

**United Nations Conference
on Human Settlements
Habitat II**

T U R K E Y

**NATIONAL
REPORT
AND PLAN OF
ACTION**

J U N E 1 9 9 6





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PART A: PREFACE

1. PROCESS

Turkey's National Report in line with opinions formulated in meetings of the Habitat II Preparation Committee, has been drafted in a participatory process designed to help strengthen the sensitivity of people and concerned actors on Habitat II's main themes, sustainable settlement and adequate housing for everyone. During the preparatory work, Guidelines for National Preparation no. A/Conf. 165/PC. 2/2/ADD.1 dated February 23, 1995 of the Habitat II Secretariat were taken into consideration. Emphasis was placed on the attention given to evolving the report's contents as much as to ensuring that the preparatory process took place in a participatory manner.

Preliminary work on Turkey's National Plan started after the Mass Housing Administration (HDA) was designated to undertake preparations for Habitat II in April 1994. A National Committee was set up in line with opinions formulated in the meeting of the Preparation Committee held in Geneva between April 11 to 22, 1994. The National Committee was convened by the Head of HDA for its first meeting on October 26, 1994. Attention was paid to ensure a wide representation of concerned segments of society through the National Committee's organisations. 10 Ministries, 2 parliamentary commissions, 11 professional institutions and entities, 12 universities and educational institutions, 5 local administration supervisory organisations, 7 professional chambers, 3 trade union confederations, 2 confederations of unions of housing co-operatives 7 organisations related to housing and construction, 31 associations, foundations and other non-government organisations, adding up to a total of 90 institutions/entities were invited. The National Committee was kept open for the participation of institutions who felt concerned. The number of institutions/entities was 94 in the second meeting held on February 2-3, 1995, 122 in the third meeting held on April 13, 1995, 129 in the fourth meeting held on August 3, 1996, 159 in the fifth meeting held on December 15, 1995 and 244 in the sixth meeting held on March 30 1996. The increase in the number of members was mostly due to the increase in the number of non-government organisations.

In order to ensure the efficient working of such a committee which faced participation in large numbers, an Advisory Board consisting of six members was set up to serve as the Committee's Secretariat. This Board had two functions. On one hand, it took part in preparations for Habitat II within the UN system, integrated approaches formulated in these studies and incorporated these in the National Committee's work. On the other hand, it prepared a draft report listing opinions stated during committee work and to be submitted to the National Committee for discussion, and then developed a final version according to conclusions reached in these discussions, analyses and proposals presented in the reports of the Committee members.

To those who participated in the National Committee in its first meeting, information was given on preparatory work on the Habitat II Conference, the Conference's two key topics, and the concepts developed during preparatory work concerning the scope of national reports were presented and the Committee's work method was drafted. The opinion formulated during these discussions was that the National Committee's work should not be restricted to the preparation of the National Report and Action Plan and a permanent committee should be set up to follow up on the implementation of the National Action Plan after the Conference and develop new proposals on related issues, and unanimous agreement was reached. Another principle adopted prescribed that concepts formulated for the National Report by Institutions represented in the Committee should be prepared through as wide participation as possible in groups in which they are represented.

Participants presented their opinion in summaries of maximum four pages in the Committee's second meeting. 38 summary reports were presented and discussed in this meeting. The participants then prepared detailed reports to be sent to HDA. The number of comprehensive reports sent at this stage reached 49. The Advisory Board worked on these reports and presented a summary of the issues detailed in the reports to Committee members during the third meeting. Furthermore, in order to be better prepared to attend the Second Preparation Committee of Habitat II to be held in Nairobi between April 24-May 5, 1995, a proposal was brought to the Third National Committee meeting concerning Priority Issues and a national draft action program was presented for discussion, and members were requested to state their opinions on this matter in writing.

The Advisory Board continued its work on this comprehensive report, and by compiling opinions assessing the existing situation described in these reports, presented these under the headline "General Evaluation of Turkey's Settlement System and Housing Condition" in the fourth meeting of the National Committee and opened it up for discussions. Also, the Committee members were asked for their views on this matter in writing.

Written views and assessments concerning the reports presented by the Advisory Board in the third and fourth meetings of the National Committee were received from 30 institutions. In addition, opinions and criticism formulated on the Committee's work were not confined to the committee files, but they were also published by the press from time to time. The final draft of the National Report and Action Plan prepared by the Advisory Board was opened to discussion during the Fifth Meeting of the National Committee on December 15, 1995. This draft was based on views expressed in written reports and media commentaries and on technical studies for urban and housing indicators which were identified during the preparatory period at the UN and which were developed in close cooperation with the State Planning Organisation and State Institute of Statistics, Municipality associations, various non-governmental organisations and TV channels organised meetings and programs to discuss the contents of the National Report and Action Plan. Participation was further enhanced as a result of these efforts. Also, 82 institutions presented their written views concerning the Draft to the Advisory Board. A second Draft National Report and Action Plan was prepared by taking into consideration these opinions. Written statements concerning the 2nd draft which were opened up to discussion during the sixth Committee meeting of the National Committee on March 30, 1996 were received from 98 institutions. Turkey's National Report and Action Plan were rewritten by taking these opinions into account.

As had been decided previously, the National Committee's work will continue after the finalisation of the drafting of the National Report and Action Plan. In order to put the National Action Plan, developed and accepted during the preliminary process into effect the Committee must enter into active monitoring. Some of the items included in the National Action Plan cannot be realised merely through a passive follow-up. A program which adopts principles such as civic engagement, enablement, multi-actor governance must be actively followed up through meetings, organisations and creative action modes to avoid their remaining on paper only.

Two important proposals were formulated during the discussions of the First Draft to ensure that the National Action Plan is put into effect. The first is the convention of a national conference with wide participation within one year the latest after the Istanbul Conference. The second is the preparation of local action plans in line with the Habitat Agenda and National Action Plan.⁽¹⁾ Since Turkey's local action plans required under Agenda 21 have not yet been prepared, it was unanimously agreed that it would be appropriate for local action plans to be prepared jointly to cover issues listed in Agenda 21 and the Habitat Agenda.

(1) View of the Greater Bursa Municipality; View of the Soroptimist Federation of Turkey.

2. PARTICIPANTS

2.1. Chairman of the National Committee

Yiğit Gülöksüz (President of the Prime Ministry Housing Development Administration)

2.2. List of Invitees to National Committee Meetings

Institutions and organisations invited to the meetings of the National Committee are classified in groups below: -

MINISTRIES

1. Ministry of Public Works and Settlement
2. Ministry of the Environment
3. Ministry of State (General Directorate of Women's Status and Issues)
4. Ministry of State (in charge of Urban Affairs)
5. Ministry of Foreign Affairs
6. Ministry of Interior Affairs (General Directorate of Local Administrations)
7. Ministry of Culture (General Directorate of Preservation of Cultural and Natural Values)
8. Ministry of Finance (Urban Land Office)
9. Ministry of Finance (General Directorate of National Estates)
10. Ministry of Forestry
11. Ministry of Health and Social Aid
12. Ministry of Agriculture and Rural Affairs
13. Ministry of Tourism

COMMISSIONS OF THE GRAND NATIONAL ASSEMBLY OF TURKEY

14. Commission for Public Works, Settlement, Transportation and Tourism
15. Commission for the Environment

PUBLIC INSTITUTIONS AND ORGANISATIONS

16. Family Studies Agency (the Prime Ministry)
17. Atatürk Supreme Council for Culture, Language and History (the Prime Ministry)
18. Religious Affairs Directorate (the Prime Ministry)
19. State Institute of Statistics
20. State Planning Organisation (General Directorate of Social Sectors and Co-ordination)
21. State Meteorology Administration
22. State Hydraulic Works
23. Southeast Anatolia Project Administration
24. Undersecretariat for the Treasury
25. Turkish National Committee for Air Pollution Research and Control
26. İller Bank (Bank of Provinces)
27. General Directorate of Highways
28. Turkish National Committee for Management of Coastal Areas
29. Higher Council for the Preservation of Cultural and Natural Values
30. General Directorate of Title Registration and Cadastreing
31. Housing Development Administration (HDA)
32. TÜBİTAK Marmara Research Centre
33. Scientific and Technical Research Council of Turkey (TÜBİTAK)
34. Türkiye Emlak Bankası A.Ş. (Emlak Bank)
35. Middle East Public Administration Institute of Turkey
36. Vakıf Bank of Turkey
37. Vakıf Administration Regional Office

INSTITUTIONS OF HIGHER EDUCATION

38. Anadolu University, Faculty of Architecture

39. Ankara University, Faculty of Political Science, Department of City Planning
40. Ankara University, Faculty of Political Science, Department of City Planning and Settlement
41. Ankara University, Faculty of Agriculture, Department of Landscape Design
42. Bilkent University, Faculty of Fine Arts, Design and Architecture
43. Bilkent University, Faculty of Political Science, Economics, Administrative and Social Sciences
44. Bosphorous University, Institute of Environmental Sciences
45. Bosphorous University, Faculty of Science and Literature, Department of Psychology
46. Dicle University, Diyarbakır Environmental Research Centre
47. Dokuz Eylül University, Institute of Marine Science and Technology
48. Dokuz Eylül University, Faculty of Economic and Administrative Sciences
49. Dokuz Eylül University, Faculty of Architecture, Department of Architecture
50. Dokuz Eylül University, Faculty of Architecture, Department of City and Regional Planning
51. Dokuz Eylül University, Faculty of Engineering, Department of Environment Engineering
52. Dokuz Eylül University, Faculty of Economic and Administrative Sciences
53. Gazi University, Faculty of Engineering and Architecture
54. Hacettepe University, Faculty of Medicine, Department of Public Health
55. İstanbul University, Faculty of Forestry
56. İstanbul University, İstanbul Faculty of Medicine, Department of Public Health
57. İstanbul Technical University, Faculty of Architecture
58. İstanbul Technical University, Faculty of Architecture, Department of City and Regional Planning
59. Black Sea Technical University, Faculty of Engineering and Architecture
60. Kocaeli University, Research Facility for New and Renewable energy Resources and Technology
61. Mimar Sinan University, Faculty of Architecture
62. Mimar Sinan University, Faculty of Architecture, Department of City and Regional Planning
63. METU Woman Studies Department
64. METU, Faculty of Architecture, Department of City and Regional Planning
65. METU, Faculty of Engineering, Department of Environment Engineering
66. Trakya University, Faculty of Engineering and Architecture
67. Yıldız University, Faculty of Architecture
68. 100. Yıl University, Environmental Issues Research and Application Centre

LOCAL ADMINISTRATION ORGANISATIONS

69. Greater Adana Municipality
70. Greater Ankara Municipality
71. Greater Antalya Municipality
72. Greater Bursa Municipality
73. Association of Aegean Municipalities
74. Association of Municipalities of the Southeast Anatolian Project Region
75. Greater Gaziantep Municipality
76. International Union of Local Authorities (IULA)
77. Greater İstanbul Municipality
78. İstanbul World Academy of Local Administration and Democracy
79. Greater İzmir Municipality
80. Municipality of Kütahya
81. Association of Municipalities of the Marmara and the Straits
82. Municipality of Şişli
83. Turkish Municipal Association
84. Turkish Aldermen's Association

CHAMBERS AND PROFESSIONAL ASSOCIATIONS

85. Ankara Chamber of All Service Vehicle Operators
86. Chamber of Maritime Trade

87. Chamber of Industry of the Aegean Region
88. Women's Rights Commission of Istanbul Bar
89. Union of All Chambers of Metalwork Artisans in Istanbul
90. Istanbul Chamber of Industry
91. Istanbul Chamber of Veterinarians and Veterinary Surgeons
92. Chamber of Sanitary Construction Engineers
93. TMMOB (Union of Chambers of Turkish Engineers and Architects)
94. TMMOB Chamber of Environment Engineers
95. TMMOB Chamber of Physics Engineers
96. TMMOB Chamber of Survey and Cadastre Engineers
97. TMMOB Chamber of Civil Engineers
98. TMMOB Chamber of Architects
99. TMMOB Chamber of Landscape Architects
100. TMMOB Chamber of City Planners
101. TMMOB Chamber of Agricultural Engineers
102. Turkish Medical Association - Chamber of Medicine of Istanbul
103. Turkish Association of Post-Graduate Agricultural Engineers
104. Union of Turkish Bars
105. Confederation of Tradesmen and Artisans of Turkey
106. Turkish Professional Union of Owners of Fine Art
107. Turkish Union of Chambers and Exchanges
108. Turkish General Federation of Automobilists and Drivers
109. Turkish Union of Chambers of Agriculture

TRADE UNIONS

110. DiSK
111. HAK-İŞ
112. TÜRK-İŞ
113. Employers Syndicate of Turkish Building Contractors
114. Roadworkers Union

HOUSING CO-OPERATIVES, UNIONS, CENTRAL UNIONS AND HIGHER ASSOCIATIONS

115. BATIBİRLİK
116. BEY KOOP
117. KENTBİRLİK
118. KONUTBİRLİK
119. TÜRK KENT
120. TÜRK KONUT

HOUSING AND BUILDING CONSTRUCTION INDUSTRY AND PUBLICATIONS

121. Wood Preservers Association
122. Archaeology and Art Publications
123. Arradamento Magazine
124. Aegean Association of Refrigeration Industrialists and Businessmen
125. Construction Materials Industrialists Association
126. Sanitary Construction Materials Manufacturers Association
127. Society of Heating, Ventilating, Air Conditioning and Sanitary Engineers
128. Mass Housing Builders Association
129. Turkish Union of Consultant Engineers and Architects
130. Turkish Union of Premixed Concrete
131. Turkish Union of Contractors
132. Turkish Union of Prefabrication
133. The Building Industry Centre

NON-GOVERNMENTAL ORGANISATIONS

134. AIESEC Turkey
135. Foundation of Sixtyeighters
136. Foundation for Research and Studies in Ahi Culture
137. Foundation for Repair, Maintenance and Conservation of Cemeteries in Ankara
138. Anthropological Society
139. Ankara S.O.S. Group
140. Research and Culture Foundation
141. Society of Archaeology and Archaeologists
142. Foundation for the Preservation, Development and Promotion of Hunting and Wildlife
143. Ayazağa Development Association
144. Aydınlar Ocağı (Association of Intellectuals)
145. West and East Mediterranean Secretariat for the Environment
146. Municipalities Planning Service Foundation
147. Beşiktaş Development and Social Welfare Foundation
148. White Point Foundation
149. Beyazıt Lions Club
150. Beyoğlu Platform Association
151. Turkish United Nations Society
152. Unity Foundation
153. Contemporary Lawyers Association
154. Contemporary Women and Youth Foundation
155. Association for Support of Contemporary Living
156. Environmental Protection and Packaging Material Recycling Trust
157. Foundation for Protection and Promotion of the Environmental and Cultural Heritage
158. Children's Culture Foundation
159. İstanbul Dalyan (Marina) Lions Club
160. Solidarity Foundation
161. Diyarbakır Environmental Volunteers Association
162. Society for the Protection of Nature
163. Peace With Nature
164. Preservation Society of Durusu (Terkos) Municipality
165. European Law Students Association
166. Association of Universal Brotherhood and Wisdom
167. Young Entrepreneurs Jaycees Association
168. Young Executives and Businessmen Association
169. Foundation for Aid to Destitute and Homeless People
170. Gümüşlük Academy Art, Culture, Ecology and Scientific Research Centre
171. Hacettepe Geologists Association
172. Helsinki Citizens Assembly - Turkey Section
173. ICOMOS Turkey
174. Human Rights Association
175. İstanbul Culture and Art Foundation
176. İstanbul Platform Foundation
177. İstanbul Art, Promotion, Research Foundation
178. İstanbul Social Ecology Group
179. Kadıköy Lions Club
180. Kadıköy Health Training Centre Foundation
181. Foundation for Women's Solidarity
182. Federation of Turkish Women's Organisations
183. Foundation for the Support of Women's Work
184. Women's Library and Information Centre Foundation
185. Association for Women's Rights Protection

186. Society for Survey and Study of Women's Social life
187. Women's Unity and Solidarity Foundation
188. Kocaeli Environmental Education and Protection Association
189. Kocaeli Provincial Co-ordination Committee of NGOs
190. Konya Cultural Society
191. Kubbealtı Culture and Art Academy Foundation
192. Kuruluş Group
193. The Society for Global Balance
194. MG Strategy Planning, Inc.
195. Mor Çatı (Purple Roof) Foundation for Women's Shelter
196. Nişantaşı Beautification and Preservation Society
197. Rotary International - Turkey
198. S.O.S. Mediterranean Association
199. S.O.S. İstanbullular Environment, Culture and Administration Co-operative and Platform
200. Şevki Vanlı Foundation
201. Tariş Union of Agromarketing Co-operatives for Cotton
202. TEMA Foundation (Turkish Foundation for Combating Soil Erosion Reforestation and Protection of the Natural Habitats)
203. Social Studies Culture and Art Foundation
204. Consumer Rights Association
205. Association to Protect the Consumer
206. Turkish Democracy Foundation
207. Foundation for Turkish Literature
208. Turkish Jurist Women's Association
209. Turkish League of Women
210. National Council of Turkish Women
211. Turkish Women's Cultural Foundation
212. Turkish Industrialists and Businessmen Association
213. Turkish Social Science Association
214. Turkish Association of Women University Graduates
215. Turkish Family Planning Association
216. Turkish Family Health and Planning Foundation
217. Confederation of Turkish Amateur Sport Clubs
218. Bahai Office for Habitat II
219. Foundation for Environmental Education in Turkey
220. Turkish Environmental and Woodland Protection Society
221. Environment Foundation of Turkey
222. Youth Reautonomy Foundation of Turkey
223. Earthquake Foundation of Turkey
224. Turkish Foundation for Religious Matters
225. Foundation for the Protection of Nature in Turkey
226. Economic and Social Studies Foundation of Turkey
227. Economic and Social History Foundation of Turkey
228. Turkish Journalists Association
229. Turkish Foundation of Voluntary Organisations
230. Human Rights Foundation of Turkey
231. Turkish Heart Foundation
232. National Olympic Committee of Turkey
233. Turkish Education and Solidarity Foundation for the Disabled
234. Turkish Confederation for the Disabled
235. Cinema and Audio-visual Culture Foundation of Turkey
236. Turkish Association for the Conservation of Nature
237. Turkish Association for the Protection of Historic Houses

238. Touring and Automobile Association of Turkey
239. Third Sector Foundation of Turkey
240. Turkish Foundation for Education- Inclined Children
241. Agronomists Association of Turkey
242. International Association of Plastic Arts
243. Twenty-first Century Educational and Cultural Foundation
244. Higher Education Training and Research Foundation

2.3. List of the Advisory Committee

- Doç.Dr. İhsan Bilgin (Yıldız Technical University Faculty of Architecture)
Dr. Necat Erder (HDA Advisor)
Prof.Dr. Mübeccel Kiray (Honorary Member of TÜBA)
Prof.Dr. Şule Özüekren (ITU Faculty of Architecture)
Prof.Dr. İlhan Tekeli, Head of Advisory Committee (METU Faculty of Architecture)
Prof.Dr. Ali Türel (METU Faculty of Architecture)

Secretariat of the Advisory Board

- Dr. Gürel Tüzün (Director of Habitat II Co-ordination Unit)
Efza Evrengil (HDA Foreign Relations Department Head)

PART B: PRIORITIES AND ASSESSMENTS

Part B will present an analysis to serve as the basis of a National Action Plan. First, it will provide a qualitative assessment of the development of the settlement system and housing situation in Turkey in the period of rapid urbanisation since World War II. This will help us understand what the general problem areas are and the underlying reasons. Secondly, it will attempt to offer a quantitative assessment of the problems. Figures will show contemporary performances related to settlement and housing. Following the qualitative and quantitative assessments, Part B will proceed with suggestions as to the kind of decisions and implementations that have been successful in Turkey. To what extent UN conferences have been influential in the Turkish context is a point that will be taken up in this respect. Developments subsequent to Habitat I, Global Shelter Strategies, and Agenda 21 will be investigated. The next point to consider will be the successful implementations in Turkey as regards sustainable settlements and housing. As pinpointing contemporary problem areas is not entirely adequate for working out a national action plan, it is also necessary to make forecasts of settlement and housing in the future. These forecasts will lead on to the priorities to be established in the areas on which the proposals of the National Action Plan will concentrate on. Such preliminaries will be useful in providing a basis for the priority areas and in reaching a consensus regarding them.

1. GENERAL EVALUATION OF TURKEY'S SETTLEMENT SYSTEM AND HOUSING CONDITION

In order to be able to evaluate developments in settlement and housing in Turkey, to bring the relevant problems to light and to elaborate a national action plan on the basis of emerging priorities, it is necessary to analyse the transformations experienced in the country in terms of its function as "a part of the world" system.

Turkey's settlement system has been re-structuring itself continuously to keep up with the changes in the world and in the country. The process of "re-structuring" creates new problems as well as offering new opportunities. It is not only the facts that change but society's perception of the nature of the problems, and opinions on the legitimate and desirable ways in which they may be solved also undergo modifications. Turkey is in a constant search for betterment as a result of such changing facts and viewpoints.

For a better understanding of the changes in the Turkish settlement system in the last twenty years, i.e. in the period between Habitat I and II Conferences, it is preferable to look into such changes in a lengthier period extending from World War II, after which in Turkey, as in many other developing countries, urbanisation accelerated when depeasantization and a rural exodus began. Like all other countries engaged in economic development. Turkey has been undergoing this process for the last fifty years. However, a universal process does not necessarily signify that individual countries lack in aspects that are specific to their own experience. The way countries experience urbanisation show differences that are in accordance with their strategies for economic growth and with the characteristics of their political regimes and administrations.

