81% to 91%.

Technical works regarding the Water Law which will comprehensively regulate the works of water resources in Turkey is being prepared.

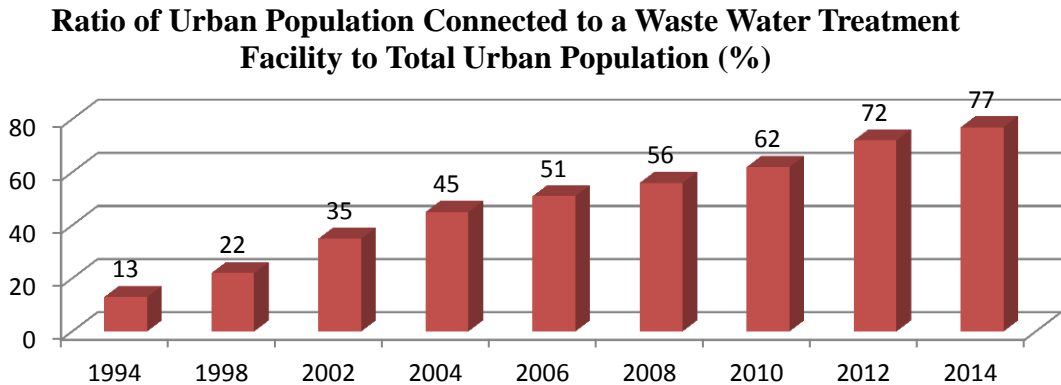
**38. Ensuring Sustainable Access to Basic Sanitation and Drainage**

There has been an important increase in the number of municipalities getting served by sanitary networks and waste water treatment facilities and the population served with the grants and technical support given to municipalities by the central government in the latest years in Turkey.

With internal and external finance sources, from 1996 until today, a total of 720 sanitary systems, solid waste and waste water treatment projects have been completed for municipalities and 385 projects are still in progress.

It was found that the urban population served by a sanitary network among all population in Turkey was 78% by 2012 and this ratio among total urban population is 92%.

The ratio of urban population served with waste water treatment facilities to total urban population was raised from 13% to 77% in the last 20 years.



Source: Ministry of Environment and Urbanization, 2014

The basic legislation which regulates urban waste water discharge is the Environment Law and the directives in reference to this law regulating the collection, treatment and discharge of the urban waste water, in protection of the surface water from the discharges of residential and industrial areas.

Waste water Treatment Action Plan containing the detailed information about what the necessary waste water improvements and regulations will be to fulfill of the responsibilities brought by Environment Law and to adapt with European Union environmental acquis was published in 2008.

In the frame of this regulation and action plan, in addition to the protection and effective use of underground and surface water sources, the protection of the environment and the prevention of water pollution by the collection, treatment and discharge of urban and industrial waste water are being done. The necessary works for the collection of waste water, transferring these to waste water treatment facilities, and discharging it with the treatment process fulfilling the discharge standards stated in the national regulation are being done.

Urban population receiving solid waste collection service in Turkey is around 99%. In addition to that, the ratio of municipal population benefitting from regular storage to total population which was 34% in 2006 increased to 60% in 2012. Of the 25.8 million tons of waste collected by municipalities with the waste collection and transfer services, 59.9% was sent to regular storage facilities, 37.8% was sent to municipal waste yards, 0.6% was sent to compost facilities and 1.7% was eliminated by other means.

In addition to international regulations regarding waste management, a very comprehensive national regulation regarding waste management, solid wastes, dangerous wastes, medical wastes, waste oils, waste batteries and accumulators led by Environment Law is in place. Also, in 2008, Waste Management Action Plan was prepared.

Works regarding solid waste management in the frame of the regulation are being continued under five main headings, namely; municipal wastes, packaging wastes, hazardous waste, non-hazardous wastes and special wastes. While the responsibilities regarding the management of residential wastes and medical wastes are being fulfilled by the municipalities, the collection, recycling and elimination of waste groups including packaging wastes, waste oils, batteries, accumulators and tires are being done under the principle of producer responsibility.