1.1. Developments in Economic Growth Strategies and the Nature of Political Regimes and Administrations: Two Areas Responsible for the Specific Features of Turkey's Settlement System

Three periods distinguished by different economic policies are to be observed in Turkey since World War Two. The first covers the period from the end of the War till 1960, during which the economy, enclosed within the home market before the War, was allowed to open up through modernising measures in agriculture; the private sector gained in importance within the discourse of liberalisation; and the railway-focused strategy for investments in infrastructure was replaced by that which prioritised highways. When such strategies soon led to serious difficulties in foreign payments, it was necessary to follow a protectionist industrialisation policy for import substitution, and the public sector retained its importance in the in spite of the private-sector-focused political discourse. The sec-

ond period covers 1960-1980, in which governments in Turkey as in many other developing countries, tried to implement a planned mixed-economy policy: an industrialisation policy geared for the home market and based on import substitution. Highway-focused infrastructure policies retained their importance also in this period. Such policies, and the two oil crises in the 1970s, which led to serious problems concerning the balance of foreign payments, resulted in fundamental changes in Turkish economic policies in 1980. the inward-oriented economic policy was replaced by a neo-liberal one, directed abroad and giving priority to economic integration with the world. In infrastructure policies, emphasis was placed on telecommunication investments necessary for an information society. New institutions were set up, necessary for a global economy. Public finance deficits which could not be prevented in the course of such changes, led to an unprecedented high rate of inflation.(2)

Turkey's present economic structure has emerged from the accumulated effects of the economic dynamics and different economic policies of the last fifty years. In this period, the structure of the agricultural sector changed from one geared to mere subsistence, or limited production for the local market, and adapted itself for specialised production aimed at the national or international market. While the agricultural production technology which had developed in the meantime, increased productivity, it also brought about a large-scale rural exodus.(3) But despite the considerable decrease in emphasis after 1980, the protectionist and "populist" pricing policies ensured the survival of small producers. This was able to curb the acceleration of rural migrations to a certain extent.

The achievements of the Turkish state and private sector during the inward-oriented industrialisation period, followed the Fordist line. The limited size of the home market prevented the birth of very large scale companies. However a high degree of monopolisation emerged in industrial production. In the context of the monopolist Fordist industrial structure, small producers have managed to survive by identifying market niches that allowed them to meet the demands of low-income groups. When the Turkish economy opened up to foreign markets in the post-1980 period, the private sector modified its structures and increased its partnerships with foreign capital, in order to enter foreign markets and to keep up with developments in technology. In line with the global transition to flexible production, small/medium-scale component-producing enterprises improved their relations with foreign companies and managed to make a niche for themselves in foreign markets. On the other hand, plans to privatise state industries which held a major place among the country's production forces, not only failed to be effective but also deprived the industries of the means of renewing their technology. As a result no adequate use has been made of such potential.

The construction industry has re-structured itself and continued to develop in the last fifty years. Development in the initial period was entirely geared to meeting the demands of the home market for housing and infrastructure: small entrepreneurs were active in the former area, and larger companies in the latter.

After the first oil crisis in 1974 and the ensuing contraction of the home market, major and medium-size companies developed their technology through contracts with oil-rich countries, diversified their work, and were competitive in the international markets. Small entrepreneurs, on the other hand, could only continue in housing construction. The bidding law and the license system which regulate contractor services in the construction sector were instrumental in orienting the sector towards commercial entrepreneurs rather than those with an engineering formation. Of the 150.000 contracting firms currently active in the construction industry, only one-third are predominantly established by entrepreneurs who have an engineering background. It is the latter group, however, that have been successfully competitive on an international scale.(4)

(2) Report of Yıldız Technical University, Faculty of Architecture.

(3) Report of Mübeccel Kiray.

(4) View of Society of Heating, Ventilating, Air Conditioning and Sanitary Engineers.

The production of building materials has developed in line with the construction industry. About 5000 firms are able to produce 350 varieties of building materials up to internationally competitive standards.(5) Conformity with international consumer guarantees and CE and ISO standards has been aimed, in view of Turkey's entry into the European Customs Union.(6) However, such developments have not led to the expected fall in the cost of building materials. As the increase in cost has generally exceeded the rate of inflation, the expected relative reduction in construction cost has failed to materialise.(7)

As distinct from such modern sectors as public and banking services, the formation of the service sector was, from the start, a small enterprise in which productivity per individual has, to a large extent, remained low. Later, in line with certain developments in inward-oriented industrialisation, dealer networks have been formed through the organising power of big industry capital. Dealers are generally small entrepreneurs gathered under the protection of big enterprises. After the 1980s, this sector too has been subject to transformation, two aspects of which are to be noted. First, long-standing commercial retailers were organised by big capital on an inter-settlement-chain basis, either in co-operation with foreign capital or individually. Secondly, new services emerged as necessitated by an economy improving its global relationships. The finance sector, having re-structured itself, is now able to offer new services. Also new service sectors are developing in response to the demands of an information society. As a result, small-scale enterprises continue to be widespread although they have lost ground in retail trade.

The opportunities which such developments created in the last fifty years failed to provide sufficient employment for the rapidly increasing younger population. The employment deficit gave rise to certain dynamics, one of which was emigration to foreign countries. Demands for unskilled labour by Western European countries, particularly by Germany, provided Turkey with a major labour market. Large-scale emigration, facilitated through official channels in response to the demand from Western Europe, continued from the mid-1960s till the mid-1970s. Although immigration was officially stopped as a result of the economic crisis in Europe in the mid-1970s, it still continues on an illegal basis in lesser numbers, while non-European directions are sought. Informally organised middlemen and the PKK play an effective role in organising illegal emigration. Other means of employment for this work-force led to an inflation in the service sector and expansion in the informal sector. Also, the public sector was inflated as a consequence of political patronage (clientelism) and widespread covert unemployment in the agricultural sector.(8) Far from falling, overt unemployment rose, especially in the underdeveloped regions of the country. Figures estimated by the State Planning Department for April 1994, were 12.8 percent unemployment and 9.2 percent employment deficit in the cities. Percentages of unemployed youth were as high as 23.9 in urban areas and 32.4 among the educated.(9)

In the past fifty years, Turkey has had the means to increase her GNP by about 6 percent, and reached the medium level of development among developing countries by raising her GNP to 2200 dollars per capita in 1994. This is equivalent to 5230 dollars per capita, based on purchase power parity in 1992.(10) However, as development was not widespread, she failed to improve the distribution of wealth, and to reduce the differences among the various regions. In 1994, gross domestic product per capita was 5924 dollars in Kocaeli (the highest), and 514 dollars in Ağrı (the lowest). Such statistics show that the difference among the provinces in gross domestic product per capita could reach a factor of 11.5.(11)

(5) Report of Construction Materials Industrialists Association.

(6) View of Society of Heating, Ventilating, Air Conditioning and Sanitary Engineers.

(7) View of TÜBİTAK.

(8) Report of TMMOB Chamber of Civil Engineers, İstanbul Section

(9) Report of the State Planning Organisation, Seventh Five Year Development Plan 1996-2000, Official Gazette, 25 July 1995, p.43

(10) Human Development Report 1995, UNDP, New York, 1995, p.156.

(11) SIS, News Bulletin, 8 April 1996.

According to the recent UN publication Human Development Index, which is a better criterion than the GNP, in the report for 1995, Turkey is placed 66th with 0.792 points, and also among the ten countries that raised their human development index most rapidly in 1960-1992. In the Gender Development Index according to the same report, Turkey is placed 45th with 0.744 points and for the years 1970-1992, fifth, for raising her index, but 98th with 0.234 points, well down in the Gender Empowerment Index.(12)

The transition from a single-party to a multi-party political system is the second most important change that is responsible for the specific features of urbanisation in Turkey after World War II. The experiment in democracy has managed to survive despite several military interventions. In Turkish public opinion the legitimacy of a non-democratic regime has been indefensible. The democratic process was led by political parties with powerful patron-client relationships. Populism has dominated political decisions for the last fifty years, even during periods of military intervention. The distribution of high rents produced by rapid urbanisation has had an important function in the clientelist relations of the political parties and the pursuit of populist policies. Such policies have created problems in regulating spatial order of urbanisation, but they have also served to ease social tensions.

The transition to the multi-party system after World War II has not resulted in the decentralisation of the political structure. In fact, Turkey has continued to strengthen her centralised governmental structure over the years. The link between better democracy and decentralisation became more prominent in the latter half of the 1970s. The New Local Administration Movement which began to gain ground in these years spoke out in favour of stronger local governments.(13) This movement created a general positive consensus among political parties in respect to local administration, but was not effective. Some steps were taken in 1984 to strengthen municipal governments, but these were not followed by complementary measures. The same holds true for the concept of participation for a better democracy, which was introduced in the political discourse of the late 1970s, but not effectively upheld. The underlying reasons for the failure to boost local administration and to put democratic participation into practice may be sought in the absence of a civic society tradition, and also in the manipulative measures stemming from the practice of political patronage. This gives rise to a situation in which there is no effective, organised civic domain which has political power and can influence democratic practices.(14)

1.2. Transformations in the Settlement System in Turkey

Turkey is in a continuous process of transformation which is linked to economic and political change. It would be inadequate to define a settlement system only on the basis of the spatial distribution of a country's population. What need also to be considered are the spatial distribution of capital and the various systems of infrastructure that link settlements.(15) It is best to conceptualise the Turkish experience of settlement transformations on three different levels: (1) Macro features of the transformation in the settlement system, (2) differentiation of settlements in size, and (3) the spatial transformation of each individual settlement and their process of growth.

The two fundamental processes that determine the transformation undergone by settlements in the country are the spatial re-distribution of population and capital. The spatial re-distribution of popu-

(12) Human Development Report 1995, Oxford University Press, 1995.

(13) Report of TÜRKKENT.

(14) Report of İstanbul Promotion Research Foundation.

(15) Report of İlhan Tekeli.

lation is brought about through the combination of two different phenomena: the first is the population increase in each region or settlement, the second, net in or out migration. In Turkey the rate of population increase runs parallel to the industrialisation process. The rate of population increase which was 2.8 percent in the 1950s fell to 1.6 percent in 1994.(16) Turkey is in a demographic transition process which is made clear in Table 1. A successful transition has taken place without government compulsion or major technical assistance. Other Middle Eastern countries have not achieved similar success. The characteristic demographic features of the Turkish population may be considered closer to those of Central and Eastern European countries than to those of Middle Eastern societies.

However, the point reached in the process of transition reveal major urban-rural and regional differences. According to the data produced by the 1993 Turkish Population Research, total fertility rate is 2.4 percent in the cities, 3.1 percent in rural areas, 2 percent in Western Anatolia, and 4.4 percent in Eastern Anatolia.(17)

Migrations, which exhibit a certain complexity, constitute the second process that determines spatial transformation in regard to population increase. As mentioned above, inadequate employment has led to various forms of emigration from Turkey to foreign countries. But Turkey also happens to receive Muslim and Turkic immigrants from neighbouring countries where there is political unrest. This process started in the second half of the 19th century when the Ottoman Empire welcomed and resettled hundreds of thousands of Turkish, Bosnian, Albanian, Circassian, Abkhazian, Chechen and other refugees fleeing from their lands. The new incoming immigrants tend to settle in regions where there is already an accretion of immigrant population from earlier periods.

TABLE 1
Data On The Demographic Transition Process

	Total Fertility Rate	Child Mortality (in numbers)	Final Number of Children	Net Reproduction Rate	Child Mortality rate (per thousand)	Life Expectancy	at Birth	
						Male	Female	Total
1945-50	6,85	2,91	3,94	1,98	260	36,68	39,59	38,10
1950-55	6,62	2,64	3,98	2,00	233	41,96	45,16	43,52
1955-60	6,26	2,20	4,06	2,03	203	44,68	48,63	44,61
1960-65	6,10	1,88	4,22	2,11	176	47,93	52,02	49,93
1965-70	5,70	1,48	4,22	2,10	151	51,07	55,27	53,12
1970-75	5,59	1,37	4,22	2,10	139	52,99	57,30	55,09
1975-80	5,05	1,09	3,96	1,97	126	54,78	59,37	57,01
1980-85	4,11	0,78	3,33	1,65	109	56,88	61,32	59,04
1985-90	3,29	0,36	2,93	1,45	67	62,67	67,26	64,91
1990-95	2,70	0,22	2,46	1,22	47*	65,40*	70,00*	67,70*

Source: S.I.S. The Population of Turkey 1923-1994 Demographic Structure and Development, Ankara, 1995.

SPO: Seventh Five Year Development Plan 1996-2000, Official Gazette, July 25, 1995

* 1994 estimate.

(16) S.I.S. The Population Development 1923-1994, Ankara 1995, p.5

(17) Türkiye Nüfus ve Sağlık Araştırması 1993 (Population and Health Survey, Turkey 1993) DHS, 1994.

Migrations within the country also follow certain directions. The first are migrations from rural to urban areas. Such migrations which held a primary position in the totality of migratory movements from the 1950s to the 1980s, have lost their importance parallel to the falling share of the rural areas in the population. On the other hand, there has been a considerable rise in inter-city migrations since the 1980s. The second tendency to be observed in internal migrations is that which is motivated by lack of employment and by job opportunities in the more developed regions of the country or in the cities. In such cases, migrants constitute a more qualified work force and a selective process seems to be in operation, whereby migrations lead to a further decline in the local potential for development.(18) In the last decade, lack of security and evacuation of villages in Eastern Anatolia have also led to displacement of people.(19) The government has evacuated a number of small villages in this region because of the pressure put on local people by the terrorist movement to obtain logistic support. The population so displaced in the last twelve years is about 300.000. Furthermore, the building of dams have forced a large number of families to move: 75.000 families have been displaced on this account in 1975-1995.(20)

The second process that determines the transformation of settlement is the spatial re-distribution of capital. By capital is meant that which is invested as real estate, means of production and infrastructure. The above process is affected by the capital accumulation of the local inhabitants, their power to influence governmental decisions, and locational advantages of the area that may attract local and foreign capital. Nevertheless, in this complex process it is possible to observe certain regular tendencies that vary according to the type of venture. Small entrepreneurs generally tend to expand their business where they are. As the scale of their enterprise grows bigger, they become more perceptive of opportunities further afield, and what emerges is a tendency for deconcentration on an urban scale. Holding companies controlled by a family generally tend to decentralise in regions where the company headquarters are located. However, institutionalised big or foreign capital which is not under family control, look for investment opportunities on a national scale, and decide on their locations independent of local ties. Another tendency to be observed is the migration of businessmen from the underdeveloped to developed regions, with the intention of investing their accumulated wealth. The diversification of the Turkish finance firms and the institutionalisation of the market for capital have given mobility to personal wealth. Such development is likely to facilitate the flow of capital which would normally be expected to develop the economic advantages of a particular area. But the conditions peculiar to Turkey in this period have prevented this from materialising.

It is also possible to consider the settlement system entirely as a product of the accumulation of wealth instead of relating it to the spatial re-distribution of capital.(21) The first type of relationship between the Turkish settlement system and the accumulation of capital has certain advantages in that it explains some of the current problems. However, it will also keep us from perceiving much that can be done in the way of improving the settlement system. Therefore the hypothesis preferred as the basis for this report is the second type of relationship which is of a more flexible nature.

The macro features of the transformation in the Turkish settlement structure brought about by the spatial re-distribution of population and capital may be described as follows: (1) the rising rate of urbanisation, (2) concentration in coastal regions, (3) uneven spatial growth, and (4) the intensification of the network of relationships among settlements.

(18) Report of the Association of Municipalities of the Southeast Anatolian Project Region.

(19) Views of the Human Rights Foundation of Turkey as expressed at Habitat II Preparation Meetings.

(20) View of the Chamber of Survey and Cadastre Engineers; View of DSI (State Hydraulic Works).

(21) Report of İhsan Bilgin.

TABLE 2
Statistical Data on the Urbanisation Process

Years	Total Population of the Country (1000)	Settlements of 10.000+ (1000)	Percentage of Urban Population %							Percent Contribution to Urban Increase			
				(1)	(2)	(3)	(4)	(5)	(6)	Net Migration	Change in definition	Natural Increase	Total
				(1000)	(1000)	(1000)	(1000)	year %	year %				
1945	18.790	3.442	18,3	214	50	76	340	2,2	1,9	62,9	14,7	22,4	100
1950	20.947	3.782	18,1	904	210	529	1643	2,8	7,2	55,0	12,8	32,2	100
1955	24.065	5.425	22,5	964	330	589	1883	2,9	6,0	51,2	17,6	31,2	100
1960	27.755	7.308	26,3	1027	390	658	2075	2,5	5,0	49,5	18,8	31,7	100
1965	31.391	9.383	29,9	1939	650	782	3371	2,5	6,1	57,5	19,3	23,2	100
1970	35.605	12.754	35,8	2072	630	1251	3953	2,5	5,4	52,5	15,9	31,6	100
1975	40.348	16.707	41,4	1692	440	1491	3623	2,1	3,9	46,7	12,1	41,2	100
1980	44.737	20.330	45,5	2582	650	2328	5560	2,5	4,8	46,4	11,7	41,9	100
1985	50.664	25.890	51,1	2654	700	2561	5917	2,2	4,1	44,9	11,8	43,3	100
1990	56.473	31.805	56,3										

(1) Net Migration to the Cities
 (2) Due to Change in Definition
 (3) As a Result of Natural Increase
 (4) Total Increase in Urban Population
 (5) Rate of Total Population Increase in the Country
 (6) Rate of Increase in Urban Population

Source: S.I.S., The Population of Turkey 1923-1994 Demographic Structure and Development, Ankara, 1995.

Turkey has experienced a high rate of urbanisation since the end of World War II. If settlements of over 10.000 population are to be accepted as cities, we observe that the rate of increase in urban population has gone up from 18.3 percent in 1945 to 56.3 percent in 1990. The process may be followed in greater detail in Table 2. The rate of urban population increase has continued to be more than twice as high as the nation-wide rate. The highest rate of increase was in the years 1965-1970, with 6.1 percent. In the 1990s the rate has been estimated as 4.1 percent.(22) If settlements with a municipal organisation are to be accepted as cities, then the rate is seen to have gone up from 27.7 percent in 1945 to 74.6 percent in 1994. Whatever the criterion that serves to define a 'city', it is quite obvious that Turkey has gone a long way in the urbanisation process in the last half-century.

The fact that cities have not been able integrate and assimilate newcomers within a social network despite heavy urban accretion has been a continuous source of social criticism. Two related conceptual terms, urbanisation (kentleşme) and becoming urbanised (kentlileşme), have emerged from the critical debate, the second of which seems to have no equivalent in Western languages. While urbanisation means the concentration of population in a particular area, becoming urbanised signifies the

(22) Report of the Ministry of Public Works and Settlement, General Directorate of Technical Research and Implementation.

process by which the individual city-dweller adopts urban values, makes use of the opportunities offered by the urban environment, and is integrated in the urban way of life.(23) In recent years, the latter term has acquired an additional meaning whereby it also connotes "assuming civic responsibility as an urban citizen". When the new urban masses who have lived in cities long enough and made use of the opportunities, but fail to adopt urban values, they are "caught in between" and experience alienation: a consequence brought about through the dissolution of peasantry. What, in Turkish, is called "arabesque" culture, a hybrid, urban "subcultural" phenomenon that has become widespread since the 1970s, is in fact a response to the conditions of urban alienation.(24)

Particularly in the last twenty years, population and capital have begun to accumulate on the coasts of the Marmara, the Aegean, and the Mediterranean, a process which is described as concentration in coastal regions. This process is the result of various dynamics. The first has to do with the building of a large number of "second" houses on the coasts for holiday or speculative purposes, as a consequence of the rise in private car ownership and changing patterns in life style. The second is related to the measures encouraging large-scale investments in tourism, particularly after 1980. Moreover, such developments in the tourism industry have attracted a wide number of small entrepreneurs and have led to coastal areas gaining in priority in public capital expenditure for infrastructure. Finally, we may add that the advantages inherent in the tourism industry have become more prominent since the country's economy began to open up to international markets in the 1980s.(25)

The spatial distribution of population and capital has led to an uneven spatial distribution of wealth on a country-wide scale. Spatial inequality reproduces inequality for the individual. The two underlying reasons for the existing inequality pattern in Turkey can be explained together as follows: first, the distribution of resources is determined by market processes, a fact known to result in uneven growth. But in order to understand why uneven growth works to the disadvantage of certain regions, one has to investigate the historical reasons and the directions taken in Turkey's foreign economic relations.(26)

In respect to economic growth and spatial transformation, Istanbul, Izmir, Ankara, and Adana constitute the first group of provinces which can be described as a "growth pole" because they hold the lion's share in population and income. Economic policies after 1980 have to a certain extent reduced the importance of Ankara and Adana in this group. Such poles are expected to affect growth in neighbouring provinces and to help them increase their share in the spatial distribution of capital, and in some cases, in the distribution of population. As Istanbul and Izmir have functioned in this way (but not Ankara or Adana), provinces in the Marmara and Aegean regions have become prominent as a second group. A third group are Hatay, İçel, Antalya and Muğla, coastal provinces in the South, whose share in population and income have also risen. This group has benefited from its mild climate and the process of concentration in coastal regions. A fourth group, consisting of such regional centres as Diyarbakır, Elazığ, Erzurum, Eskişehir, Gaziantep, Kayseri, Konya, Malatya, Samsun, Sivas, Trabzon, and Van have also increased their share in the re-distribution of population and income, but such provinces have not been successful in producing the dynamics necessary for the development of the whole of their respective regions, and can only provide services for their immediate environment. A fifth group consists of Eastern and Southeastern provinces such as Adıyaman, Ağrı, Bingöl, Bitlis, Hakkari, Mardin, Muş, Siirt, and Urfa, where there is an increase in population, due to the still high fertility rate, but a fall in the share of national income, due to slow economic growth. The considerable number of provinces outside the above-mentioned groups but bordering on the provinces in the fourth group, must be thought of as a sixth category. Their share in the spatial distribution of capital is inadequate, but they have been affected by the demographic transition and mig-

(23) Report of the Ministry of Public Works and Settlement, General Directorate of Technical Research and Implementation.

(24) Report of the Association of Municipalities of the Southeast Anatolian Project Region.

(25) Report of TMMOB Chamber of Architects.

(26) Report of METU Department of City and Regional Planning.

rations and are therefore better off than the Eastern provinces in the fifth group because they have relatively fallen in population.

The land that lies south of the Istanbul-Ankara-Adana highway, embracing the first three group of provinces and some regional centres like Konya and Eskişehir, are in a particular advantageous position with regard to the dynamics of development. Also in this part of the country are such centres as Denizli, which have successfully adapted to the world-wide mode of flexible production. The regional centres that fall east of the Istanbul-Ankara-Adana highway are not strong enough to create development dynamics. The existing development dynamics of the country can reproduce only such a spatial differentiation.(27)

A description of the transformation of the settlement system also calls for an account of the developments in infrastructure that provide the means of transportation and communication among settlements. Inward-oriented economic policies and tendencies to strengthen central administration from the 1930s to the 1980s were responsible for the development of the infrastructure network geared to integrate the home market and to ensure that central administrative control was felt everywhere in the country. Before World War II, the aim was achieved by developing a railway system. In the post-war period, attention shifted to the development of highways, which, after the 1950s, improved in quality and expanded their network in line with increasing demand. Internationally oriented economic policies were reflected on infrastructure in three areas. First, through the rapid development of telecommunication systems, Turkey has tried to enter global cyberspace. Second, large investments were made to link the growth poles of the country by means of the international motorway network. Although the project is not yet fully completed, it has changed the distance-time matrix both between the growth poles and between those poles and European countries. Third, airlines and airports were improved and increased in number. Unlike Europe, Turkey has not been interested in fast trains and improved railways, as international orientation has meant developing close relations with distant countries rather than with her immediate neighbours.

The next point to be looked into after the macro features of the development of the Turkish settlement system, is changes in the differentiation in size of the settlements. For an adequate description of urbanisation in a country, it seems necessary to go beyond an investigation of changes in the rate of the process. As the size of settlements differs according to the functions they assume, one must also know their distribution in size. The general pattern in developing countries is that a primate city becomes dominant as a result of overgrowth. Such a city may serve as a major opportunity for the country in catching up with the world, but it can also hinder the development of other regions in the country. Measures to stop the growth of a primate city may figure prominently in a country's political discourse. Therefore the question of judging country-wide settlement distribution on the basis of size becomes particularly important. In order to be able to do this, one must check if the settlement system follows the rank size rule. According to this rule, settlements follow a certain sequential order according to size, and the size of each settlement must be equal to the figure arrived at as a result of dividing the population of the biggest city by its rank in the sequence. For instance, the second biggest city in a country is expected to be only half the population of the biggest. It is generally assumed that in countries like Turkey, large in population and size, if the population is evenly distributed among settlement sizes, then the rank size rule will be observed. In the pre-republican period when the difference in proportion between Istanbul, the biggest city, and Izmir, the second biggest, was 5, and the distribution of settlement sizes in Anatolia was far from conforming with the rule. But the decision to move the capital of the new republic from Istanbul to Ankara, policies for the integration of the home market by a railway system, and setting up industries in the small settlements on the railway network in line with import substitution policies, were wise steps in the transition towards an even distribution of settlement size. Transition to a multi-party political regime after World War II, also produced similar results, as governmental decisions for public investments led

(27) Report on The First National Human Development Conference, Ankara, Turkey, 1992, pp.43-57.

to a policy for balanced regional distribution. As a consequence, by the 1960s, the distribution of settlement size in Turkey was in conformity with the rank size rule. Istanbul was the biggest city in the country but not the only one dominant in the economy. However after 1980, internationally oriented economic policies accelerated the growth of Istanbul, resulting once more in a deviation from the rule in the distribution of settlement size.

The population of metropolitan Istanbul, the largest settlement in the country, rose from 975.000 in 1950 to 7.521.000 in 1990. In each decade within a period of forty years, the city has doubled its population: the indication of a very high growth rate. In 1985-1990 the rate of growth in the metropolitan area reached 46.3 per thousand. One-third (500.000) of the total (1.500.000) was a natural rise, two-thirds (1.000.000), the result of net migrations.⁽²⁸⁾ The population in 1995 was estimated as 9.400.000. By the year 2000 it is expected to be over 11.000.000, whereby Istanbul will take its place among the twenty-three mega-cities in the world, with a population of over 10.000.000. Nevertheless, such estimates might not be entirely sufficient for us to conclude on Istanbul's excessive growth, as the rate of growth in the city has not exceeded the rate of country-wide urbanisation. Istanbul's share of the total urban population of Turkey has remained stable at around 25 percent. Whatever the statistics, there is widespread social concern about the overgrowth of the city, which stems from the experience of living there. The city has not been developing according to rules considered legitimate by society and the quality of life has not improved to meet the expectations of its inhabitants. This view is in line with the complaints which, those who often referred to the concept of "mega-city", wanted to draw attention to.

However, discourse on Istanbul in the last few years has all but eliminated the above concept, replacing it with "world city", which may be taken as an indication of the way Istanbul is perceived as a city of opportunities, despite the problems. Replacing the plaintive term "mega-city", the new concept seems to offer a programme with a claim for the future. Istanbul, which was a "world city" for over 1500 years from 330 A.D. to the end of World War I, lost this position after the Russian Revolution and as a result of the policies of the new Turkish Republic. But the inclination to recapture the lost position reappeared on the agenda after the dissolution of the Socialist Bloc and the changes in the economic policies of Turkey. Currently, nations can keep up with economic competition only by means of a metropolis on its way to becoming a "world city".

It would be inadequate to describe the transformation of the Turkish settlement system only with reference to the relationships between settlements and their positions. It is also necessary to describe the transformations experienced within each settlement. One can observe three different influences on the transformation in the forms of the Turkish settlements. The first consist of changes in the functions of the cities and in the forms of control operating in their "hinterland", as well as new forms of social stratification. The second consist of developments in the building supply modes and in the organisation of transport facilities within the city. The third is the growth in the size or the scale of the settlement. It is possible to observe the combined influence of these three factors in the changing form of the Turkish cities in the last twenty years.

The first type of influences become evident when we consider the city in transition from a pre-industrial to an industrial society. Transition from an industrial city to an informational city will also produce similar changes. A pre-industrial city assumes the function of providing such services as trade, etc., limited non-agricultural production, and public administration for maintaining law and order. All such functions take place within the centre of the city. Surrounding are residential areas which reflect the social stratification.

In the transition to industrial society, the city begins to undergo a re-transformation according to the strategies for industrialisation. In line with this process, the growth of the small-scale producer, the flow of commercial capital into industry, or the involvement of state enterprises in industrialisation,

(28) Report of the Istanbul Platform.

all have different effects. In the first case, when small producers concentrating in the city centre have been sufficiently successful to operate their business on a medium scale, they move out to the outskirts. The concentration area of the small producers around the city centre serves as an incubator for fostering small entrepreneurs. Transition from commerce to industry is a common phenomenon in Turkey. Entrepreneurs who have accumulated enough capital to be able to set up medium size industries, will tend to do so on the outskirts of the city. Large-scale state industries, on the other hand, can more easily detach themselves from the city and settle on campuses at a distance from the centre. In the industrial city, economic operations will produce a demand for a considerably sophisticated finance and banking sector and other services which will find a place for themselves in the centre. Medium size and big industry settling around the city will attract cheap labour. In Turkey this has materialised in the form of squatter (gecekondu) belts round the cities. If private car ownership is not widespread, residential areas of the high and medium income groups will be located between the city centre and the squatter belts. Depending on the way urban transport facilities are organised, the location of residential areas can shift according to the formation of the city. Turkish cities can be said to have undergone such a transformation from the 1950s to mid-1970s.

In an industrially more advanced society, settlements where big industry has developed will be expected to acquire a metropolitan structure. For the formation of such a structure, there have to be sophisticated transport and communication networks, and a fully operational system of regulation and control for the protection of urban development against *faits accomplis*. At this stage industry can spread out even further away from the city. This kind of expansion leads to a distinction between the industry's daily administrative functions and its controlling functions. While daily administrative functions tend to be decentralised with the industry, the controlling functions will remain within the central business district: developments in the means of communication will not eliminate the importance of face-to-face encounters. Industry will detach itself from the main city and will find its place in specialised, self-sufficient "satellite" cities. Around the metropolis there will be residential suburbs, industrial suburbs, and finally, satellite cities. There will also be agricultural areas and empty spaces in between the now transformed metropolis, the suburbs, and the satellite city. Thus, instead of a physically integrated city, there emerges a metropolitan structure from a network of settlements in an area the diameter of which can extend as long as 150 kilometres. It is possible to say that in Turkey since the mid-1970s, the objective conditions have begun to materialise for a transition to metropolitan structure. On the other hand, the major industrial cities in Turkey have experienced the formation of an overgrown industrial settlement rather than a transition to metropolis.

The growth of cities in Turkey till the mid-1970s may be compared to an ink spot. In this period, due to the nature of building supply modes, cities generally developed through the gradual accumulation of houses. Furthermore, the organisation of urban transport facilities did not allow for detachment from the built up areas. Thus densely built cities spread out like ink spots, giving rise to "demolish-rebuild" modes of supply in the city centres, to the destruction of historical and cultural values, to higher densities, to the elimination of green spaces, to inadequate conditions in social infrastructure, and finally to a continuous decline in the quality of life.

Objective conditions began to change from the mid-1970s onwards. Building supply modes in the city allowed for the accumulation of capital and for the supply of large developments, such as mass housing. The number of small industrial estates and organised industrial parks rapidly increased. Building co-operatives were formed for the collective construction of business places. There was a growing trend for building campuses for such public services as universities and hospitals, and for the headquarters of the major companies in the private sector. Thus a transition took place in the growth of the cities from the gradual accumulation of houses to large scale developments "attached" to the city. Even large tracts of land were made available for gecekondu through mafia-like illicit dealings. With the development of the car industry after 1970, private car ownership became more common. Private firms and public institutions preferred to set up shuttle services for their employees to and from work, a practice which has become widespread. These are developments that can lead to urban growth with a consideration for empty space, i.e. for the emergence of a metropolitan structure.

However, in the current situation, cities are seen to grow without any concern for empty, unbuilt spaces.

Similarities in city formation do not necessarily mean that a city's growth process has not changed, as different processes can bring about similar results. Populist political tendencies have worked both ways: those who did not want to pay high land rents were allowed to get away with it while those who had a vested interest in keeping the rents high were also given a chance. Growth in large tracts and easy ways of avoiding rent paying, led to scattered developments round the cities. Landowners in areas with empty space had a vested interest in land rent and built in greater concentrations, filling up the empty space. Although building supply modes and means of urban transport can now allow for a transition to a metropolitan form, this cannot materialise because populist politics have been too powerful, there is no disciplined, regulatory or monitoring mechanism in operation, no planning or implementation.

Developments subsequent to 1975 have led to certain differences in the formation of the city, in contrast to the previous period. The building of office blocks and industrial estates away from the centre of the city, has helped to release, especially in big cities, production and other environmentally unfriendly activities from the centres. Production functions have declined in the centres, while control functions and the services they require have risen, in addition to wholesale and retail trade. The incubator function of small producers has also been transferred to the industrial estates on the outskirts. With the expansion of the cities, the CBDs (Central Business Districts) have moved to new areas and transformed the residential buildings around them into offices. The newly developing control functions and their requirements for large numbers of offices, and even the effects of the current global trend towards information society, are factors responsible for the building of new prestigious high-rise blocks and for the move out of cities in line with transport and distance-time considerations. The changes that have taken place in the distribution of business and industrial areas in the city, combined with the increase in urban scale and changes in the organisation of transport facilities, have also led to important transformations in residential areas. With the rise in private car ownership, it has been possible to start building suburbs for high and average income groups away from the centre and beyond the "gecekondu" belt. In the old gecekondu areas, the squatter units have transformed into poor quality multi-storey buildings. Plans are under way to the renewal of the gecekondu bordering on the residential areas of high income groups and to replace them with high quality housing. (29)

1.3. Changes in the Housing Condition in Turkey

The most important problem facing rapidly urbanising countries like Turkey is that of providing adequate housing for the migrants from the rural areas, and for the large masses who lack the skills required for urban life. What most complicates the solution to this problem may be explained as follows: as there is no comprehensive and efficient social security system, (30) a house is not only a means of accommodation but a security for the future, a means of investment and if need be, a collateral for a loan. Therefore, the demand for housing also signifies a need for investment, beyond the immediate need for accommodation for a household, so much so that in some cases demands from a household can well exceed the number necessary to meet the present and future needs of the parents as well as their children. (31) This kind of situation has sometimes led not only to a concentration of investments that are independent of actual needs or that exceed them, and to over-

(29) Report of Mass Housing Builders Association.

(30) View of the Ministry of Public Works and Settlement.

(31) Report of Şule Öztürkren.

production, but also to a total concentration of investment in house ownership, to a rise in speculation, and to powerful divisions between households as urban property owners.(32)

Within the dynamics of an urbanisation process lacking in strong industrial impetus, the housing sector is seen to be an important factor in determining local accumulation processes and social structure. In this context, it becomes difficult to meet housing needs, housing supply modes are polarised and reduced to a small number of stereotyped processes, groups excluded from house ownership increase in numbers, inequalities become more conspicuous, and the means of control necessary for the housing sector to operate outside such patterns become restricted.(33)

The demand that arises from such complex influences, is met in a way determined by factors such as the composition of households, the structure of the labour market, the value of land, modes of ownership, means of funding, the degree of government subsidy, modes of organisation and control, and the structure of the construction industry. The Turkish experience has shown that the best way to evaluate possible solutions is to conceptualise them in terms of housing supply mode categories. A "housing supply mode" is a concept that signifies the way "actors" as different as household members, official or unofficial finance mechanisms, construction companies, local and central governments define their "roles". It also signifies the nature of the relationship of these actors, and the way their authority is distributed in decision making.

The Turkish experience shows that there is no great diversity in meeting the demand for housing but only a few available supply modes that have emerged in time.(34) The formation of every building supply mode has been affected to a large extent by the prevailing conditions, i.e. it is context-dependent. The modes that have developed do not fit the institutionalised patterns of professional practice but appear to have emerged from *faits accomplis* /accomplished facts encountered in practice. Such facts can even mean a total denial of institutionalised urban development regulations. When the existing housing supply modes are inadequate or face serious difficulties, they change their internal relationships, i.e. structure, to conform with new conditions. When such re-structuring fails too, new modes are formed. An approach to the housing problem through the conceptualisation of supply modes is superior to the approach by means of housing indicators.(35)

It can be said that the only mode in the immediate post-war period was the individual mode of housing supply. Before the War, when the individual mode of supply became inadequate in Ankara, the new capital, whose annual growth rate then was 6 percent, the first housing co-operatives and squatters (*gecekondus*) began to emerge. But this was not a country-wide development. The individual supply mode may be defined as an initiative on the part of an individual who bought a plot of land, had plans drawn up for a house, applied to the local municipal office for permission, and had the house built by a small contractor. This mode proved to be inadequate in meeting the rising demand for housing in the post-war period for several reasons. First, the proprietor had to organise the process just once and on his own initiative, though at times he could rely on professional help. More importantly, as rapid urbanisation after the War led to a sharp rise in land prices within a system that could not even offer enough plots suitable for building, the urban middle classes could not afford to pay for the land and the house to be built on it. Naturally migrants of the rural exodus had no hope at all.

(32) View of Murat Balamir, METU Centre for Housing Research.

(33) Report of TÜBİTAK.

(34) Report of TÜBİTAK.

(35) Report of İlhan Tekeli.

Gecekondu and the "build-and-sell" mode of supply were the only two ways that emerged in time and served to ease the deadlock. Migrant groups from rural areas, who held no regular jobs, who had low, fluctuating income, who could not meet the legitimate bureaucratic requirements for building a house, began to build gecekondu, mostly on public property, initially near the labour market then moving further afield to topographically unsuitable land. These could be built over and over again after each demolition. This development confronted society with an intriguing problem of legitimacy. On the one hand, governments could not provide the means for migrants through legitimate channels, on the other, the demand for labour by the newly developing industries justified the migrants' claims. From 1948, when gecekondu residents increased in numbers and became significant in the democratic process as constituents, their rights on the land were legitimised through amnesties issued at various dates. However, governments generally avoided legitimising the process as a housing supply mode till a law was passed in 1966 establishing that gecekondu would be subject to different urban development regulations. According to this law, 808 gecekondu rehabilitation zones (16.174 hectares) were set up, which were provided with basic infrastructure from a special gecekondu "fund", in 202 demolition zones (1.325 hectares) gecekondu were demolished; and 627 gecekondu prevention zones were set up, some of which were nevertheless taken over by the gecekondu in later years.(36)

The principal concern underlying the various gecekondu amnesties and the law passed in 1966 was to provide gecekondu owners with a sense of security in urban life. In gecekondu areas enjoying this security, the quality of housing has improved. So has, to a certain extent, the quality of the infrastructure, thanks to political patronage. (In this sense, gecekondu in Turkey differ from their counterparts in Latin America.) Such developments have commercialised gecekondu building. Gecekondu are no longer just a means of accommodation but have become a means of investment that can benefit from the urban accumulation of rent.(37)

Scarcity rents were a consequence of inadequate planning and the inadequate supply of suitable land by local administrations to meet the needs of rapid urbanisation. This, combined with the regulations that compelled a single owner to build on a single plot of land, led to a crisis for the middle classes for whom house ownership became impossible. The crisis was overcome by resorting to "apartment" housing developments and individual flat ownership, made possible by a law. Two practices enabled individuals to form collective groups to pay for the high prices of land and become flat owners: the "build-and-sell" mode and housing co-operatives. Regulations permitting individual flat ownership were on the political agenda first in 1948, but became law only in 1965.

The "build-and-sell" industry was a small enterprise with small capital. The contractors obtained building permissions for the apartment blocks after having agreed with the landowners on the number of flats to be theirs. Having started building, the contractor then sold off the remaining flats in the course of the construction, often managing to build more than one at the same time on very small capital. For this system to work and be profitable, the land had to have high building rights. This mode of supply was put into practice as a result of agreements between contractors and owners of old houses, after the building rights were increased in the older neighbourhoods of the cities. The build-and-sell industry continued as a generally law-abiding practice, meeting the needs of groups who would not risk breaching the laws. Nevertheless the legitimacy of this supply mode has always been questioned. The problem remained on the agenda because this practice put a great deal

(36) Report of the Ministry of Public Works and Settlement

(37) Report of TMMOB Chamber of Civil Engineers, İstanbul Section.

of pressure on the authorities to increase building rights, many buildings were torn down while still technically new, the historical fabric of the neighbourhoods was damaged, and unhealthy environments were created.(38) This mode reached a bottleneck after the late 1970s, mainly because of the high cost of supply.

Co-operatives that developed as an alternative mode, gained in some importance in the 1960s with the support of the Social Security Organisation (SSK) which provided funding only for this mode of supply. However, they did not become widespread. In 1963-1984 the SSK funded 233.000 housing developments: 10 percent of the housing in Turkey. This mode of supply could not expand because it aimed at working class families only, repayments were not adjusted to the rate of inflation and the credit provided turned entirely into aid, resulting in the depletion of funds. As constructions undertaken by co-operatives were under the control of the SSK, unlike the build-and-sell mode, they did not destroy the existing housing stock, but created high density urban fabric.

None of the modes of housing supply discussed above can be said to have contributed to the quality of life or of the environment. The expensive build-and-sell mode in particular, prompted a search for new modes of building supply. The mass housing mode of supply that emerged as a solution was first proposed in the Second Five-Year Plan in 1967. This mode required large capital, large tracts of land, planning and infrastructure. Initiative came not from the State but from the private sector and local administrations. The first entrepreneurs met with great difficulties in legalising the mass housing process, finally brought about by laws passed in the early 1980s. The first mass housing models developed in the leadership of local administrations; co-operatives and unions of co-operatives played an important part. Co-operative movements in this period used the concept of "the urban co-operative" in order to distinguish themselves from the small-scale co-operatives of the 1960s, to supply social services as well as housing, and to draw attention to the implications of this for the enhancement of quality.(39) They were so influential in this period that the first mass housing law passed in 1981, adopted the principle of the "co-operative" form of organisation as the basis for mass housing. After the new Mass Housing Law in 1984, the Mass Housing Fund was put into operation, and the Housing Development Administration (HDA) was developed, all of which served as an important turning point in establishing this mode of supply. In 1985 the Mass Housing Fund was able to finance 31 percent of the total housing investment. After 1988, 30 percent of the income of the Fund was transferred to the general budget. This rate rose in time and in 1995 its entire income was transferred. HDA now continues to operate largely on the basis of resources provided by repayments of credit. The new law also tried to make mass housing attractive for big private enterprise which has, so far, not shown much interest in developments for average or below average income groups. HDA itself has begun to organise housing developments for these groups and has prepared programmes to encourage the involvement of municipal administrations in mass housing. From the year it was founded till October 1995, HDA supplied credit for 983.000 flats, 836.000 of which have been completed. In 1994, HDA was awarded the UN "Habitat Scroll of Honour" for having supplied housing credits to a large number of low-income families, and also for its successful project on the rehabilitation and restructuring of Erzincan after the earthquake.