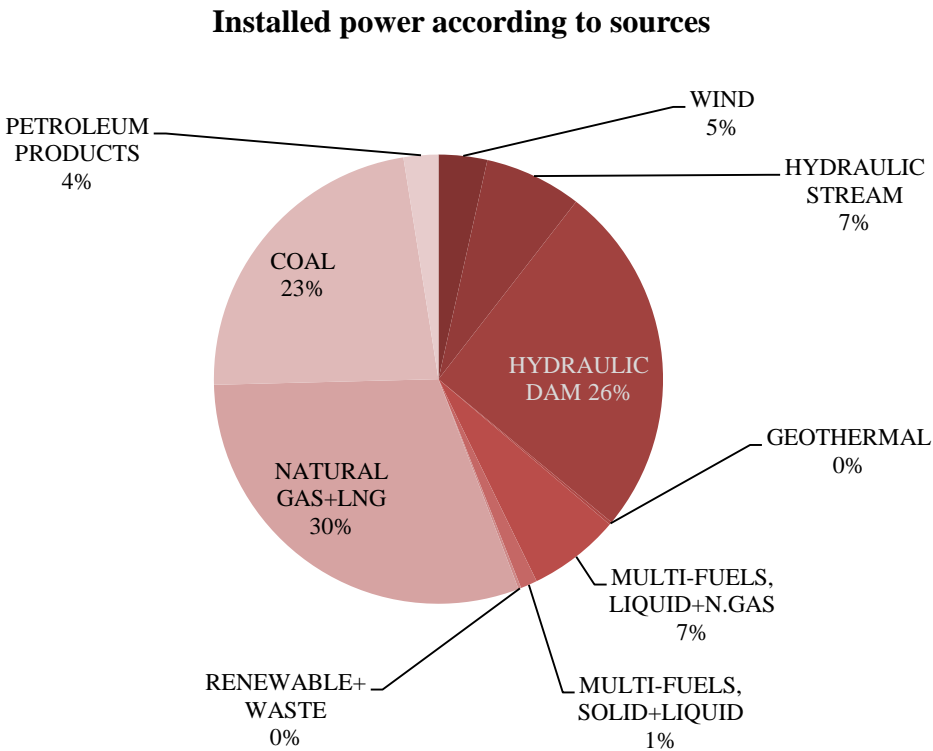
### **39. Improving Access to Clean Domestic Energy**

Energy consumption in Turkey has increased by 2.8% annually between 2007 and 2011 and the electrical energy consumption in Turkey has increased by 5.6% annually between 2007 and 2012. Important steps were taken towards the liberalization of electricity and natural gas markets and the market share of private sector was increased. To increase security of energy supply, the support on renewable energy production was continued, new coal sources were opened to private sector for the purpose of electricity production, work was started related to nuclear plant construction and various programs were set to implementation via regulations towards increasing energy efficiency.

To decrease the high energy consumption of Turkey and to improve in the field of energy efficiency are important from a renewable development perspective. The Energy Efficiency Strategy Document (2012-2023) put into action in 2012 serves as a road map for the works to be done in this area.

In the last 10 years, as the second country after China in terms of increase in natural gas and electricity demand, Turkey is expected to continue to be one of the most dynamic energy economies of the world with respect to energy demand increase consistent with economic and social development that is targeted.

According to the estimations of International Energy Agency, the country with the highest increase in energy demand at medium and long terms among member states is Turkey. To meet this increasing demand, there is a need to invest. Turkey, aiming for the private sector to make these investments in general, is continuing the works to improve the investment climate.



*Source: Energy Market Regulation Authority, 2012*

Turkey, leading from the targets of decreasing import dependency in energy, increasing the usage of local resources and combatting climate change, works are being done to increase the share of renewable energy sources in and to add nuclear power to the national energy supply portfolio.

Turkey, having important potential in terms of renewable energy, takes the 7<sup>th</sup> place in the world and the 1<sup>st</sup> place in Europe in terms of its geothermal potential. In addition to that, hydroelectric sources, wind and solar energy developments are being prioritized. With the Electrical Market and Supply Security Strategy Document adopted in 2009, it is foreseen that 30% of the total energy demand of Turkey will be met with renewable energy sources by 2023.

To increase the usage of renewable energy sources in energy production, a regulation was done to create an incentive mechanism. Regulations, R&D projects, investments and incentives regarding renewable energy have been done. In this frame, Hydroelectric Energy Potential Atlas, Wind Energy Potential Atlas, Solar Energy Potential Atlas and Biomass Energy Potential Atlas have been completed. Geothermal Energy Potential Atlas and Wave Energy Potential Atlas are being prepared.

Besides Turkey, as an outcome of the importance it gives to the development of renewable energy sources, has been a founding member of International Renewable Energy Agency with the treaty signed after the conference held in Bonn in 2009.