The mass housing process which gained prominence in Turkey as a housing supply mode, has been effective in promoting building technology and financing, but not entirely successful in its environ-

(38) Report of the Turkish Association for the Conservation of Historic Houses.

(39) Second Report of TÜRKKENT.

mental concerns. Successful examples of carefully designed buildings and environment, those that are well-organised and properly operated have certainly enhanced the quality of life for residents. If successful organisational policies are adopted, this mode has the potential to function as an effective means of controlling urban formations.

The quantitative details of authorised developments are shown in Table 3. As details concerning unauthorised building are missing, Table 3 will be difficult to interpret. The need for housing, which is dependent upon the population increase in municipalities every five years, and upon the renewal of housing no longer available, are estimated and compared with the number of construction permits and occupancy permits issued. Construction permits are about twice as many as occupancy permits. The difference indicates not so much the incompleteness of the constructions as the fact that they were completed but not entirely according to the regulations and were, therefore, not given permits, took on an illegal status, but had occupants all the same. The ratio of the number of completed housing to the estimated need, is in fact closer to the percentages under B/A in the Table, than to those under C/A. If we also take into account the gecekondu buildings which are not shown in the Table, we can conclude that, except for periods of economic crisis, production was able to keep up with the need on a quantitative basis. Even if it may be difficult to agree on this point, the rise in B/A percentages in time evidently shows a big step forward in housing supply.

TABLE 3
1955-1994 Housing Needs in Municipalities,
Number of Housing Under Construction and Issued Occupancy Permits

Years	Population Occupancy Increase (1000)	Increase in the Number of Households	Housing No Longer Available	Total Need (A)	Number of Construction Issued Permits (B)	B/A %	Number of Houses Issued occupancy Permits (C)	C/A %
1955-59	1 813	319.190	137.000	456.190	268.994	59,0	n.a.	n.a.
1960-64	2.653	467 077	176.000	643.077	285.843	44,5	n.a.	n.a.
1965-69	3.464	614.462	225.000	839.462	513.314	61,2	251.994	30,0
1970-74	3.044	534.973	293.000	827.973	827.193	99,9	412 998	49,8
1975-79	4.952	900.363	354.000	1.254.363	1.111.340	88,6	563.862	44,9
1980-84	5.600	1.070.744	485.000	1.555.745	866.984	55,7	610.004	39,2
1985-89	5.961	1.162.000	599.000	1 761.000	2.036.272	115,6	993.876	56,4
1990-94	6.316	1 379 039	662.934	2.041.973	2.318.857	113,6	1.243.622	60,9

As mass housing gained ground in the late 1970s, the gecekondus too underwent transformation. Small houses were replaced by multi-storey "apartments", some of which were built over a period of years by the owners. Some others were constructed by small entrepreneurs. In time, gecekondu building became a semi-illicit, mafia-like sector. The 1984 gecekondu amnesty too has changed in character. Beyond providing security for the gecekondus, it encouraged (with plans for the rehabilitation of gecekondu areas) small units to transform into apartment blocks, and also provided gecekondu constructors with the means of drawing a share of urban rent. As unauthorised buildings in areas subject to official permits have also benefited from the change brought about by the gecekondu amnesty, urban development regulations entirely lost their significance.

In Turkish cities various ways have been devised to meet the needs of an increasing population, ways that have also led to the production of housing for speculative purposes. Such developments have materialised by overriding the current urban development regulations, and have, in time, been successful in diversifying modes of supply. While an adequate quantity has been produced, the quality of housing and their environment has remained inadequate. The housing needs of low income groups have not been met according to legitimate rules. That production policies are geared to ownership and fail to promote housing for lease; must be seen as a shortcoming that creates serious problems for average and low income families.(40)

1.4. Problems Arising from the Changing Settlement System

The changes in the settlement system in Turkey signify that the system needs to adapt itself to new conditions and must be rationalised. In other words, the experience of transformation is in itself a solution. Yet, while some problems are solved in the course of each transformation, others arise. What is regarded as a problem at a given time depends as much on social consensus as on objective causes. Those who have participated in the preparation of the National Action Plan have focused on the following problems, which are not exhaustive. Instead of listing them separately, we shall group the problems according to the three principles established in the course of our preliminary work for Habitat II: the principles of sustainability, livability, and equity, to be aimed at by each settlement system.

Approaching the problems related to sustainability, we cannot but agree that the settlement system must develop in ways that will not hinder the needs of future generations. So natural resources and ecological balance must be preserved.

The basic resource which has to be preserved from the viewpoint of sustainability of a settlement system is land. Of the total area of 77.95 million hectares, about one-third (i.e. 28.05 million hectares) is land that is suitable for cultivation. Of this, 25.80 million hectares can be irrigated. But studies have shown that under current conditions the area that can be economically irrigated is only 8.5 million hectares,(41) as Turkey rates high among the countries that suffer from soil erosion. 63 percent of her land is subject to high or very high degrees of erosion and if we also take into account lands subject to an average degree of erosion, the total amount of eroding land reaches 87 percent.(42) The reasons are closely related to settlement systems and their use of the environment. In Turkey 19 percent of the villages are situated on plains, 11 percent in valleys, and 23 percent at the foot of the

(40) Report of TMMOB Chamber of Civil Engineers, İstanbul Section.

(41) Report of the Ministry of Public Works and Settlement

(42) View of Hacettepe Geologists.

mountains. Villages situated on the slopes comprise 45 percent of the total number. Measurements show that every year 500 million tons of fertile top soil are washed away into the sea.(43)

The use of productive agricultural lands for non-agricultural purposes has become very widespread in Turkey due to overgrowing settlements and lack of organisation whereby plans can be put into practice. Industries in particular settle near highways on flat and productive agricultural lands because of infrastructure facilities. The same holds true for housing developments and campuses for public institutions, etc.(44) Industries are situated even on lands in which investments for infrastructure have already been made for irrigation purposes.(45)

Regardless of settlements and related human activity, agricultural lands lose their productive quality also as a result of air pollution, acid rain, water pollution, and the indiscriminate use of fertilisers and pesticides.(46)

Ecologically sensitive coastal areas happen to be under pressure from the tourism industry and second housing developments. A large percentage of Turkey's rapidly developing areas also happen to be situated within the 20-40 km coastal strip, the population density of which is twice the average in Turkey. Such pressure is causing damage to forests, vegetation, cultivated lands, and to coastal ecology.(47)

In the absence of planned development, building highways have become the prime determining factor in exploiting land. Transit roads that run right through cultivated lands, forests, and floral communities containing endemic species, alongside water reservoirs, lakes, and ecologically sensitive seacoasts, archaeological and historical sites, exploit land in unforeseen ways, with highly negative results.(48)

Water is another resource of critical importance for the sustainability of a settlement system. The mean annual precipitation of 643 mm in Turkey, a country not rich in water resources, is equivalent to 501 billion m³ of water. Of this amount, 274 billion m³ is lost to the atmosphere in evaporation, 41 billion m³ seep from the surface, feeding ground water reserves, and 186 billion m³ are estimated to flow into rivers, seas and landlocked lakes. Furthermore, safely usable ground water reserves are estimated to be 12 billion m³ per year. Studies show that the annual total of surface and ground water resources technically and economically usable, amount to 110 billion m³.(49) Of this, the annual estimate per capita is about 1800 m³. In view of the rise in population, it is evident that in the years to come, Turkey will rate among countries with limited water resources.

In 1994, of the total of 34 billion m³ of water consumption in Turkey, 16 percent was used for domestic, 10 percent for industrial and 74 percent for irrigation purposes.

(43) Report of TEMA Foundation (Turkish Foundation for Combatting Soil Erosion, Reforestation and Protection of the Natural Habitats).

(44) Report of TMMOB Chamber of Agricultural Engineers.

(45) View of TEMA Foundation, View of the Environment Group.

(46) Report of the Ministry of the General Directorate of Environment, Environmental Impact Assessment and Planning.

(47) Report of ITU Faculty of Architecture.

(48) Second Report of the National Council of Turkish Women.

(49) Report of TMMOB Chamber of Environment Engineers; View of the Ministry of Public Works and Settlement.

The Turkish Hydraulic Works (DSI), greater city municipalities, provinces, Ministries Health and Environment, responsible for the administration and preservation of surface and ground water resources, are not able to fully fulfil their functions. Settlements have two kinds of polluting effect on water. The first is due to unlawful building in the preservation belts for water catchment areas, which border big cities in particular. The second is due to discharging domestic and industrial waste water into seas, lakes and rivers, without up-to-standard treatment.

Pollution due to building in watershed areas is seen to be most widespread around the dams (Elmalı and Ömerli) and lakes (Büyükçekmece and Küçükçekmece) that supply water to Istanbul whose water resources are scarce anyway. The main cause of pollution is untreated discharge. The sewage and treatment systems in the cities are far inferior to other urban infrastructure. The modern sewage system serves only 50 percent of the urban population, and only 5 percent of waste water discharge is treated.(50) The principal means of discharge consist of channelling waste water directly into rivers, lakes and seas, or using it for irrigation, or disposing it in uninhabited areas far from settlements. Such practices cause water and soil pollution. Sewage systems without treatment units have far more harmful consequences for human and environmental hygiene than the use of septic tanks that were common before the arrival of the sewage system.

As 80 percent of the industries in Turkey have no treatment units, and 86 percent operate without waste water discharge licenses, about an annual amount of 1 billion m³ of industrial waste water is discharged without treatment into various environments: 65 percent of discharge into the seas, 20 percent into rivers, and 15 percent into urban sewage systems. The major part of this discharge takes place in the western part of the country due to the concentration of population and industry in western regions. The daily waste water discharge only into the Marmara Sea and the Bosphorus amounts to 1.5 million m³. About 350 tons of BOD load, 1.200 grams of mercury, and similar amounts of cadmium contained in waste water pollutes the Marmara every day.(51)

Precipitation and irrigation are responsible for contaminating rivers, streams and lakes, with the pollution from artificial fertilisers and pesticides. Polychlorine biphenyl composites (PBC) contained in pesticides are particularly harmful. Measurements in streams flowing into the Black Sea and the Aegean show concentrations well above the acceptable level of PCB. Before becoming widespread, problems of water pollution resulting from domestic and industrial waste water were first observed in the Golden Horn in Istanbul, and later in the Bays of Izmir and Izmit, and in the Porsuk river. Currently, the Marmara Sea, the Bays of Iskenderun and Çandarlı, Rivers of Ankara, Porsuk, Simav, Nilüfer, Gediz and Nif, and Lakes of Sapanca, İznik, Burdur, Eber, Karamuk, Mogan, and Ulubat are facing serious pollution problems.(52)

The concept of livability may be defined in terms of performance criteria of settlements which are accepted in each society. Such a definition is useful because it is open to cultural change and development. The first dimension to be considered in relation to this concept consists of the conditions necessary for physical and mental well-being, and for the protection of life and property from risks. This involves such objective conditions as providing the inhabitants of a settlement with an adequate supply of clean water, clean air, sanitation, security, freedom from noise pollution, to name but a few. It also involves encouraging a sense of belonging to a particular settlement, a sense of sharing it with others and being useful, a sense of integration with the natural environment, and creating possibilities for human creativity, all of which are subjective conditions.(53)

(50) Report of İller Bank (Bank of Provinces).

(51) Report of TMMOB Chamber of Environment Engineers.

(52) Report of TMMOB Chamber of Environment Engineers.

(53) Report of Dokuz Eylül University, Faculty of Architecture, Department of City and Regional Planning.

Security of life and property, one of the basic conditions for a livable city, does not exist in Istanbul, the biggest of cities in Turkey, because of the sea traffic through the Bosphorus which poses a constant threat. The Strait of Istanbul, with an average width of 1.500 m, reaching 700 m at its narrowest point, stretches for 31 km across the middle of the city with 10 million inhabitants. Ships have to struggle against powerful currents of up to 7-8 knots as they change route at twelve different points, winding their way through the Bosphorus. Such cruising difficulties create constant risk for the heavy sea traffic which numbers 1350 ships a day, a count which does not include the ships that pass without stopping, as well as fishing and pleasure boats. The total annual number of ships sailing to northerly and southerly directions without stopping is 45.000. Some of these ships are very large in size, carrying explosives and other dangerous and harmful materials. Between 1984-1994 there have been 201 major accidents. On 13 March 1994, the collision of "Nassia", a tanker of 66.822 gross tons, with the freighter "Shipbroker" of 14.826 gross tons at the north entrance of the Straits caused the loss of many lives, heavy sea pollution, and sea traffic had to be stopped for a week. If the accident had taken place further south of the strait with adverse winds, the risk of fire would have been a terrible threat for Istanbul. The regulations imposed by the Turkish government (after the collision) in 1 July 1994 have led to a fall in the number of accidents, but sea traffic on the Bosphorus still continues to be a threat for the city.(54)

Adequate water supply at the required standards of hygiene is one of the most important conditions for a livable settlement. In Turkey, the State Hydraulic Works (DSI) provides water for settlements with a population of over 100.000. Water and Sewage Administrations of greater city municipalities are responsible for supplying, treating and distributing the water within their boundaries and adjacent areas. Authorised by the municipal councils, the Bank of Provinces (İller Bankası) undertakes the construction of the supply and distribution systems, the operation of which, after completion, is handed over to the municipalities. By the end of 1995, 1687 of 2742 municipalities had a water supply network constructed by the Bank of Provinces. In 190 cities construction was under way, in 188 of them projects were in preparation, and in 187 municipalities preliminary studies were being made. As municipal administrations have just been established in 490 settlements, their supply networks had been built previously by the General Directorate of Road, Water and Electricity Works for Villages.(55) At the end of 1994, there was adequate water supply in 50.000 rural settlements, of which 26.000 had distribution networks. In few of those provided by the Bank of Provinces, water treatment units exist. 30 had been put into operation by the end of 1992, and 69 were under construction.(56) In general terms it may be said that settlements, except for rapidly growing big cities, have adequate water supply, although there is a big network loss problem everywhere, and the quality of tap water needs to be improved. Furthermore, as the provision of infrastructure fails to catch up with urban growth, there are programmed interruptions in water supply, especially in big cities. Therefore water storage tanks are used in dwelling units which cause rises in cost, and storing too much water in unhygienic conditions.(57)

Another condition for a healthy urban life is an adequate sewage system whereby waste water can be properly channelled out and discharged without polluting the environment. Sewage systems in

(54) View of TURMEPA (Turkish Marine Environment Protection Association). View of the Ministry of Foreign Affairs.

(55) View of İller Bank (Bank of Provinces).

(56) Reports of the Ministry of Public Works and Settlement and the State Planning Organisation.

(57) View of Society of Heating, Ventilating, Air Conditioning and Sanitary Engineers.

Turkey, which serve only 50 percent of the population in cities and can only treat 5 percent of urban waste water, are seriously deficient in this respect. By the end of 1995, 122 municipalities had their sewage systems built by the Bank of Provinces. The construction of 139 were under way.(58) But 2464 municipalities have no sewage systems built according to engineering regulations. Deep sea discharge was thought of only after 1980. The installation of treatment units, still insufficient despite improving sewage systems, were given some consideration also after that date.(59)

One of the most vital problems in Turkey, recognised due to increasing environmental sensitivity, is the disposal of solid waste. In cities, waste is collected by municipal trucks without subject to any sorting, and dumped away from the city on grounds without facilities for disposal. Paper, plastic/metallic materials, etc. are picked out by scavengers living close to the garbage dumping areas. In this way, most of such materials regain their economic values. But the accumulation of gases, especially methane, from garbage decomposition is a constant threat for the nearby settlements. The explosion in the Ümraniye garbage dumping area in Istanbul and the resulting landslides, led to the death of 39 people in 1993, but also served to alert the public about the seriousness of the problem. In 1994 the Environment Tax was imposed in order to create funds for the municipalities to deal with waste disposal.(60) However it is difficult to say whether this has served its purpose, as only 12 municipalities have taken precautions against methane explosion on their garbage dumping areas. None have any means of exploiting the gases for economic purposes.(61) Only a few municipalities have undertaken modern projects for preliminary sorting, garbage collection and storage facilities, base drainage and sealing of storage grounds, collection of biogas through gas draining systems for the production of energy, and the use of garbage for the production of compost.

The development of tourism in the coastal regions of Turkey has given priority to the solution of problems regarding the supply of drinking water, sewage system, waste water discharge, and solid waste disposal. The ATAK (Coastal Administration of the Mediterranean-Aegean Tourism Infrastructure) project initiated to solve the above-mentioned problems along the coast and its hinterland that extend over 4000 km, is carried out with the assistance of the World Bank and other finance organisations, and is soon expected to provide services for 100 settlements in 25 areas, the population of which increase between two and five times during summer.(62)

In winter months air pollution reaches critical levels, especially in the big cities, well exceeding the limits set by the World Health Organisation, and occasionally prompting emergency precautions that cause interruptions in various urban activities. A common phenomenon is inversion whereby polluted air is trapped above settlements. Of the two types of primary pollutants, the first is low calorie coal containing a high proportion of sulphur, used in industry and household heating, and the second is CO, CO₂, NO_x and hydrocarbon pollution caused by vehicles that fail to conform with low emission standards. Pollution caused by the heating systems is limited to winter months while that emitted by vehicles prevails throughout the year, also causing smog. There is also pollution

(58) View of İller Bank (Bank of Provinces).

(59) Report of the Ministry of Public Works and Settlement and Report of İller Bank (Bank of Provinces)

(60) Reports of the Ministry of Public Works and Settlement

(61) View of Hacettepe Geologists Association.

(62) Report of the Ministry of Tourism, General Directorate of Investments.

caused by flue gases and suspended particles produced by the cement industry and others. In Turkish cities air pollution leads to crises in the winter but is usually forgotten in the summer.(63)

Providing cheap, uninterrupted and non-polluting energy for urban heating and lighting, and for motive industrial power, is an important contribution towards improving the quality of urban life.(64) Electricity in Turkey is supplied through an interconnected system. No problem arises on an individual settlement level as long as the system can keep on increasing its generating capacity. But when the production of the system as a whole is not increased, all settlements have to suffer together. Clean energy resources used by the settlements have to be diversified. The natural gas system started to be installed in many cities in Turkey in the 1990s, which can substitute energy sources which create pollution such as the low quality coal.

Turkey is a country with a high risk of natural disasters. But one of the criteria of liveable settlements is that they should not be confronted with such a risk or that they should take the necessary precautions against it. In the last seventy years, the number of housing wrecked/damaged by natural disasters is estimated to be 600.000. 66 percent were affected by earthquakes, 15 percent by floods, 10 percent by landslides, 7 percent by falling rocks, 2 percent by avalanches and meteorological disasters. The seismic map of Turkey shows that 43 percent of the land, 51 percent of the population, and 75 percent of the industry are situated in areas of first and second degree risks, liable to a violent earthquake any time. If we include areas subject to medium risk, the percentages rise to 92 and 95, for land and population respectively. 67 percent of the land is also subject to landslides of low to medium intensity.(65) Despite the existence of standards and regulations that must be followed in engineering and architectural services providing design and construction for buildings in risky areas, lack of measures to improve the qualifications of engineers and architects in this respect, no priority for modern practices (e.g. building insurance, professional liability insurance, certified engineering) for the safety control of buildings, the resulting high percentage of illegal building, have all contributed to a wide damage and loss of lives in earthquakes.(66) However, the project put into action after the violent Erzincan earthquake on 13 March 1992, shows that Turkey has made considerable progress in its capacity for implementing re-housing and rehabilitation programmes. Furthermore, the widespread use of pre-mixed concrete (subject to quality control since the 1980s) has contributed to increasing building safety.(67)

One of the most important conditions for a livable city is that it should be within a communications network able to integrate with the world system, and should have the potential to improve its relations with the outside world. After 1980, Turkey increased her capacity in this respect, adopting digital communication systems, increasing the means of communication via satellites, connecting with optic fibre networks, promoting the availability of cellular telephones, and participating in data transfer systems. It is therefore possible to conclude that compared with other types of infrastructure, this area presents no serious problems.

The way Turkish cities have grown, spreading out like ink spots and increasing in density, has hardly allowed for any space for public use or for the preservation of green areas, and has actually prevented the building of parks and resulted in the inadequacy of public services. According to the Urban Development Law, there must be 7 m² of green space per capita in the cities. But the current

(63) View of GEMAD Young Mine Operators Association.

(64) Report of the Environment Commission of the Grand National Assembly of Turkey.

(65) View of Hacettepe Geologists Association.

(66) Report of the Ministry of Public Works and Settlement, General Directorate of Disasters; Report of the TMMOB Chamber of Civil Engineers, Istanbul Section.

(67) Report of the Union of Premixed Concrete.

figures are as follows: In İstanbul 2,1 m2, in Ankara 2.3 m2, in İzmir 2.8 m2, in Antalya 3.9m2. In cities with a population above 10.000 the figures for existing provisions are as follows: 1.2 m2 green space per capita; 1.6 m2 for schools instead of 5.8 m2; 0.5 m2 for health services instead of 1.5 m2; 0.9 m2 for social and cultural centres instead of 3.0 m2; 3.8 m2 for administration offices instead of 4.6 m2. Developments that constantly make concessions to rent motivation have led to a deterioration in the quality of life.(68)

Improvements with a view to livability are needed as much for lawfully constructed buildings as for unlawful ones that appear as consequences of rapid development and rent motivation. Green areas, adequate standards in infrastructure, adequate parking lots and pedestrian zones, balance between built and empty urban spaces, and community control over neighbourhood environment are conditions yet to be achieved for a livable city.(69)

Livability in a settlement depends on the survival of the means of appreciating that settlement's history, its cultural diversity and its natural resources. For livable conditions to prevail, the preservation of historical and natural resources in a settlement and its environment is a principle that should not be compromised. Gecekondu and unlawful buildings, multi-storey apartment house building by small-capital speculative builders causing high densities in the city centres have destroyed historical buildings and natural resources (70) A growing awareness of the importance of preservation has to a certain extent become effective in resisting this destructive process by lawful means. The Ministry of Culture is now responsible for the preservation of 41422 registered architectural and historical monuments. 116 distinct fabrics have been identified, where such cultural structures are agglomerated.(71) Conservation plans have been drawn up for 58 urban sites and are under way for 10.(72)

Among the performance criteria for "livable" new settlements, a point that is usually overlooked is its "legibility". This concept signifies a settlement with an easily comprehensible texture, a system of memory-traceable references, but also an openness to diversity, difference, and renewal within that system. Reproducing in new settlements "legible" features that have accumulated culturally in the historical texture over a period of time, is as important as physical comfort. Legibility makes it easy to "know" the city and to find one's bearings in relation to it every living moment, hence improving the quality of life.(73)

Travelling in comfort to urban destinations without having to spend too much time or money, is one of the most vital of performance criteria for a livable city. In the 1950s and 1960s, when municipalities were short of means for developing public transport, para-transit modes in the forms of private "dolmuş"es (shared taxis) and minibuses began to operate on fixed lines to meet the needs of the public. Small entrepreneurs organised on commuting routes, providing spontaneous responses to changing needs. In the 1970s the new car industry led to the use of private cars and to increasing

(68) Reports of the Ministry of Public Works and Settlement, Report of TMMOB Chamber of Environment Engineers.

(69) View of Murat Balamir, METU, Centre for Housing Research.

(70) Report of the Economic and Social History Foundation of Turkey; Report of HAK-İŞ.

(71) Report of the Ministry of Culture.

(72) View of İller Bank (Bank of Provinces).

(73) İhsan Bilgin's note.

problems in traffic control. In the late 1970s, pedestrian zones were set up in the CBDs and improvements were made in public transport facilities through allocated bus lanes. Private and public companies arranged for shuttle services for their employees. In the 1990s investments began to be made for railed urban transit systems, without many completed projects yet. The most important factor that undermines the quality of life in big cities is the unsuccessful organisation of public transport. City dwellers have to spend a considerable portion of their time budget for commuting and other trips in the city. Each minute of time wasted on commuting is a loss of time which could have been used for the reproduction of their own labour.(74)

Policies for improving public transport have given priority to access by motor vehicles, ignoring pedestrian rights. Some successful examples of pedestrian zoning in big cities date back to the late 1970s, but with the rise in the number of vehicles, the need to improve pedestrian access on a city-wide scale has become much greater.(75)

Noise level is also one of the important criteria affecting the quality of urban life. The following measurements made in Ankara can, perhaps, be taken as an optimistic indication of noise levels in other big cities in Turkey: in residential buildings, 30-40 dBA in 5-6 am.; rising to 60 dBA by 8 am., to 70 dBA in 5-9 pm. (even to 80 dBA with the TV sets and radios on); falling to 30 dBA after 11 pm.; rising to 90 dBA with household appliances in operation. In city centres noise level rises to 100 dBA; in shopping arcades to 50-60 dBA; in open community markets to 70-90 dBA; in industrial areas, printing presses etc. to 90-120 dBA.(76) According to maps for urban noise levels, above 65 dBA is considered as very high, 55-65 dBA as medium, below 55 dBA as low. Thus Ankara may be considered a rather noisy city. As urban and inter-city traffic is the most important source of noise, Istanbul, where the airport and motorways are more closely integrated with the city, is even noisier than Ankara. Measurements from the exterior of buildings 30 m from the TEM Motorway, show a level of 77 dBA during the day, and 72 dBA at night. Studies reveal that the greater part of the city is subjected to 70-80 dBA levels in the daytime; and that noise level rises to 65-68 dBA in bedrooms of the buildings on the Bosphorus where there are many discos, night clubs and restaurants.(77) This may also be seen as a lack of sensitivity to the individual's right to privacy.

Another principle adopted by Habitat II for the assessment of settlement systems is equity, which signifies fairness in meeting the basic needs of individuals and in providing them with equal opportunities, regardless of age, sex, religious faith, political conviction, and ethnic difference. Although the concept is defined with reference to the individual, one must remember that if equity is achieved on an individual basis, this will also ensure spatial equality, as inequality in space is instrumental in perpetuating the inequality of the individual.

(74) Report of TMMOB Chamber of Civil Engineers, İstanbul Section.

(75) Second Report of Dokuz Eylül University, Faculty of Architecture, City and Regional Planning Department.

(76) Türkiye'nin Çevre Sorunları, (Environmental Problems of Turkey), Publication of the Environment Foundation of Turkey, Ankara 1983.

(77) View of Selma Kurra, ITU.

Inequalities are to be found at all levels in the Turkish settlement system, among and within different regions, within settlements, all reinforcing one another. The most glaring examples of the spatial reflection of inequalities in urban life are the gecekondu areas. But inequalities are also to be seen in all aspects of urban life such as differentiation within the CBDs, the use of urban transport, etc. While urban exclusion or alienation is not widespread, street children in big cities, especially in Istanbul, are considered a major problem area, and marginal groups, who cannot find a place for themselves in small or medium size cities, make their presence felt only in some holiday towns and metropolitan areas.

The disabled constitute 13 percent of the population in Turkey, but they are not as visible in daily life because urban infrastructure, means of transport, and buildings are not designed in regard to their needs. The ways of developing public and private spaces in the city which are insensitive to the needs of the disabled condemn them to home captivity. While the disabled have organised and are struggling to be heard in civic forums, it is difficult to say if such action has yet been effective. Since the expected changes have not been made in settlements in Turkey, not only the disabled but also children and the elderly are confronted with difficulties. In other words, quality of life presents itself as a problem for all members of the society.(78)

Serious sexual inequality, rooted in the culture, is reflected in the use of urban space and social opportunities offered by the city. In Turkey where a rapid process of urbanisation is in progress, migrations and social mobility in the country have given rise to segregation in communities, based on differences in ethnic origin and religious sect, as well as on differences in social class. Segregation according to class distinctions in districts and neighbourhood communities, leads to differences in the demographic characteristics, attitudes and behaviour of the inhabitants, which vary for males and females. Studies show that housewives are predominant in areas where the socio-economic level is low and that the number of working women is higher in middle class areas. As working women are better educated, they can open up easily to the outer world, and enter into denser social relations in the neighbourhood and city they live in. They can perceive a larger part of the city as their domain. Nevertheless, the patriarchal and authoritarian nature of family relationships in all social groups tend to restrict women to the household and its immediate environment.(79)

1.5. In What Ways are Modes of Housing Supply Inadequate?

The different modes of housing supply developed in Turkey determine the performance of the housing sector. How adequate is this performance? Criteria such as quantitative adequacy, affordability by the user, tenurial security, strength of construction, adequacy of infrastructural connections, existence of local services and commutability to business districts may be used in assessing adequacy. Quality should also be added as a subjective factor to these objective criteria.

In assessing the quantitative adequacy of housing production, we see that the building of a number of housing units in settlements with a municipal organisation in the period from 1970 to 1990 had started, which was equal to 94 % of the increased number of households. The ratio of housing units for which occupancy permits were issued to the increased number of households within the same period is 50 %. If we consider the periods 1970-1980 and 1980-1990 separately, we see that both ratios are almost the same. The number of housing units which were burnt/demolished or transformed into non-residential use as well as the need which had not been met previously are added to the increased number of households in order to find the actual need. When the housing need is calcu-

(78) Second Report of Dokuz Eylül University, Faculty of Architecture,

(79) Report of METU Woman Studies Master Programme.

lated in this manner, the proportion of licensed housing supply will be less than the ratios given above. Since we know that a part of the housing units completed are used without obtaining occupancy permits, we can estimate that the amount of housing units produced after construction permits are given correspond to about two-thirds of the need.(80) If we add unauthorised housing to this, we can say that the number of housing units produced in Turkey adequately meet the requirement. Problems which are observed emerge mostly in relation to distribution among different income brackets and between regions, and in relation to quality.(81)

Great differences exist between the provinces regarding the ratio of licensed housing production to the increment in households. In the period 1985-1990, more construction permits were issued than the increase in households in 26 provinces, while in 25 provinces more occupancy permits were issued. A significant proportion of them are coastal provinces where vacation homes are built.(82) It is estimated that there were 220.000 second houses in coastal areas in 1990.(83)

The fact that total housing supply is adequate in number does not mean that there is no housing question. The problem continues to exist for those with low purchasing power if the supply is not proportioned in accordance with the purchase power of various groups in the society. The development of the *gecekondu* supply process was the phenomenon which harmonised housing supply with purchasing power to some extent in the case of Turkey. This process, however, is effectuated outside legal forms and the problem of legalising this phenomenon constantly remains on the agenda. Legal modes of housing supply are too expensive in contrast with the income of inhabitants. The price of housing in Turkey is about 5 times the annual income of the family, on the average. This is rather high on an international scale.(84) One of the segments which cannot be addressed by existing modes of housing supply are the civil servants. On one hand this segment is unable to benefit from the *gecekondu* supply because of its social status and relations, on the other hand it cannot make use of other modes of supply because of their weak purchasing power. Housing supplied through the market mechanism are too expensive for this segment. Government lodgement programs implemented in the 1980's and building houses after 1992 for this segment by the Housing Development Administration were effective only to a limited extent. There are many reasons why houses affordable by each income bracket cannot be supplied through the market mechanism, but the most decisive factor among these is that urban land development remains inadequate.(85)

Another problem area exists in that national resources are not effectively used when an increased number of houses are not effectively used. Second houses which are rapidly increasing in number should be regarded from this viewpoint. These second houses which are used for an average of forty-five days are not only a means of luxury consumption, but also a means of investment and saving for channelling increased rent in coastal areas. This leads to ineffective use of funds allocated for housing in Turkey, as well as to a deterioration of the natural habitat, woodlands and coastal ecology, and undermines the attractiveness of touristic regions.(86)

State housing policies in Turkey have always been oriented towards encouraging the building of private housing. Ownership has been regarded as the major tool to provide tenurial security for users. The development of the women's movement has underlined the fact that no equality exists between sexes with respect to the security provided by the ownership. Women are faced with a major inequality, especially if the family breaks up, because Turkish civil law does not provide for equal rights for the property acquired during the marriage.(87)

(80) Report of the Special Expertise Commission on Housing for the Seventh Five Year Development Plan.

(81) Report of the Ministry of Public Works and Settlement.

(82) Report of the Special Expertise Commission on Housing for the Seventh Five Year Development Plan.

(83) Survey by Ülker Seymen and Hülya Koç.

(84) Ali Türel's Report on Urban and Housing Indicators.

(85) Report of Türkiye Emlak Bankası A.Ş. (Emlak Bankı)

(86) View of Kuşadası Chamber of Commerce

(87) Report of METU Woman Studies Master Programme.

The perception of the assignment of the ownership to the occupants of public land as the only means of security due to prevailing populist values in the Turkish political sphere was the main cause of the present crisis regarding betterment of *gecekondus*. *Gecekondu* districts came within the scope of speculative action areas of cities as title deeds have been issued to squatters instead of providing security through other forms of tenure rights. Betterment operations in these districts were thus diverted towards densification of the building stock.(88)

Tenurial security in a settlement system cannot be ensured only by encouraging owner-occupied housing. Rental housing will always be needed in a rapidly changing system because of vertical and horizontal mobilities in different phases in the life cycle of families. Rental housing is a must for effective operation of a social system. The ratio of households living in rental accommodation is rising. This ratio was 22.8% in 1985, and rose to 29.7% in 1990. The ratio of tenants in rural towns and regions was 4.4% in 1985, and rose to 10.7% in 1990.(89) Legislation for protecting tenants against rent increases was cancelled by the Constitutional Court in 1963. Due to high rate of inflation that prevail in Turkey, public consciousness is fast to condemn a regulation which requires rent freeze. Existing practice can be described as a "fair-rent" approach.

Problems regarding distribution notwithstanding, issues of housing and environmental quality emerged to the fore front when Turkey reached the stage where an adequate number of houses were being built. Although consensus exists that quality is inadequate in both respects, various social groups consider different causes for the reason. Consumer organisations believe that the creation of liveable environments are prevented by the alienation of inhabitants of the city from the process of identifying and working out solutions for urban problems and that solutions are sought for cities as a whole instead of at a district level.(90) The circle of architects responsible for housing design complain that "issuing of building rights without a plan, commodification and standardisation of housing production, and the profit-oriented approach to building construction have created pressures on architectural services which make them run-of-the-mill and sub-standard. Planning and design of houses have come to be based to a large extent on stereotyped typologies and on a few standard plans which recur in all sorts of situations and environments with only a few superficial changes in detail. Market pressures are rapidly transforming the architectural profession into a low quality service for earning on a high turnover of ordinary and conventional solutions, and consider the falling quality in design to be one of the reasons of low quality.(91) Another view which considers errors in design as a cause of inadequate quality insists that a concept of environmentalist design should replace the modernist functionalist design approach. This concept identifies design as the creation of an artificial ecology of the environment. Accordingly, only the approaches that focus on the integrity of man and the environment and try to create an ecological balance in the designed environment can respond to the issue of quality.(92) Another professional organisation points out that "the recent rapid social change and technological advance in the world could not be transferred at the same pace to the generation of a liveable environment. Moreover, the speed of this change has adversely affected the assumed natural environment and/or the presently produced liveable environment."(93) According to sanitary engineers, "the basic elements of nature such as air, water and soil were not preserved in settlements across the country. Energy as a basic unit of the ecology was not consciously used. Aspects such as pollution of the environment, indoor infection, quality of indoor air, issues of health or hygiene and rules of safety, fire prevention and health were not taken into consideration."(94) TÜBİTAK, on the other hand, considers the problem of quality to be tied to the fact that mutual responsibilities of the builder, the buyer and the technical person are not clearly regulated in laws and that insurance systems in this field have not yet developed.(95) Another point of vi-

(88) Report of Turkish Environmental and Woodland Protection Society.

(89) Report of the State Planning Organisation.

(90) Report of the Association to Protect the Consumer.

(91) Report of TMMOB Chamber of Architects.

(92) Report of Mimar Sinan University, Faculty of Architecture.

(93) Report of the Turkish Union of Consultants Engineers and Architects.

(94) View of Society of Heating, Ventilating, Air Conditioning and Sanitary Engineers.

ew with respect to quality of both the house and the environment is provided by the women's movement. According to the women's movement, women do not contribute to the formulation of proper politics pertaining to the house and its environment even though the life of women in society have become more "home centred" for cultural reasons, and features and quality of the house and its environment have become very important for their satisfaction. This prevents the creation of public areas in a form which would improve women's participation in society at the very process of planning and forming the settlement units.(96) The lack of participation by women has become one of the causes of the quality problem. The lack of social facilities such as creches and kindergartens which would ameliorate the house-bound condition of women are emphasised in this context.(97) Another problem area identified is that organisation problems of management cannot be solved particularly in mass housing districts. The affectuation of an organisation which would create and sustain the residential environment quality is prevented by modes of use of "semi-private" areas in mass housing districts, financial inability or disinterest of users, and matters of law which are not explicit.(98)

1.6. How Successful is the Guidance of Transformation of the Settlement System?

A guidance and a building regulation system is needed to solve the problems that arise during the transformation of the settlement system. Three criteria may be employed in the light of Habitat II principles for assessing the existing mode of building regulation in Turkey. These are civic engagement, enablement of relevant actors in society, and good governance.

If we take the settlement question as a system rather than from the viewpoint of a single settlement, we should consider the building regulation systems of the settlements in Turkey simultaneously at both central and local levels. There are three central administrative bodies to provide for the development of the settlement system in Turkey in a way which is consistent with the objects of the society and sensitive to the preservation of ecological balances. These are the State Planning Organisation, Ministry of the Environment, and Ministry of Public Works and Settlement. The Ministry of Reconstruction and Settlement which had been set up in 1958 to provide guidance for Turkey's urbanisation was merged in 1984 with the Ministry of Public Works and renamed the Ministry of Public Works and Settlement. It is usually admitted that these three central organisations influence the settlement process in Turkey, but fail to keep it under control. Despite the existence of these planning bodies, decisions made and projects implemented by one authority may conflict with those of another in such matters as dams, irrigated areas, highways, harbours and airports, protected zones, fish farms, power generation and transmission. Implementation of such projects sometimes cause great economic and environmental losses in value. Although the failure of these central organisations to become effective may be explained by the failure so far to work out regional plans to ensure integration of sectoral decisions(99) and the inadequacy of certain legal frameworks and administrative regulations, these would not provide a satisfactory explanation by themselves. The fundamental reason is that the populist political tradition hinders the formation of a determined political will in this matter. Adequate funds and manpower are not focused at the proper place for this purpose. Although there exists wide political consensus that the proper place to regulate these developments is the local rather than the central level of administration, the prerequisites of this are never implemented.

The number of municipalities, 1654 in 1975, reached 2750 in February 1995. The two tiered metropolitan municipality system set up in the largest three cities of the country in 1984 went into effect in 15 cities in 1994. The rapid rise in the number of municipalities particularly in small settlements in Turkey led to a large number of municipal organisations which are weak with respect to both finance and qualified manpower. The areas controlled by these municipalities are also quite small.(100) An adequate system of plans and programmes cannot be formulated through these mu-

(95) View of TÜBİTAK Marmara Research Centre.

(96) Report of the General Directorate for Women's Status and Issues.

(97) Second Report of the National Council of Turkish Women.

(98) Second Report of Dokuz Eylül University, Faculty of Architecture, City and Regional Planning Department.

(99) Second Report of the National Council of Turkish Women.

(100) Report of the Ministry of State; Report of SPO.

nicipalities. Local administrations are foremost among the actors to be enabled in order to create an effective system of guidance.

Plans for the municipalities other than the larger ones are usually prepared by the Bank of Provinces. According to the records of the Bank of Provinces, maps have been charted and urban development plans have been prepared for all municipalities except the new ones. According to these records, plans were prepared two times for 37.1%, three times for 17.5%, and four times or more for 6.2% of these municipalities.(101) The problem lies in the manner in which the plans are prepared and implemented rather than in whether a plan exists or not. The planning process draws much criticism in that it is not participatory and transparent. Planning fails to be a means of regulation in practice, while areas earmarked for social services and green zones are simply opened up for speculative action by city council decisions, and gecekondu and industrial areas emerge de facto around the planned area. Planning has become a legitimised tool for avoiding planning through such mechanisms as "improvement plans" introduced in accordance to building amnesty laws.(102) According to TÜRKKENT's report: "Unauthorised housebuilding has been an urban fact in Turkey for half a century. The first gecekondu districts are now inhabited by the third generation while urban reality in Turkey is almost wholly based on illegal building."(103) This shows that we have reacted a point where planning and regulation have to a great extent disappeared in spite of all the efforts to regulate urbanisation in Turkey.

The populist character of politics in general and the mode in which local administrations supply services hinder the fostering of civic engagement, i.e. the willingness to assume responsibility in solving problems, in people who live in these settlements. "Populist policies obscure communication between problems and citizens by creating a service supply illusion", as identified in a report presented to the National Committee.(104) One can hardly say that enabling the actors in society alone would suffice to help in developing a liveable, sustainable and equitable system of settlement in a milieu where civic engagement has not flourished.

Another report presented to the National Committee asserts that: "the fact that a very large portion of new settlements are realised outside the scope of legal regulation and the fact that settlements realised within a legal frame can attain public legitimacy only within formal and amendable bureaucratic norms creates the impression that the form of publicness defined through existing political forms is approaching an end. Some segments are led to create special domains where they can have their own public domain as the state-like structures of urban administration hitherto considered as a joint power in designing the public domain becomes ineffective. A similar break-up can be observed in such joint social services as law, commerce, education, health and security." An environment that impedes the development of civic engagement has thus come into existence as the public domain becomes more indistinct.(105)

The present situation where the public domain is usually under men's control and women are alienated from decision-making processes pertaining to the development of settlements results in the loss of an important potential for fostering civic engagement and creating guidance systems for settlements.(106)

(101) Report of İller Bank (Bank of Provinces)

(102) Report of TMMOB Chamber of City Planners; Report of TÜRKKENT.

(103) Report of TürkKent.

(104) Report of İstanbul Promotion Research Foundation.

(105) Report of İstanbul Promotion Foundation.

(106) Report of National Council of Turkish Women.

2. URBAN AND HOUSING INDICATORS

During preparatory work for Habitat it was suggested that when preparing the national reports one should not be content with defining the problem areas only qualitatively but should also undertake quantitative measurements with the help of urban and housing indicators. Such a quantitative measurement would not only help to present the problem objectively, but would also make it easier to monitor the progress of the problem in the future. Further, it would facilitate international comparisons.

2.1 Urban Indicators

The indicators programme, initiated by the World Bank in 1990 and partly financed by the United Nations Human Settlements Centre (Habitat), initially covered only the housing sector but later included many aspects of urban life with the addition of urban indicators.

During the preparations for the Istanbul Conference it was requested that each country calculate 51 indicators, grouped as urban indicators under six modules. These modules are: 1) poverty, employment and productivity, 2) social development, 3) infrastructure, 4) transportation, 5) environmental management, and 6) local government. The tables related to the indicators included in these modules are in Appendix 1. These tables will now be analysed in order to identify problem areas.