#### **40. Improving Access to Sustainable Means of Transport**

With the great change experienced in urban population in the recent years in Turkey, a rapid increase in vehicle and car ownership has been observed. While the number of motor vehicles per 1000 people was 105.5 in 2000, it has become 233.9 by 2013. Due to these increases in population and vehicle and car ownership, sustainable urban transportation has become more important.

Especially in the last decade in Turkey, there have been important developments in sustainable urban transportation in terms of both policies and investments and the awareness and sensitivity of the society and institutions have increased. In the National Development Plans, more detailed observations including subjects such as pedestrian and bicycle transportation, smart transportation systems, railed system investments about sustainable urban transportation have been made.

Ministry of Transportation, Maritime Affairs and Communications, in addition to performing transportation, maritime affairs, communications and infrastructure services, supports the construction of urban rail system projects in accordance with the demands from municipalities.

Transportation Master Plan Strategy Report was prepared in 2005 and in relation to that, 5 year Transportation Strategic Plans are being prepared. Plans have been prepared between transportation modes, leading to many investments toward railroad, seaways and airway transportation.

With the liberalization of the aviation sector in the country since 2003, the number of airline companies and domestic airports has increased. While airway traffic was 532 thousand in 2002 in Turkey, it has grown by 127.8% until 2010, reaching a number of 1.2 million. The number of airports used for civil air transportation has increased to 46. It is aimed that any individual should be able to reach an airport by traveling at most 100 kilometers in any direction.

The railway budget has been multiplied by 8 in the last decade leading to investments such as the planning and putting into operation high speed train lines. Also, in the latest years, the construction of subway and light rail systems has been increased. With the Marmaray project constructed in Istanbul, the greatest metropolis in Turkey, the railroad lines between the coasts of the Bosphorus Straits have been connected via a railroad tunnel. With Marmaray, a modern urban transportation opportunity has been presented to the dwellers, protecting the natural and historical assets of the city by setting up a high capacity and non-polluting solution which decreases air and noise pollution and the dependency to individual transportation and highways.

In addition to many regulations related to urban transport, with Energy Efficiency Law, subjects related to decreasing private vehicle usage to support sustainable urban transportation policies, developing parking-riding implementations, spreading mass transport and the usage of environment-friendly fuel types have been regulated.

The actions under the target of “Creating a Sustainable Urban Transportation System” defined by KENTGES, the Integrated Urban Development Strategy and Action Plan published in 2010 are being actualized by institutions. In this frame, the central government is technically and financially supporting the local authorities in various subjects.

In addition to all, the works to create National Transportation Master Plan and Logistics Master Plan have been started. With the mentioned works, foresights, targets and investments about transportation modes throughout the country will be displayed in an integrated manner.

#### **41. Challenges Experienced and Lessons Learned in These Areas (34-36)**

To prevent squatting increasing by rapid urbanization, to actualize urban transformation projects efficiently, and to facilitate access to housing, many works have been done for many years and serious progress has been made in squatters and illegal construction in the last two decades. The share of the construction sector in this success is great in addition to that of housing policies.

Again, with the elimination of the squatters and illegal constructions in the recent years, to prevent development in cities which are not healthy and resilient, the consistent regulations and implementations of the government have led to great advances.

However, the balancing of supply and demand in housing market, the supply of built plots being improved with housing finance, production and organization methods, housing production being directed according to the development tendencies and specifications of settlements and the needs of income groups, the design and production of housing and environment according to the needs of elderly, children and disabled are still necessary.

In urban transformation projects, lack of analysis of the socio-economic structure of those who live in the region and their needs, lead to problems such as adapting to new life styles and tendency to keep living in squatters even with the worse life conditions.

Integrating housing production and urban transformation with its infrastructure and facilities with spatial plans regarding the whole city, and taking into account the city identity and fabric carry their importance.

House ownership has been the prioritized demand of Turkish society, yet not everybody, especially low income groups can access to housing. Rental housing options for low income groups have been neglected.

On the other hand, there are also wrong tendencies in the society such as seeing urban transformation as a source of income and demanding for larger houses than it can be payed.

In addition to achieving noteworthy improvements in the fulfillment of the needs for infrastructure that increase due to rapid urbanization, the need for the improvement of service quality and ensuring sustainability exists.