Module 1. Poverty, Employment and Productivity

The first module covers six indicators. These six indicators are included in three sub-groups: 1) urban poverty, 2) growth of employment opportunities, and 3) growth in urban productivity. While the first of these sub-groups identifies the degree of urban poverty, the indicators in sub-groups 2 and 3 are more concerned with explaining its causes.

The first indicator, the first of three indicators intended to define the level of urban poverty, gives the percentage of households which are below the poverty line. It has been determined that 19% of all households in Turkey were below the poverty line in 1987, with the ratio being 10% in urban and 30% in rural areas. These figures indicate that the cities provide better opportunities to their inhabitants than the rural areas. More significantly, however, they point to the existence of a considerable mass of people in Turkey who are below the poverty line. The figures for the population below the poverty line, in urban and rural areas respectively, are 15% and 20% in Argentina, 36% and 66% in Brazil, and 20% and 31% in Pakistan.(107)

The Second Indicator within this sub-group gives the ratio of food expenditure of the poor relative to their total spendings. Among the poor in Turkey expenditure on food accounts for 44.9% of all their expenditure. In urban areas the ratio is 40.8% while in rural areas it is 46.7%. To provide a comparison, in developed European countries food accounts for 18% of household consumption whereas in underdeveloped countries it is around 60%. The average for Turkey is 40%.(108)

The Third Indicator under the poverty sub-group is the measure of income disparity. According to the results of Household Income and Consumer Expenditure Surveys carried out in 1987 by the State Institute of Statistics (DIE), 20% of all households in the country with the lowest incomes account for 5.24% of total income, while 20% of households with the highest income account for 49.94%. The income disparity ratio, which is calculated by dividing the share of the 20% top earners by that of the 20% lowest income group, is 9.53. This ratio is 3.2 in Hungary, 4.3 in Japan, 4.4 in Spain, 4.7 in Pakistan and India, 5.7 in Korea, 5.7 in Germany, 8.9 in the USA, 17 in Chile and 32.1 in Brazil.(109) These ratios show that income inequality in a country is not dependent on income levels and is closely related to political choices. They point to a significant inequality in income distribution, although not to the extent seen in Latin America.

(107) Human Development Report. 1995, pp.178-179

(108) Anayılık 1994, pp.668-673.

(109) Human Development Report 1995, pp.178-179, World Development Report, p.221.

The results of DIE's 1994 Household Income and Consumer Expenditure Survey have not yet been published. The income disparity ratio quoted by DIE for Ankara from provisional results of the 1994 study was 5.94. As expected, income disparity is lower in a city than for the whole country.

There are two indicators within the second sub-group which deals with growth in employment opportunities. The first of these, the Fourth Indicator, is employment growth. Average annual growth rate for female and male employees over the age of 15 in Turkey between 1990-1995 was 1.69%. In the same period the annual workforce growth rate was 2.1%. The difference between these two percentages may be considered an indication that unemployment is on the increase. The annual rate of employment growth over the whole of Turkey is 2.6% in cities and 1.01% in rural areas. This difference between the employment rates in urban and rural areas provides one of the explanations for the attraction of the cities. However, the 2.6% urban employment growth rate is not sufficient. Were employment in the cities to grow at the rate of 3.5%, the ratio of those employed in the cities to the unemployed population as a whole would have remained the same. The 2.6% growth rate is therefore insufficient. It means that dependency and unemployment in the cities are on the increase. Annual employment growth in the cities is 4.22% for women and 2.28% for men. In the cities the employment growth rate for women is considerably higher than that for men. However, women account for a rather insignificant 16.9% of total employment in the cities. Another indicator within the second sub-group is the Fifth Indicator, which shows the share of informal employment within total employment. Data available for this is insufficient. Surveys carried out in the *gecekondu* (squatter) areas of large cities in the 1990's showed it to be around 5%. Considering that this figure is quoted for *gecekondu* (squatter) areas it is safe to say that it is too low or represents an estimate based on too narrow a definition of the informal sector. An estimate based on a wider definition calculated the share of informal employment in Turkey to be around 15%.

The only indicator under the productivity sub-group in the first module is the Sixth Indicator which is per capita urban output. This indicator can be obtained only indirectly. The progress of per capita GNP expressed in US dollars is shown in the table for the indicator 6. Due to the devaluation of the Turkish Lira and negative growth in 1994, per capita GNP fell to \$2,193. This is an average. No separate GNP figure is calculated for the cities. But it is possible to calculate the ratio of the value added created by those working in non-agricultural occupations in Turkey to average value added: This is on the average 1.5. If this coefficient is to be regarded as an indication of the differentiation of the urban added value, the per capita GNP in urban areas would be \$3,290. The ratio of the value added by those working in agriculture to average added value by the total working population is 0.36. If this is used to indicate per capita added value differentiation in the rural sector, one arrives at a rural per capita GNP figure of \$790. This value represents a pessimistic estimate of productivity in the rural area. On the other hand, there is an almost fourfold difference in productivity between the urban and rural areas.

Module 2. Social Development

The second module contains 12 indicators, grouped under three sub-groups. These sub-groups are intended to measure to what extent the policies of 1) promotion of sustainable demographic growth and social development, 2) provision of education and health services for all, and 3) promotion of social integration have been successful.

The first indicator within the sustainable demographic growth and social development sub-group is the Seventh Indicator which is life expectancy at birth. In Turkey life expectancy at birth is 70.3 years for women and 65.7 for men, the average for the two sexes being 67.9 years. According to calculations based on 1992 data average life expectancy at birth for both sexes was 72.9 years in countries with a high level of human development, 66.8 years in countries where human development is at intermediate level and 55.8 years in countries at a low human development level. Japan was the country with the highest life expectancy at birth with 79.5 years.(110)

The second indicator in this sub-group is the Eighth Indicator which is the infant mortality rate. In Turkey the ratio of babies who die before reaching the age of one year fell to 47 per 1000 births and the ratio for those who die before reaching five years of age fell to 61 per 1000 births. These ratios have fallen rather fast in the past twenty years, although they still remain high. Today we are at one third of the level of twenty years ago. In 1992 the ratio of babies who die before reaching the age of one year was as low as 7/1000 in high income countries. Norway and Finland took the first place with 4/1000. This ratio was 43/1000 in medium income countries and around 73/1000 in low income countries.(111)

The third indicator within this sub-group is the Ninth Indicator which gives the number of those who die from contagious disease. In 1994 the ratio of people in Turkey who died from contagious diseases was around 3.18%. This figure may be interpreted as an indication that the infrastructural deficiencies in the cities are not at a level where they would spread contagious diseases.

Another indicator within the sustainable demographic growth and social development sub-group is the Tenth Indicator which is the overall fertility rate. The overall fertility rate in Turkey, a country which is moving rapidly along the demographic transition curve, fell from 4.11 in the 1980-1985 period to 2.70 in 1990-1995. In 1992 the rate for high income countries was 1.72. It has fallen to around 1.2 in Spain and 1.3 in Italy. In the same year it was 3.0 in middle income countries and 3.4 in low income countries.(112)

The last indicator within this sub-group is the Eleventh Indicator which is the literacy rate. In 1990 the literacy rate was 85.86% for adults in the cities and 80.49% for the whole country. Literacy among men is 92.50% in the cities and 88.81% in the whole country. Literacy among women is 78.73% in the cities and 71.98% in the whole country. In 1992 the literacy rate was 95.8 in countries with a high degree of human development, 78.2% in countries with intermediate human development and 48.3% in countries with a low level of human development (113)

Taking the indicators within the sustainable demographic growth and social development sub-group together, it would be fair to say that Turkey is somewhat better off compared to countries which are at a medium level of development.

The first of the five indicators under the health and educational services sub-group within the second module is the Twelfth Indicator which gives the enrolment rate for primary and secondary schools. The enrolment rate for primary schools in Turkey in the 1994-95 school year was 92.3% for males and 88.63 for females. However, in secondary schools the enrolment rate shows a steep fall to 76.03 for males and 54.48 for females. The total enrolment rate for both sexes is 90.62 in primary schools and 65.25 in secondary schools. In 1991, in medium income level countries the total enrolment rate for both sexes in primary schools was 100%, the rate for females was 99% and the combined enrolment rate for both sexes in secondary schools was 55% and the enrolment rate for women 56%. In the same year in low income countries the combined enrolment rate for both sexes in primary schools was 100%, the rate for females was 93%, the combined enrolment rate for both sexes in secondary schools was 41% and the enrolment rate for women was 35%. The main differentiation emerges in the enrolment rate for secondary education. In high income countries this rate is 93%.

The Thirteenth Indicator in this sub-group is the average length of schooling. According to 1990 data average length of schooling was 6.76 years among the population over 25 years of age. This average breaks down as 7.00 years for men and 6.40 years for women. In 1992 average length of schooling was 9.8 years in countries with a high level of human development, 4.8 years in countries where human development is at intermediate level and 2.0 years in countries at a low human development level.(114)

The Fourteenth Indicator in this sub-group is the cost of education. In the 1995-1996 school year the cost to the family of a private primary school pupil was \$1,889 and the cost of a secondary school pupil was \$2,333. These

(111) World Development Report 1994, pp. 214-215

(112) World Development Report 1994, pp. 212-213.

(113) Human Development Report 1995, pp. 158-159.

(114) Human Development Report 1995 Turkey, UNDP, Ankara, 1995, pp. 12-13, 26.

are very high amounts. However, keeping in mind that private schools only account for 1-2% of all school children they are not very significant to the analysis. The cost of the pupil to his/her family is \$24.5 in state primary schools and \$40 in state secondary schools. A general assessment of Turkey should be based on these figures.

The Fifteenth Indicator under the "health and education for all" sub-group deals with class sizes in the cities. In the 1994-1995 school year, over the whole of Turkey, average class sizes were 23.32 in primary schools and 42.19 in secondary schools. The respective figures for the cities were 36.54 and 45.85.

The last indicator in this sub-group is the Sixteenth Indicator which is the number of people per hospital bed. In Turkey, in 1994 there was one bed for 406 people. This means 25 beds per 10,000 people. The beds per 10,000 people figures for some countries are as follows: 136 in Japan, 126 in France, 103 in Bulgaria, 83 in Germany, 47 in the USA, 43 in Spain, 18 in Iraq, 9 in Sudan and 8 in India.(115)

There are two indicators under the social integration sub-group within the second module. Of these two the Seventeenth Indicator shows criminality in society. This requires determining the number of murders and burglaries recorded per 100,000 population. In 1994, in Turkey, the number of convictions for murder per 100,000 people was 5.04 and the number of convictions for theft per 100,000 people was 10.05. For some other countries similar rates based on police records were: 9.7 murder and 1235.9 theft in the USA, 2.4 murder and 1212 theft in Spain, 1.0 murder and 184.3 theft in Japan, 1.5 murder and 12.3 theft in Korea, 2.6 murder and 116.4 theft in Norway. Although the number based on police records would naturally be higher than those based on convictions, it would be safe to say that such crime rates are rather low in Turkey.

The Eighteenth Indicator under this sub-group is the ratio of single parent households with one or more children. According to the results of the 1990 census the ratio of single parent households to all households was 3.61%. The average size of these households was 3.03.

Module 3. Infrastructure

There are seven indicators grouped under four sub-groups within the infrastructure module. The policy aims of these four sub-groups are defined as; 1) increasing the accessibility and affordability of services, 2) ensuring the sustainability and quality of water supply systems, 3) developing the provision of sewage services, and 4) developing the provision of electricity services.

The Nineteenth Indicator which has been included in this list as a measure of the accessibility and affordability of services is intended to give the percentage of households which are able to use utility networks. According to the Results of the 1987 Household Income and Consumer Expenditure Survey, in the cities 94.6% of households are connected to drinking water, 99.84% to sewage, 99.68% to electricity and 33.95% to telephone networks. The figure for sewage connections given here does not fully reflect the actual situation. It would accord with reality to some extent if it were to be taken to mean discharging waste water by means of pipes. However, in many instances these discharge pipes cannot be described as a sewage system. The figure for sewage system usage given in the Bank of Provinces Report is 50%. Since the number of telephone connections increased rapidly after 1987 the figure given here does not reflect the current situation. It could be estimated that the number of telephone connections more than doubled in the interim. Indeed, according to the results of the 1994 survey for the city of Ankara 98.78% of households were connected to drinking water, 93.44% to sewage, 100.00% to electricity and 89.24% to telephone networks. Access to electricity, water and sewage systems in the urban areas of medium and high income countries in the 1990's was 100% or very near. The disparity is with low income countries.

(115) Anayılık 1994, pp. 674-679.

The first variable under the sustainability and quality of water supply systems sub-group is the Twentieth Indicator. It measures access to drinking water. According to the statistics in Turkey, 64.2% in 1980 and 97.7% in 1990 of households were connected to drinking water systems. The same ratios for the rural sector were 62% in 1980 and 85% in 1990.(116) However, it would be safe to say that this does not fully reflect reality, that in large cities like Istanbul the people do not trust the water from the supply system and only regard it as utility water and that as a result of which an alternative drinking water sector has developed in the city.

The Twentyfirst Indicator under this sub-group is per capita water consumption. In 1993, taken as an average of the 15 largest cities in Turkey, per capita water production was 238.31 litres per day and 128.73 litres were sold. The 46% deficit is explained partly by distribution network losses and partly by illegal water consumption. Average per capita water production for the whole of Turkey is 202.04 litres and the amount sold is 110.88 litres. In cities where projects were completed by the Bank of Provinces, 170 litres of water is being supplied per capita per day.

The last variable under this sub-group is the Twentysecond Indicator. This indicator is intended to give the median water price in US dollars and the highest price during dry months. There is no seasonal price differentiation in Turkey. The information supplied in the Indicator 22 table relates to large cities where there are World Bank financed sewage projects. These prices include surcharges on water for sewage debt repayments. These account for around 30% of the price. In 1995 they may have represented 30 cents for households in large cities consuming less than 10m³ per month and around 80 cents for those consuming more. Water consumption by industry, on the other hand, is being priced 2-3 times higher than the price of domestic water.

The sub-group dealing with sewage services contains only the Twentythird Indicator. According to this indicator, which gives the percent breakdown of domestic waste water discharge methods, in Turkey 23.6% of houses use scientific networks, 58.5% non-scientific networks, 8.8% septic tanks and 9.1% latrines. These rates point to the existence of important problems in this area.

The sub-group dealing with the development of electrical services contains two indicators; the Twentyfourth Indicator which shows electricity prices and the Twentyfifth Indicator which gives the number of power cuts. In 1995 the domestic price for electricity was 7.2 cents per kW/h. There is no statistical data available regarding the number of power cuts. However, it would be safe to say that power cuts are rather frequent and that they are caused by problems in the distribution system and operational errors rather than by any deficiency in power generation.

Module 4. Transportation

There are nine indicators in this module, grouped under four sub-groups. The policy aims of these four sub-groups are 1) developing the performance and sustainability of urban transport systems, 2) developing the road network and reducing congestion, 3) making private vehicle use sustainable, and 4) providing and developing public and mass transportation.

The first variable under the performance and sustainability of urban transport systems sub-group is the Twentysixth Indicator which is the breakdown by type of commuting. The values for this were derived from the results of transport studies for some cities and are listed in the Indicator 26 tables. This table contains categorised data for commuting trips only in the Antalya example. The data quoted for other cities covers all trips. An examination of these tables shows that the share of on-foot journeys vary significantly depending on urban form, being as high as 50% in certain cases. In these cases the share of public transport does not exceed 40% in any city. It is generally around 25%. On the other hand, systems operated by small scale entrepreneurs such as minibuses, private buses and service buses take a 35% share. Private car trips account for around 20%.

(116) World Development Report 1994, pp. 146,147; View of İller Bank (Bank of Provinces)

The second variable under this sub-group is the Twentyseventh Indicator which gives the actual average duration of work related journeys. Among the large cities Bursa has the lowest value with 22 minutes and Istanbul the highest with 49 minutes. Considering that this is an average value it is obvious that many spend more than an hour on the way to work. Comparative values for this variable are 25 minutes in Peking, 30 minutes in London, 59 minutes in New Delhi, 91 minutes in Bangkok And 107 minutes in Rio de Janeiro.(117)

The Twentyeighth Indicator under this sub-group provides a measure for deaths due to traffic accidents in the city. According to 1994 data 0.72 people per 10,000 have lost their lives in traffic accidents in Turkish cities. In the same year the rate for Ankara was 0.87 per 10,000.

The Twentyninth Indicator provides fuel prices in US dollars. In June 1995 the price of normal petrol was \$0.62 per litre, the price of diesel fuel \$0.43 per litre and the price of LPG \$0.26 per litre.

The last variable under this sub-group is the Thirtieth Indicator which is per capita transport related fuel consumption. In Turkey it is not possible to calculate fuel consumption for transportation in the city from available statistics. In 1994 per capita fuel consumption was calculated to be 0.18 metric tons.

There is no sufficient data available for the Thirtyfirst Indicator for the percent of urban road which are untended or in need of repair and the Thirytsecond Indicator for expenditure on urban roads, both of which were included under the second sub-group which is for developing the road network and reducing congestion.

There is only one variable under the third sub-group of this module which is intended to measure developments related to sustainable use of private vehicles. That variable is the Thirtythird Indicator which is the ratio of cars to the population at driving age. In 1994 this ratio was 8.11% for the whole of Turkey. In the city of Ankara the ratio was 27.35%.

The fourth sub-group which aims to measure developments in public and mass transportation contains only one variable: the Thirtyfourth Indicator. This indicator tries to measure the number of seats in public transport vehicles. According to 1988 findings there were 42 seats per 1000 people in Istanbul, 52 in Ankara, 76 in Izmir, 26 in Konya and 45 in Eskişehir.

Module 5. Environmental Management

There are eight indicators in the environmental management module, grouped under four sub-groups. The policy objectives of these four sub-groups are: 1) improving the quality of water in the cities, 2) developing solid waste collection and disposal services, 3) ensuring the sustainability of resource usage, and 4) reducing the effects of natural and man-made disasters.

The first of the three indicators under the sub-group dealing with improving water quality in the cities is the Thirtyfifth Indicator. This indicator gives the ratio of treated waste water. In 1991 only 20.27% of waste water was being treated in Turkey. The second variable under this sub-group tries to measure the pollution load transferred to the receiving waters by waste water. To that end the Thirtysixth Indicator supplies the BOD (Biochemical Oxygen Demand) load transferred with waste water to the receiving environment through treatment. In 1991 total annual BOD load transferred to the receiving waters by all industrial concerns was 211,797 tons, of which 205,157 tons were transferred by industries lacking treatment plant and 5,360 tons by industries equipped with treatment plants. A study carried out for 1990 estimates that 792,780 tons of BOD load was transferred

(117) R.Hjerpe, Pii Elina Berghall: Research for Action The Urban Challenge, The United Nations University, W. 1996, pp.45.

to the receiving medium with domestic waste water. The Thirtyseventh Indicator under this sub-group is intended to provide the cost of treating one cubic metre of waste water. Although treatment costs would vary depending on the choice of treatment system the cost of treating 1m³ waste water is maximum \$0.10.(118) The cost of treatment using the biological method is around \$0.04-0.05. However, depending on the type of contamination, the cost of treating industrial waste water can be high.

The Thirtyeighth Indicator under the solid waste collection and disposal sub-group of this module provides the amount of solid waste produced per person. In 1991 the amount of domestic waste generated in the cities in Turkey was 592 kg/person. It is calculated that 22.3 million tons of waste per year is generated in municipalities in this way. There are significant seasonal variations in domestic waste generation, as well as variations between cities. 17.6 million tons of waste is created by industrial and power generating operations. The Thirtyninth Indicator under the same sub-group shows which methods are used to dispose of solid waste. It is known that in 1991, 80% of municipal garbage was dumped on refuse tips and 15% into rivers. The share of other methods is very small. The last variable in this group is the Fortieth Indicator. It shows the percentage of urban households who have their refuse collected on a regular basis. In 1991 in Turkey 91.6% of urban households had their refuse collected regularly.

The sub-group dealing with the sustainability of resource utilisation contains only the Fortyfirst Indicator which is per capita energy consumption. In 1993 per capita energy consumption in Turkey was 1,038 kg oil equivalent. In terms of coal equivalent it was 1,483.3 kg.

The fourth sub-group of the environmental management module dealing with the aim of reducing the effects of natural and man-made disasters contains only the Fortysecond Indicator. This indicator provides the number of housing units in locations prone to natural disasters. In 1990 2,349,000 housing units in Turkey were located in areas subject to earthquakes of the first degree. These represented 20.99% of all housing units. Combined with areas subject to second degree earthquakes and to land slides, falling rocks and avalanche hazards this ratio can be very high

Module 6. Local Governments

The nine indicators within this module have been grouped under five sub-groups. The objectives pursued under these sub-groups are: 1) developing institutional arrangements between local governments, 2) improving the financial viability of local governments, 3) increasing democratic participation in the decision making process in local governments, 4) reducing their dependence in decision making, and 5) improving the effective use of public resources.

The first sub-group contains only the Fortythird Indicator. This indicator shows which levels of government provide services in the cities. A table related to this matter is in Appendix 1. All services in Turkey with the exception of electricity, telephone and formal education may be provided by municipalities. However, lack of income prevents the municipalities from providing services in all areas available to them. A significant portion of public services are, therefore, provided by both the central government and local governments.

The first variable under the sub-group dealing with the aim of improving the financial viability of local governments is the Fortyfourth Indicator. This indicator covers per capita municipal revenue and the breakdown of that income by various sources. Per capita municipal revenue in Turkey was \$101.90 in 1993. Adjusted on the basis of purchasing power parity this would rise to \$186.87. The breakdown of this revenue by source is presented in the form of a table. The most notable feature

(118) View of İller Bank (Bank of Provinces).

of this table is that the allocations from the general budget have consistently accounted for more than 50% of municipal revenues. In 1993 it fell to 45%. Municipal taxes and duties remain around 10%. When shares and income from municipal companies are added to these items total revenue from local sources still remains around 16%. In Turkey the share of local income within total municipal revenues is lower than other countries. For example, the share of local income was 45% in Tunis in 1991, 70.1% in Seoul in 1983, 81.8% in Bombay in 1982 and 92.2% in Rio de Janeiro in 1984.(119)

Another variable under this group is the Fortyfifth Indicator which shows per capita capital expenditure by municipalities. In Turkey average per capita expenditure by municipalities was \$118.59 in 1993. Considering that per capita municipal revenue is \$101.90 it may be reasoned that the municipal councils have borrowed by various means to the tune of \$16.69 per head. From this it may be deduced that borrowing accounts for 16.37% of municipal expenditure. Capital expenditure makes up 24.25% of total expenditure. This represents \$28.76 per head. The last variable under this sub-group is the Fortysixth Indicator which is the ratio of loan repayments to total municipal expenditure. The average loan repayment component within total expenditure was estimated to be 9.06% in 1993.

There is only one variable, the Fortyseventh Indicator, under the fourth sub-group dealing with democratic participation in the decision making process in local governments. It gives the number of elected local administrators per 10,000 people in metropolitan areas. In 1994 the number of elected local administrators in large cities in Turkey ranged between 0.40 and 1.79 per 10,000. The number of women elected to these positions is very low. In Turkey women account for only 0.47% of mayors and 1.28% of councillors.

The sub-group dealing with reducing dependency in the decision making process of local governments includes only the Fortyeighth Indicator. This indicator is concerned with certain characteristics regarding central government supervision and areas subject to independent decision making by local governments. In Turkey, an elected organ of a local administration can be deprived of its capacity as such organ only by judgement of the relevant court of justice. This is the basic rule. However, to ensure the safe conduct of an investigation, the Minister of Interior Affairs may remove the local administration organ or any members thereof from office as a temporary precaution until final judgement is made if an investigation or prosecution is started of such organ or person in connection with an offence related to duties. There are examples of this power having been exceeded. Local governments do not have the power to impose any taxes except by law enacted by the national assembly. They have the power to decide the prices of the services they provide and to put projects out to tender.

The sub-group dealing with the efficient use of public resources includes, first, the Fortyninth Indicator. This indicator gives the number of municipal employees per 1000 people. In Turkey 3.3 per 1000 people were employed by municipal councils in 1993. The second variable of this sub-group is the Fiftieth Indicator. It represents the share of personnel payments in municipal expenditure. In 1993 in Turkey this rate was 52%. The last item in this sub-group is the Fiftyfirst Indicator. This indicator is intended to show the ratio of expenditure on services contracted out to total municipal expenditure. In Turkey no statistical information is available on this matter. If municipal revolving funds are interpreted in this way this rate would be 22.76%.

2.2 Housing Indicators

During preparatory work for the Habitat II Conference it was suggested that Country Reports should contain 10 key housing indicators. These indicators were grouped in two modules. The first six indicators in the first module try to measure the affordability and adequacy of housing. The first two of

(119) R.Hjerpe, Pii Elina Berghall: *Research for Action The Urban Challenge*, The United Nations University, WIDER, 1996, pp.23.32.

these, namely 1) the housing unit price to income ratio and 2) housing rent to income ratio, are intended to provide a measure for the accessibility of affordable housing, while the four indicators from 3 to 6; 3) housing floor area per person, 4) permanent dwellings, 5) housing in compliance, and 6) expenditure on infrastructure are meant to measure adequacy of housing for all.

The four indicators in the second module, namely indicators 7 to 10, describe housing supply. Of these 7) housing credit portfolio, which is the ratio of housing loans to all loans is taken as a measure of attaining the aim of increasing housing finance accessibility, 8) housing production, and 9) housing investment as measures of the aim of promoting effective housing production systems, and 10) land development multiplier as a measure of attaining the aim of ensuring an adequate supply of land.

The tables relating to these ten key indicators are in Appendix 1. The indicators in these modules will be individually considered and interpreted.

Module 1. Affordability and Adequacy of Housing.

Indicator 1. Housing Unit Price to Income Ratio

This indicator is defined as the ratio of median market price of a housing unit to median annual household income. If the value of this indicator is very high it will mean that housing supply is only partly meeting demand and that the policies in this area are not succeeding. An increase in the value of the indicator could be taken as an indication that the number of housing units in use per household is shrinking.

Since housing price statistics are not available in Turkey, DIE (State Institute of Statistics) has not been able to calculate the value of this indicator. There is no way of learning the actual sale price in house sales. On the other hand, around 20-25% of the annual licensed housing unit production is accounted for by co-operatives and other non-profit organisations and house purchases through this method means that the house can be acquired at a cost which is generally considerably below its market price. Consequently, in Turkey the average market price does not reflect the actual cost of acquiring a housing unit.

In a study conducted in 1992, heads of households living in their own houses in licensed development neighbourhoods were asked the market price of their houses. The ratio of the arithmetic average of the prices quoted to the arithmetic average of the households' annual income was 5.3 in Ankara, 5.2 in Bolu and 6.3 in Manisa.⁽¹²⁰⁾ If calculated together with the *gecekondus* (squatter units) these figures can be expected to change to some extent. In the list of indicators for the years 1991-1992 covering cities of 52 countries, the value of this indicator for Istanbul is 5. The fact that the figures for Istanbul and Ankara are close may be regarded as an indication of the reliability of the data. This ratio is 14.8 in Beijing (Peking), 11.2 in Tokyo, 9.3 in Seoul, 7.2 in London, 6.7 in Cairo, 4.2 in Paris, 3.9 in Washington DC, 3.9 in Athens, 2.3 in Rio de Janeiro and 2.0 in Santiago. The housing unit price to income ratio in Turkey would appear to be somewhere in the middle range.

Indicator 2. Housing Rent to Income Ratio

Defined as the ratio of the mean annual housing unit rent to the mean annual income of households living in rented homes this indicator, together with the one preceding it, is an important indicator of housing supply at affordable prices. A high ratio is regarded as an indication of inadequate supply of housing units for rent and existence of bottlenecks in housing use, while very low ratios are generally deemed to be indications of the existence of large stocks of leasable social housing or the operation of effective rent control policies.

The results of the 1987 Income and Consumer Expenditure Survey were used in calculating this indicator. According to these calculations, where no urban-rural distinction was made and employee dwellings which are not subject to market rent were excluded, the value of this indicator for the whole of Turkey is 14.87%. In a survey carried out in 1992 the rent/income ratio based on arithmetic means was found to be 24% for Ankara and Manisa and 10% for Bolu.⁽¹²¹⁾ According to the 1994 Household Income and

(120) Ali Türel: *Mülk Konut Araştırması (Owner-Occupied Housing Study)*. METU Centre for Housing Research. Ankara, 1993.

(121) Ali Türel: *ibid.*

Consumer Expenditure Survey the rent/income ratio in Ankara for the sector excluding employee dwellings was 16.64%. In the list of indicators for 1991-1992 covering 52 cities referred to above the ratio quoted for Istanbul is 25%. This ratio exceeds 25% in only 5 of the large cities of 52 countries; in 24 it is between 10% and 20% and in 12 below 10%.⁽¹²²⁾ Assuming that the rent/income ratio in large cities in Turkey is around 25%, it is obvious that the ratio is higher in Turkey than in most of the other countries.

Indicator 3. Per Capita Housing Area

This criterion is described as the median value of the per capita square meter distribution of floor space in houses, and is assumed to be an indicator of the sufficiency of the house's living area. This percentage is affected by market forces and is expected to reflect the effects of housing policies.

The per capita usable area in inhabited housing, calculated as an arithmetic average by the State Institute of Statistics (DIE) based on the 1987 Income and Consumer Spending Survey, is 20.29m² in cities, 16.41m² in rural areas and 18.25m² for the whole of Turkey. The indicators declared in 1991-1992 reveal that the per capita area for Istanbul is 17 m². The 1994 Household Income and Consumer Spending Survey results reveal that per capita housing area in Ankara is 21.87 m².

When compared to values for cities in the other 51 countries, per capita housing area in Turkey is higher than almost all other developing countries, but lower than all industrialised countries except Japan. It is 40.00m² in Stockholm, 31.93 in London, 24.50 in Athens, 24.40 in Madrid, 23.50 in Budapest, 19.35 in Rio de Janeiro, 15.79 in Tokyo, 9.34 in Beijing, 7.10 in Karachi, 7.10 in Hongkong, and 6.46 in Tunis.⁽¹²³⁾ However, it is of course impossible to estimate the quality of life in the housing simply by considering this indicator without contemplating the quality of the housing itself.

Indicator 4. Permanent Structures

It is described as the percentage of housing which can be expected to be used for 20 years or more, and is calculated assuming a normal amount of repair and maintenance as well as by taking into consideration the effects of natural disasters. It is said to indicate the quality and durability of housing and especially differentiate between houses temporarily constructed with low quality material. Used in this context, permanence also includes the structural safety of buildings.

In Turkey, statistics to be used in determining this indicator are not available. The findings of the 1984 Building Census shows the percentage of reinforced concrete residential buildings and those having load bearing masonry structures over the sum of buildings within municipal settlements as 69.35. Supposing that the rest of buildings (30.65%) represent unstable ones, the value of this Indicator is 69.35%. This ratio is smaller in comparison with the other 51 countries. It may be assumed that the majority of buildings in the 30.65 figure could last more than 20 years. In fact, the Housing Indicators programme shows that the permanent structures indicator for Istanbul is 95%. In cities of industrialised countries, this ratio is established as 100%.

Indicator 5. Housing in Compliance

This indicator is defined as the ratio of the housing stock constructed in urban areas on land allotted legally with proper construction permits and occupancy permits, or those who do not possess any of these permits but are nonetheless not contravening construction legislation, to the total housing stock. This indicator is correlated with the legitimacy of the housing unit.

It is very difficult to classify the housing stock in Turkey according to this indicator. There are many buildings which were erected with construction permits but inhabited before occupancy permits

⁽¹²²⁾ The Housing Indicators Program, Volume II. A Joint Program of the United Nations Centre for Human Settlements and the World Bank, October 1993, Table 2.

⁽¹²³⁾ The Housing Indicators Program, Volume II, Table 5.

were obtained, as there are also many constructed on registered land without construction permits but conforming fully to technical specifications required by construction regulations.

According to calculations made based on Building Censuses made in 1970 and 1984, occupancy permits were obtained for 41.3% of houses added to the housing stock in that period. According to the description of legitimacy, this percentage is the value for the Housing in Compliance Indicator. On the other hand, 56.7% of houses added to the housing stock in the period 1980-1994 hold occupancy permits. Therefore, assuming that, as in the 1970-1984 period, there were 16% more houses built than the increase in the number of dwellings in this period, the Housing in Compliance Indicator should be 48%. This value is the lowest estimate representing Housing in Compliance. The definition of the indicator should also incorporate a portion of those houses built according to construction regulations, although not holding a occupancy permit. Assuming that 15% of those holding a construction permit will not be built according to this definition, it can be estimated that the percentage according to the elaborated definition of housing in compliance in the 1990's —when the ratio to be added will be 29 per cent— will be 77%. The survey carried out in municipalities (except Istanbul) by the Bank of Provinces for the 1985-1995 period estimated this percentage as 82%.(124) The list containing ratios of unauthorized housing in large cities of all 52 countries shows that 51% of houses in Istanbul are in this category. The ratio of unauthorised housing in 14 of the largest cities of these fiftyfour countries is over 50%.

Indicator 6. Infrastructural Expenditures

It is the ratio of the total infrastructural investments made in US Dollars by central and local governments in the current year, to the urban population. Besides new infrastructural investments, repair and maintenance expenditures should also be considered. Assuming that investments to open up new land for construction constitute a large part in total infrastructural investments, the fact that rates calculated for this indicator are low could mean that there are shortages in the supply of building land. Land and housing prices in such a housing market tend to rise. The following assumptions were made in the calculation of this indicator: that central and local government investments are taken as principal ones; that only real payments are taken into consideration; and unpaid depreciation costs are disregarded.

There are no infrastructural investment statistics in Turkey. Many organisations and establishments are investing in urban infrastructure. Information on investments made by organisations such as the State Hydraulic Works and Turkish Electricity Board to produce water and electricity as well as investments they make to transport them to the cities, is not separately published from these organisations' other investments. As the only solution is to produce approximate values under certain assumptions using the existing data, urban infrastructure investments have been separated from the State Planning Organisation's yearly fixed capital investment tables, and per capita investment values calculated in TL were converted to US Dollars. The value obtained is 66 dollars. The Municipalities Survey carried out by the Bank of Provinces establishes the share of infrastructural expenditure as 34.42% on the average.

Studies made in cities of all 52 countries in 1991-1992 have revealed very different values for this indicator. For instance, it was reported that the per capita infrastructural investment made in Dar-es-Salaam was 2 dollars as opposed to 2,201 dollars in Helsinki. It is believed that, besides economic conditions in these countries, this extremely large difference may also be due to the difference in the definition of infrastructural investments included in this indicator.

Module 2. Housing Supply

Indicator 7. Housing Credit Portfolio

It is defined as the ratio of mortgaged housing loans over all commercial and public sector credits. This ratio is an indicator of a country's development level in terms of the housing finance system.

(124) View of İller Bank (Bank of Provinces).

Legal and organisational limitations, insufficient resources in financial markets and high inflation are the biggest obstacles in the development of the housing finance system.

The ratio of the banks' real estate credit stock to the total credit stock has been calculated for 1990, 1991, 1992 and 1993. The respective percentage ratios are 7.78, 9.35, 11.76 and 12. These ratios are generally lower or similar in other developing countries, and about 30 or 40% in industrialised countries. In Brazil, where an efficient financing system was in place until the crisis in the middle of the 1980's, this ratio was shown as 32% in 1991-1992.

Indicator 8. Housing Production

This is the total licensed and non-licensed housing units produced in the previous calendar year per 1,000 people, net of houses burnt and/or knocked down. This indicator illustrates the housing supply's capacity to increase or renew the housing stock. In its calculation, additions to the housing stock are calculated by the ratio of new production and existing houses, whereas deductions from the housing stock are calculated as fire-demolition or conversion to other use. Considering that official statistics regarding non-licensed housing construction may not exist, relying on estimates from informed individuals or organisations is acceptable.

The fact that the number of authorised housing constructions which have been started is nearly twice that of those which obtained occupancy permits means that a large number of housing units are used before obtaining occupancy permits. While the number of housing units with construction permits per 1,000 people in 1990, 1991, 1992, 1993 and 1994 are 6.8, 6.9, 8.1, 9.2 and 8.2 respectively, those with occupancy permits are 4.1, 4.0, 4.6, 4.5 and 3.5 respectively.

The number of constructions started with a license and are expected to be completed each year were calculated by a system devised by the State Institute of Statistics (DIE) and the number of squatter units were added to this figure with the assumption that 16% more housing units would be produced than the estimated number for the 1970-1984 period. Therefore, according to the figure thus calculated, the number of housing units per 1,000 people produced between the years 1990-1994 is 7.8, 8.2, 8.3, 8.8 and 7.7 respectively. The share of squatter units in the total number of housing units calculated under this system is therefore assumed to be 11.2%. Housing production is around 0.8% in Turkey, whereas it is 0.601% in Latin American countries, 0.612% in industrialised countries and 0.716% in East Asia.(125)

Indicator 9. Housing Investments

It is described as the ratio of the total investment for the production of authorised or unauthorised housing over Gross National Product or urban production. This indicator measures housing production in terms of values. Although less housing is produced in countries where housing production costs are high, this indicator's value will still be high. In countries where costs are low, a high indicator value will signify a high level of housing production.

As there are no reliable national income accounts held for urban areas, data published by the State Planning Organisation were used to calculate the ratio of total housing investments to the Gross National Product. The ratios for 1990, 1991, 1992 and 1993 are 4.1, 3.7, 3.7 and 4.1% respectively. These ratios are lower than the average 7% figure(126) in Latin American, South Asian, Middle Eastern and North African countries.

Indicator 10. Land Development Multiplier

It is described as the ratio of the median price of building land in the periphery of cities, outfitted with infrastructure and subdivided according to the zoning and construction plan, to the median price of land in areas without a plan or infrastructure. The use of this indicator intends to assist in

(125) "Shelter Sector Performance Indicators". Commission on Human Settlements, HS/C/14/3/Add.1, 8 December 1992

(126) "Shelter Sector Performance Indicators". Commission on Human Settlements, HS/C/14/3/Add.1, 8 December 1992

deciding on the plan for housing construction, and in determining how much the value of the land will increase due to the infrastructure provided. It is estimated that the values found for the indicator will reveal shortages in the supply of infrastructure or difficulties and confusion during the planning process.

There is no existing data to calculate this indicator since there are no published building land and property statistics produced in Turkey. It is therefore necessary to gather information in various cities and their different areas. The Municipalities Survey prepared by the Bank of Provinces for the Habitat II National Report reveals that the land allocation coefficient was 2.37 as the national average. The same coefficient is 3.07 in Ankara. It is expected that this ratio will be high in cities with a planning discipline, and low in those without. It was found to be 3.44 in Latin American countries, 2.59 in South Asia, and 5.5 in Europe.(127)

(127) "Shelter Sector Performance Indicators", Commission on Human Settlements, HS/C/14/3 Add.1, December 1992

3. U.N. CONFERENCES AND TURKEY'S EXPERIENCE

3.1. Habitat I Meeting at Vancouver, Global Strategy for Shelter and Turkey

The Habitat I Conference in 1976 was based on an intellectual platform paved by Human Environment, World Population, World Food, Industrial Development Organisation, International Women's Year Conferences of the United Nations, and the Declarations of Rights and Responsibilities of States Under the New International Economic Order adopted by the U.N. General Assembly. The world was going through a period of crisis as an aftermath of the first petroleum shock in 1974, and solution-seeking for the crisis had started. But solutions were sought within the stereotypical ideas and the accepted concepts of the past with respect to the international system. The state was perceived as the basic actor in solutions within that framework. The belief that socio-economic plans at a national level could be effective had not yet eroded. Alternatives for hierarchical control mechanisms were not yet on the agenda. Consensus existed that the most rational attitude would be to try to control settlement systems within a hierarchy of local, regional and national plans. It could be optimistically admitted that developed countries could take financial responsibility at an international level.

The Conference produced two important documents within this context. The first of these is the Vancouver Declaration on Human Settlements, and the second is the Vancouver (National) Action Plan. The Declaration is a text which lays down the aims and principles. If we analyse the construction of this text, we can observe that the settlement issue is approached basically as a human right. The providing of basic human needs, inter alia adequate shelter and liveable, attractive and effective settlements as well as the necessary utilities in a manner befitting human dignity at an individual and communal level is treated as a human right. Preservation of historical values and prevention of the destruction of the environment which is regarded as an estate of humanity is also taken up. The states, i.e. the governments are basically held responsible for ensuring this. A planned method of achieving objectives, preparation of settlement plans based on a comprehensive planning concept, and participation of effected parties in decision making processes were also interpreted and proposed as a right. States should remain sensitive to rural settlement problems while according importance to cities. States were chiefly responsible for ensuring these human rights, but some of these states are unable to perform this task in the world where inequality prevails. The international community of states will assume responsibility in such instances. Developed countries must carry out their responsibilities with respect to technical information transfer and financing. This international cooperation aims at creating an international community based on equality, justice and solidarity. In realising this aim, reliance is placed on the New International Economic Order.

A draft action plan was worked out to assist nations in choosing the way to follow within the framework of the understanding set forth in the Declaration. This draft offers 64 recommendations grouped under the headings: 1) Settlement Policies and Strategies; 2) Settlement Planning; 3) Housing, Infrastructure and Utilities; 4) Land; and 5) Public Participation. It is remarkable that special emphasis is placed in this action plan on increasing the powers and responsibilities of the state regarding the use of urban land and the production of urban lots.

The idea developed at the Vancouver meeting that the settlement issue should be taken up at an international level led to the United Nations General Assembly Resolution on 19 December 1977 to establish the U.N. Settlements Centre (HABITAT) and the United Nations Settlement Commission.

As a country going through a rapid process of urbanisation, Turkey has maintained close interest in the United Nations efforts in the field of settlement. Turkey attended the HABITAT I Conference, and the UN Settlement Commission which functions as the general assembly of the UN Settlements Centre, and was regularly represented in meetings. The principles adopted at HABITAT I did not add anything significantly new to the prevailing discourse in Turkey regarding settlement policies and

planning. There already existed a national plan as well as settlement strategies developed to a certain extent. Educational institutions had been organised for urban planning. The Ministry of Reconstruction and Settlement had specialised in these fields. The Urban Land Office had been set up to facilitate the production of urban lots by the state. Certain experiments had been made in participatory planning. In spite of all these, however, Turkey has been unable to supply adequate housing through methods which are considered legitimate, to prevent the formation of squatter belts around cities, to overcome the bottleneck in planned urban lots, and to set up a building and zoning regulation regime which can keep urbanisation under proper control.

As the post-crisis world sought for ways of re-structuring after the Vancouver Conference, it became quite clear that the Habitat I assumptions had not been realised. The first was that developed countries would clearly not live up to the roles expected of them. The second was that solution proposals involving the state as the only actor would remain inadequate. This necessitated a reassessment of the approach developed in Vancouver with regard to its realisation mechanisms, if not to its objectives. This orientation was accomplished by announcing 1987 as the International Year of Shelter for the Homeless and preparing the Global Strategy for Shelter to the Year 2000. The new strategy bestowed responsibilities not only on the state, but on all actors in society. Enablement policies were adopted, and international responsibilities were reduced to coordination level. HABITAT was burdened with this difficult task.