By 2013, 99.8% of the population living in urban areas in Turkey can reach clean drinking water. Except for the renewal and maintenance works for networks in operation and the new residential areas, the need for drinking water network construction has decreased while the need for treatment of drinking water has increased. In addition to that, the improvement of drinking water quality and decreasing the high levels of loss and leaks in the network still retains their importance.

The present water sources of Turkey are under threat because of the increasing demand, effects of climate change, draughts and pollution of water collection reservoirs.

Even with all the regulations done, there are issues lacking such as planning, monitoring, evaluation and inspection, common database and information flow insufficiency and weak cooperation between institutions are the main problems faced in today's water resource management.

Due to causes such as investment and management costs, personnel, technology choices and inspections, sufficient effectiveness cannot be obtained in waste water infrastructure services. The regulation of tariffs to a proper level and the strengthening of institutional capacity carry importance.

As the present sanitary system in most of the cities work as compound systems, sanitary networks are insufficient for the rainwater collection that is necessary at times of extreme rainfall. Thus, the separation of rainwater from the present systems and the issue of new projects to be done in separated systems have gained importance.

Issues such as lack of knowledge about the benefits of recycling which is an important dimension in solid waste management, insufficiency in the standards in recycled secondary product, lack in incentive and guidance system affect the recycling works.

As a result of rapidly increasing energy demand, the dependency of Turkey on energy imports, especially for oil and natural gas has increased. While about 26% of the present total energy demand of our country is being met by domestic resources, the rest is being met by various import sources.

The usage of all possible domestic resources for energy production is a prioritized issue for the rapid and consistent growth of Turkish economy. Especially the primary energy supply for renewable energy sources and their usage for electricity production carry great importance for sustainable development.

As a result of the highway based transportation policies that have been in effect since 1950s in the transportation system in Turkey, the highway length has increased by 80% between 1950 and 2002 while the railroad length increased by 11% at the same period. The share of railroads in the sector has decreased due to not improving the infrastructure and management conditions and not opening new corridors. Thus, as a result of policies applied after 2003, financial resources have been transferred to railroads, many projects such as electrification, double lines and high speed train routes have been actualized and invested.

An unsustainable, high cost, unsafe and polluting transportation has emerged in urban transportation due to irregular urbanization disregarding transportation planning, lack of investment in infrastructure, small capacity individual transportation being prevalent instead of mass transportation, insufficiency of urban rail system, pedestrian and bicycle roads.

#### **42. Future Challenges and Issues in These Areas (34-36) That Could Be Addressed By a New Urban Agenda**

To supply safe, disaster-resilient, financially accessible, relevant to the needs of disadvantaged groups and energy efficient housing presentation, housing production and urban transformation implementations will keep their importance in the urbanization agenda of Turkey in the future.

In addition to that, in the planning and implementation of urban transformation, the strengthening of especially central and local authorities' technical, financial and management capacities in a rapid and widespread fashion will be important.

There will be a need to develop the methods and principles that define the prioritization, preparation, implementation, monitoring, evaluation, management and governance processes of plans and projects in urban transformation.

The importance of using an approach that combines the living sites of different income groups, decreases the distances between work and home with planned infrastructures and facilities, harmonizes the identity and fabric of the city and supports social integrity must not be forgotten.

In the future, as a result of urban transformation projects done without social integration analysis, the spatial separation of different income groups can be expected, leading to squatter house dwellers relocating and urban crime rates increasing, creating security problems.

In addition to noteworthy progress in the fulfillment of increasing infrastructure needs due to rapid urbanization, the need for the improvement of service quality and provision of sustainability will continue.

The main target is to increase accessibility to healthy and safe drinking water, to minimize the effects of wastes on human and environmental health by effective management, to develop a transportation infrastructure that is sustainable, cost efficient, environment-friendly, comfortable, safe, highly energy efficient, accessible and that will reduce traffic congestion via policies compatible with spatial planning decisions in cities.

When it is considered that, as a result of draughts experienced due to climate change, access to water will be the main problem area, works related to the preservation, improvement and prevention, monitoring and control of pollution in water resources will increase in importance.

Due to the expanding jurisdictions of metropolitan municipalities, the legal and institutional structure of water and sanitary managements will need to be rearranged.

The necessity will prevail in the fulfillment of the drinking and utility water needs of settlements at necessary quality and standards, prevention of water loss and leaks,



improvement of present networks and spreading the usage of safe and environment-friendly materials.

The improvement of sanitary and waste water treatment infrastructure in cities, ensuring the operation of these infrastructures to support the discharge standards defined according to reservoirs, reusing the waste water that has been treated, usage of grey water and rain water are issues that will need to be worked upon.

The need to prioritize the development of institutional capacity via raising awareness and the development of waste reduction, waste separation in the source, collection, transferring, recycling and elimination phases technically and financially as a whole through the proper support of solid waste management will increase.

The importance will increase in the extent of adopting alternative policies to decrease dependency of Turkey toward energy import, the usage of domestic sources on supply side, the usage of nuclear energy for energy production and the share of renewable sources in energy production.

In all sectors, especially energy and production industries, clean technologies to support the efficient use of natural sources and to prevent environmental deterioration and R&D and innovation activities to develop high added-value green products are needed to be promoted.

Taking highway and vehicle dominance into account, the usage of clean fuel types, development of new technologies such as electric cars and more investment into transportation types such as railroads, sea and water routes, mass transit, pedestrian and bicycle roads and the development of integration among systems will be necessary.

Technical and financial support towards local authorities on the creation of sustainable and smart transportation systems through the integrated preparation of urban transportation plans with spatial plans carry importance.

Precautions such as the development of technological sufficiency to meet the needs of rail transport systems with domestic production against the financial issues of sustainable transportation will need to be taken.

## VII. INDICATORS

Indicator		1996	2006	2013	Source
Percentage of people living in slums		-	2.39%	0.94%	Income and Living Conditions Survey, TurkStat (2006, 2013)
Percentage of people residing in urban areas with access to safe drinking water		96.1% *	99.5%	99.8%	Income and Living Conditions Survey, TurkStat (1994, 2006, 2013)
Percentage of people residing in urban areas with access to adequate sanitation		83% **	87%	92%	Municipal Wastewater Statistics, TurkStat (2006, 2012)
Percentage of people residing in urban areas with access to regular waste collection		97.1% ***	98%	99% ****	Municipal Waste Statistics, TurkStat (2012) Ministry of Environment and Urbanization (2013)
Percentage of people residing in urban areas with access to public transport		-	-	87%	Income and Living Conditions Survey, TurkStat (2013)
Level of effective decentralization for sustainable urban development measured by:	percentage share of both income and expenditure allocated to local and regional governments from the national budget	0,4%	7%	9%	T.R. Ministry Of Finance General Directorate of Public Accounts
	percentage share of local authorities' expenditure financed from local revenue	-	52%	45.3%	T.R. Ministry Of Finance General Directorate of Public Accounts
Percentage of local authorities that have land development plans		-	-	95,5%	Integrated Urban Development Strategy Document Municipal Survey, Ministry of Environment and Urbanization (2013)
* (1994) ** (2002) *** (2003) **** (2012)					

## ANNEX

- KENTGES - Integrated Urban Development Strategy and Action Plan (2010-2023)

## CONTRIBUTORS TO THE REPORT

- Ankara Metropolitan Municipality
- Ankara Development Agency
- Atılım University, Faculty of Management, Department of Political Sciences and Public Management
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- Eastern Marmara Development Agency
- Gazi University, Faculty of Architecture, Department of City and Urban Planning
- Habitat Development and Governance Association
- Istanbul Metropolitan Municipality
- İller Bank
- Middle East Technical University, Faculty of Architecture, Department of City and Urban Planning
- Turkish Ministry of Family and Social Policies
- Turkish Prime Ministry Disaster and Emergency Management Administration
- Turkish Prime Ministry Undersecretariat of Treasury
- Turkish Prime Ministry Housing Development Administration
- Turkish Ministry of Environment and Urbanization
- Turkish Ministry of Foreign Affairs
- Turkish Ministry of Economy
- Turkish Ministry of Energy and Natural Resources, Directorate General of Renewable Energy
- Turkish Ministry of Food, Agriculture and Livestock
- Turkish Ministry of Internal Affairs, Directorate General of Local Administrations
- Turkish Ministry of Internal Affairs, Directorate General of Security
- Turkish Ministry of Development
- Turkish Ministry of Finance, Directorate General of National Property
- Turkish Ministry of Finance, Directorate General of Public Accounts
- Turkish Ministry of Forestry and Water Management, Directorate General of State Hydraulic Works
- Turkish Ministry of Transportation, Maritime Affairs and Communications
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