This transformation in HABITAT policies was decided in the 9th Commission meeting held in 1986. Istanbul became host to this meeting, where 45 countries were represented. Turkey presented her own experience in this meeting. Turkey's drafts which would allow for the production of large-scale housing, i.e. mass housing, were included such as the establishment of the Housing Development Fund, building of large-scale new settlements through building cooperatives as in the BATIKENT example. These comprise a wide range of projects such as expropriation of land for mass housing projects through the Urban Land Office, construction of numerous hostels for university students, enablement of local administrations by increasing both their construction authority and their revenues, transition to the two-tiered metropolitan administration system. To a certain extent, examples presented by Turkey at the meeting were representative of development examples parallel to the new strategy. Turkey also participated in all commission meetings held thereafter, and made efforts to carry various implementations at home on to the international platform. Among these were a variety of projects across a wide range such as the construction and rehabilitation in gecekondu areas, transformation projects for gecekondu areas, joint venture implementations with local administrations in mass housing supply, set up of rail systems in big cities, regulation of small venturer dolmuş-minibus systems, set up of numerous small industrial estates, solutions developed for air pollution particularly in Ankara, water supply to the city, set up of sewage and treatment systems, disposal, storing and recycling of solid waste, displaying a great variety. If Turkey's performance in this field is assessed it can be said that she has the potential to design projects and develop solutions in very different fields, but is unable to mobilize sufficient resources for a wide application of these and has failed to create reliable, determined institutionalisation and construction regulation modes. However, within the framework of these implementations, she has achieved a certain degree of systematic accumulation of experience and concepts.

Turkey shows its interest in this issue once again by being host to the HABITAT II Istanbul Conference in 1996.

3.2. Agenda 21 and Turkey

The Rio Conference had the biggest impact of all UN Conferences convening after 1990, because it was backed by a social movement with global objectives dating back nearly 20 years. Basically, this conference produced two texts. The first is the Rio Declaration. The second is the action program known as Agenda 21. The action program is a comprehensive document that assigns responsibilities

to governments, UN organisations, economic development institutions, non-governmental organisations, and every corporation or individual which has an effect on the environment. Therefore, when mentioning Agenda 21 implementations in Turkey, it is necessary to approach the issue from the viewpoint of not only the state, but of all actors burdened with responsibility.

It is observed that results of the Rio Conference have impacted all of society's actors. This impact has clearly emerged during the preparation negotiations of this National Report, since there were many common issues between the Habitat II Conference concerning settlements and the UN Environment and Development Conference. The prevailing inclination in the participants's handling of settlement issues was to subordinate it to the logic applied to environmental issues. The twentieth of structural transformation projects in the Seventh Five Year Development Plan covering the period 1996 to 2000 was also reserved for institutional regulations concerning the environment.

Notwithstanding such impacts, Turkey was considerably delayed in preparing the National Environmental Action Plan foreseen for the implementation of Agenda 21. However, the work has reached the stage of finalisation. Efforts by the State Planning Organisation with the financial support of the World Bank are aimed at obtaining an action plan, which can be incorporated into the country's development plan to determine environmental investment priorities, and to overcome national, regional and local problems. 16 work groups have completed technical reports on various topics. The results of this work will be discussed in a national work groups meeting in April 1996. The National Environmental Action Draft Plan will be ready in June. This draft will be opened for discussion at an international meeting to be held in September. The plan which will be included among World Bank publications is expected to fulfil a facilitating function for the international financing of investments in the environmental sector.(128) This National Action Plan, for which preparations are under way, has not been opened to public discussion yet. Environmentalist non-governmental organisations are criticising that this action plan has not been prepared through a participatory process.

Another proposal in Agenda 21 is that, apart from national actions, local environmental action plans should be prepared. At the present, action plans are being prepared and implemented at the local administration level as well in North European countries.(129)

There is still no policy to determine how relations will be set up between the National Environmental Action Plan being prepared and local environmental action plans. On the other hand, it has been announced that Urla Municipality as well as Greater Bursa and İzmir Municipalities have started preparing a local environmental action plan on their own initiative.(130)

(128) Information supplied by the SPO Environment Sector.

(129) Report by Nuran Talu.

(130) Comments at the Meeting for Habitat organised by the Association of Aegean Municipalities.

4. SUCCESS STORIES OF THE TURKISH EXPERIENCE

If problems are solely determined in the course of development of an action program, and solutions implemented for these problems are based on predominantly technical data, this means that characteristics of the society in which the program will be implemented have not been sufficiently scrutinised. However, if prior to the preparation of the action program problems faced by this society as well as success achieved so far are studied, this will provide the opportunity for taking into account contributions which may arise from the social context, thus enhancing prospects for success.

As can be seen from the chapter dealing with the evaluation of Turkey's urbanisation experiment and developments in the housing area, solutions based on technical knowledge could not be implemented in most cases, while solutions which proved effective in practice were opted for. The key feature of these solutions in general is their disregard for approaches based on purely technical conceptions, the ability to conceive opportunities offered by social circumstances, to render some new practices attractive for the respective actors by materialising on these opportunities.

Such solutions borne out and developed in practice generally provide an answer to a problem at a certain time and critical stage, but create problems by directly transgressing the boundaries of legitimacy either from the very beginning or by gradual accumulation in time. These solutions may come to pose as problems in time. From such a viewpoint, relative or limited success rather than definite success is the case. Turkey's experiments and achievements will be assessed within this approach.

When dealing concurrently with the achievements in Turkey's experiment and the problems it created, solutions developed by society in response to the problems it has encountered will be assessed by placing emphasis on the consequences in view of the city's rapid growth and transformation.

4.1. City Planning

The first question encountered in this context is the growth of Turkish cities and to which extent this transformation was realised within plan discipline. It is a well-known fact that building discipline in general has not been achieved in Turkey and that therefore building amnesties are frequently granted. Nevertheless, it is also known that in some cities modernist planning concepts have been successfully implemented. Konya is the most often cited example in this regard. Following a city planning competition in 1965, a successful urban land policy in line with the plan author's proposals was adhered to, a sufficient number of lots were allocated for city development and construction of housing areas, parks of organised industry, small industrial estates, inter-city bus terminal, exhibition and fair centres were realised. Pressure on the city's historical core was relieved and the city's proper transformation toward a new social environment was initiated. Although municipal government switched between various parties in the next 30 years, planned development continued in practice. In spite of rapid urbanisation, gecekondu areas did not develop. The city and its administration were capable of achieving planned growth and transformation. Kayseri, Kırşehir, Sivas, Gaziantep, Denizli, Urla and Çorum among others may be cited in addition to the Konya example.⁽¹³¹⁾

Another success story in the preservation of the historical urban fabric and renewal has emerged in Muğla. In response to changing life patterns, old districts are torn down in many cities in the course of the demolish-and-build process, altering the city texture. Establishing of historical preservation sites designed to safeguard against this meets with reaction from the population. However, in Muğla the historical fabric of the city could be preserved. Furthermore, the people were engaged in the preservation effort. The people have been persuaded to adopt this approach, and municipality elections are won by candidates who favour conservation. A similar awareness has been created in Safranbolu.

(131) Report of İller Bank (Bank of Provinces).

More examples could be added. However, considering all of Turkey, the number tends to be small. Nevertheless, almost all municipalities in Turkey —except very small settlements where municipality status is new— have an urban development plan. Even though the necessary discipline for their implementation has not been established yet, the mere existence of plans signifies a certain measure of success. The major force behind this is the *İller Bank* (Bank of Provinces) mechanism. Three policies adopted by *İller Bank* have ensured the wider use of plans. Since the bank has these plans prepared on behalf of the municipalities, this represents a solution to the technical shortcomings of municipalities. In previous years, the first plan requested by the municipality was free of charge, and subsequent ones were on credit. At present, all urban development plans are free of charge to the extent that the Bank's resources will allow.⁽¹³²⁾ What is more important, the possession of an urban development plan is accepted as the pre-requisite for the building and financing of utility infrastructure projects such as water, sewage etc. The set up of such a system safeguards the recognition of plans by the municipalities. However, there are some structural problems inherent in this system. The administration is somewhat alienated from the plan. Acceptance at local level is difficult and the set up of local planning capacities is delayed, which impedes the formation of planning and implementation as a mutually encouraging process. Notwithstanding the foregoing, *İller Bank* constitutes a unique example with significant impact in enabling small municipalities in particular.⁽¹³³⁾

When examining Turkey's planning literature, it is observed that answers have always been sought to these questions. The *İller Bank* system was a rational way to utilise limited planning capacity at a period when there were very few planning experts in Turkey. However, Turkey was able to increase the number of planning experts quite rapidly. It can be seen as one of the implementations to be marked on Turkey's success ledger that as early as from 1961 onwards, METU (Middle Eastern Technical University) started courses in city planning. Starting from this date, city planning training as an area of expertise spread rapidly. Under the new circumstances, it might be better to re-interpret the *İller Bank* system by re-directing it to create planning capacity instead of having plans prepared for municipalities. This will serve to solve a major part of the problems encountered in the planning area.

Basically, two mechanisms have played a role in undermining the effect of plan implementations in Turkey. Firstly, local plans were used to circumvent the original plan. Secondly, illegal construction. Local plans served to legalise the circumvention of the original plan from the beginning through the planning organisation, while areas where illegal construction took place were legalised through building amnesties. These two processes rendered the plans meaningless after a while. When evaluated under the aspect of planning, this negative practice which encouraged disregard for planning has also produced some positive results. The security offered in this way is the reason why *gecekondu* areas in Turkey are in better shape than similar squatter settlements in other countries.

Among the main reasons for the insecurity encountered in the planning issue is that in many cases municipal councils impose arbitrary amendments incompatible with the plan's logic. It is not right to defend the permanency of plans. This would remove flexibility from plans. Thus a way must be found which keeps amendments to plans harmonious with the plan's logic, without undermining confidence in the plan. A method implemented by the Manisa Municipality in the 1989-1994 period could be taken as an example in this regard. It was resolved to realise plan amendments after discussions took place in which all concernees in the district subject to amendments and representatives of the professional chambers participated. In this way, amendments to the plan were made transparent, and arbitrary and opportunistic requests for change were eliminated.

Greater Antalya Municipality which is Turkey's most rapidly growing metropolitan area has entered into a new planning experiment. On one hand, an urban design project to provide a new identity to the CBD was obtained through a competition and implemented, by holding more than 20 meetings, other than those with municipal councils in the city in a process which gave all segments of the population opportunity to participate in discussions on the structural plan prepared for the met-

(132) View of TMMOB Chamber of City Planners.

(133) View of TMMOB Chamber of City Planners.

ropolitan area, and this helped its acceptance by people. The high consensus obtained in this way with respect to the city plan is expected to be the strongest guarantee for the implementation of the plan despite the steep increases in real estate prices leading to speculative activities in Antalya. This guarantee is further reinforced by the level of development of non-governmental organisations in Antalya.(134)

4.2. Organisation of Intercity Transportation

The urbanisation process in a country depends on the realisation of specialised production in rural areas for domestic and overseas markets, in other words the integration of the rural segment with national and international markets. Turkey has achieved this integration after World War II through a successful highway program. First the national network, then the rural network was developed. The principle adopted for the set up of the highway network was the step by step development of the capacity and the standards of the highway network in line with increasing demand. This choice resulted in more effective use of funds allocated for highways. Transportation services to ensure the flow of goods and people on this highway network set up by the state must be organised by private entrepreneurs. Following World War II there were no large scale venturers to provide service in this field. The service had to be provided by small venturers, the great majority of which was in possession of a single vehicle. Turkey has been successful in developing interesting organisation forms in this field. These small venturers have managed to provide regular service at certain tariffs on certain routes to set destinations by congregating under the umbrella of a regulating company for transportation between settlements. The operations of this system required subordination to a regulating company and led to the development of intercity bus terminals in cities where these companies assembled. While these buses started from city centres in the beginning, later on they were moved from the CBD to the periphery, where all small and big cities eventually managed to set up bus terminals. These have now reached monumental size, like in Istanbul Ferhatpaşa, Ankara and Izmir bus terminals. Large investors who gradually entered the system afterwards have set up fleets consisting of numerous luxury buses and also organised services by offering leisure services alongside high demand routes and in many cases have started to set up offices at the city's most accessible spots for commuting to the intercity bus terminal.

Development in commodity transport has also started with venturers who were owners of a single truck. Organised freight carriers have played a crucial role in the set up of the system, which ensured that small transport entrepreneurs could provide efficient service. Organised freight carrier parks which were located near the city centres in the beginning, assembled in a carriers' compound as in the Istanbul example and moved out of the city. Gradually large shipping companies were organised, and by exploiting the advantages of Turkey's geography set up large fleets of trucks operating between Europe and Middle East. Turkey has now the largest TIR fleet in Europe. This necessitated large TIR parks at the outskirts of big cities.

It can be said that Turkey has demonstrated its success in acting through small units, and in developing units which regulate a system based on small-scale venturers in highway transportation. These developments are the result of formations gradually developed by the system itself, rather than through planned intervention. Such progress led to the neglect of efforts for the extension and modernisation of railroads which had started in the first years of the Republic and resulted in a heavy predominance of highway transportation. This system's reliance on highways operates with a high incidence in traffic accidents and heavy casualties, while traffic discipline is still inadequate. Turkey has been unsuccessful in achieving a balanced development of highway and railroad transportation.

4.3. Intra-urban Transportation

Just as the realisation of intercity transportation services had relied on small scale venturers, organisation of intra-urban transportation was likewise based on small. At a time when urbanisation took place at accelerated pace, city governments were incapable of developing mass transportation systems to meet the demands of increasing intra-urban transportation due to lack of funds. In the face

(134) Views expressed at the Meeting for Habitat II organised by the Association of Municipalities Mediterranean.

of this inadequacy, the solution spontaneously produced by the people was the "dolmuş" (jitneys). Taxis started to work as shared taxis. Later on, local administrations organised routes for dolmuş cabs. Eventually, 7-passenger dolmuş vehicles were replaced by 11-passenger minibuses and finally by 14-passenger midibuses. These are organised in the form of tradesmen's associations. This system accounts for more than 30 percent of urban transportation. The development of this system, under an umbrella regulated by both the municipalities and their own associations, has provided a formula which makes life easier for middle and lower income groups in the cities.

The evolution of this system, as is observed in many solutions of this type that emerge spontaneously, has created some problems. Since not much discipline can be applied to passengers boarding and departing in the minibus system, the flow of city traffic is disrupted. They become competitors to the municipal transportation system on high demand routes, leading to lower revenues on municipality routes. Since they have become an organised pressure group, they refuse to work on low demand routes and oppose any increase in the number of vehicles working on profitable lines. Entries into the system are hindered leading to surging license plate rents to the detriment of users.

When urban growth reaches a metropolitan scale, the carrying capacity of these systems becomes insufficient to meet travel demands on the city's main routes. They must be replaced by bus systems, by allocated bus routes and if growth continues, by rail systems. The municipalities adopted these approaches after the second half of the 70's. Allocated roads were implemented successfully in Istanbul and Ankara. As can be seen from the Konya, Istanbul and Ankara examples, rail transportation systems started to be set up. Within the last year, the Metropolitan Municipality of Istanbul has started to put into implementation the Akbil integrated ticket system to ensure the integration of urban mass transport systems.(135)

4.4. Small Industrial Estates

One of the important factors determining the transformation experienced by cities and the city shape to emerge from this is the changes experienced in Central Business Districts (CBD). Up to the mid-60's, small scale production activities in Turkey mainly took place in the vicinity of CBD's. They created many problems in the city centre ranging from traffic problems, environmental pollution to fire danger. The Turkey experiment has brought a solution to a certain extent to this problem through small industry estates. Given specific support by the state, construction of 409 small industrial estates started in the period from 1965 to 1993, 250 of which have started up operations. In the industrial estates that have been opened, 371,388 people are working in 61,898 workplaces. When industrial estates the construction of which is under way are completed, the number of workplaces will increase to 103,322 with 600,000 people employed. These estates were created through workplace building associations by receiving varying forms of support from the state. Such developments in small industrial estates have helped in relatively decreasing the pressure on city centres. There were successful enterprises in this respect. On the other hand, criticism has been directed at the predominance of owners of these workplaces who are not small manufacturers, lack of sensitivity to environmental issues, and absence of treatment systems, neglect of transportation problems which would arise after building of 30,000 workplaces in Ikitelli, Istanbul and 7,500 workplaces in Ivedik, Ankara.

Workplace building associations were not the only channel active in the development of small industrial or workplace estates. The small scale speculative mode of supply prevailing in the housing area also had an impact on this field in the big cities. Multi-storey workplaces accessible to trucks were built in Istanbul and Ankara through these types of ventures.

4.5. Organised Industry Parks

In the first years of Turkey's rapid urbanisation and industrialisation, private enterprise industries would select lots mainly on roads connecting cities to other settlements, and would facilitate the provision of labour by encouraging the development of gecekondu in their vicinity. This created irregular inroads in the outskirts of the cities. Organised Industry Parks which would manage to take under control at least part of these inroads first turned up on Turkey's agenda in the second half of the 60's. By the end of 1994, 5,320 industry parcels in 37 organised industry parks built on 8.8 thousand hectares of land were released for usage. Production started on 42 percent of these parcels, while construction of factories continued on 25 percent. Project works continued on 25 percent of

(135) View of the Greater Istanbul Municipality.

(136) Seventh Five Year Development Plan, p.57.

panels. 81 new organised industry parks were included in the 1995 investment program.⁽¹³⁶⁾ The Chambers of Industry of the respective cities and TOBB (Turkish Union of Chambers and Exchanges) have played a pioneering and organising role in the development of these areas. 90 percent were realised with state loans under the supervision of the Ministry of Industry and Commerce. Organised industry parks were successful in general with regard to the resettlement, decentralisation and regulation of industries.

The development of organised industry parks is generally criticised from two aspects. Firstly, no planning efforts have been made for the provision of housing to employees working in the vicinity of these areas. Secondly, the lack of environmental management plans, and implementations in line, with such plans concerning precautions designed to reduce the environmental impact of these areas, i.e. the containment and treatment of liquid, solid and gas waste. It is observed in projects completed last year that these criticisms have been heeded. For example, the organised industry park being developed in Adana has a mass housing area covering 2,000 hectares of land which has been planned in the neighbouring Suluca and Kürkcü municipalities. Also, landscaping and environmental projects were requested for the allotment of industry parcels in the Adana Organised Industry Park. The Izmir-Menemen Organised Leather Industry Park, Istanbul Tuzla Organised Leather Industry Park and Izmir Atatürk Organised Industry Park were planned in harmony with the environment and water treatment facilities have been installed. The Manisa Organised Industry Park has installed a treatment facility after 1991, which had been lacking since the time of its construction.

4.6. The Capacity to Develop New Housing Supply Modes

One of the foremost problems encountered by countries which go through rapid urbanisation is to provide a sufficient number of housing without surpassing the affordability of the households. Due to rapidly increasing urban population following World War II, it has been impossible to provide housing especially to the migrants arriving in the cities within the limits of their purchasing powers and in compliance to legally prescribed building rules. Apart from the shortcomings in planning, organised efforts, infrastructure investments and expansion of registered land stock, the deficiencies in the private sector with regard to having the needed building technology and capital accumulation, paved the way for a series of peculiar methods to be employed in housing production. It is observed that these developments have two key strategies, consisting of reducing the cost of land and increasing the size of the undertakings, while the realisation of these have led to a re-structuring of rights and relationships concerning real estate.

The migrants to the cities, in order to minimise land and building costs, adopted the strategy of "direct appropriation" of land not yet opened for urban development, which either was not suited for building construction or located in the city's outskirts, and usually under state possession, thus forming wide *gecekond* belts. This fully illegal alternative has been recognised as a valid way towards the acquisition of housing owing to the tolerance of the governments, as well as to their efforts to supply utilities and public services, and even to distribution of title deeds. The second approach designed to reduce costs is "shared acquisition and utilisation" of land. In this case, individuals, by mutually drawing up contracts, managed to subdivide large tracts of agricultural land at the outskirts of cities. This alternative serves to protect the legal status of the land title acquired by joint ownership through a shared deed while physical distribution, planning procedures and construction are fully illegal. Through this method, wide segments of low income households have managed to acquire either a single house or, in areas of massive illegal construction, an apartment flat. Governments have made efforts to provide guarantees for this type of illegal construction in due course.⁽¹³⁷⁾

However, the principal transformation in ownership rights which has been most effective in Turkey was the legalisation of flat ownership in apartment buildings that made multi-storey building construction profitable in the city's planned areas. Land owners, builders, individuals and households in need of housing and hindered by limited land and capital resources, responded by setting up production-oriented partnerships. The buildings produced met the housing needs of households through the easement of acquisition of independent units. The major reason for the rapid spreading of this method is its success in mobilising small savings of households and converting them into effective capital. In this way, land owners were able to seize considerable rent, while households

(137) View of Murat Balamir, METU Centre for Housing Research.

were able to acquire homes. Builders, on the other hand, found a way to finance the construction by selling dwelling units before or during construction without making any payment on land and without using a significant amount of capital. The only aspect of this method conflicting with laws, the "time limited" validity of the contracts for the right of use, was eliminated through the Flat Ownership Law enacted in 1965 as a result of gradually increasing political pressures, and for the first time an urban way of life in housing areas was defined. Together with the guarantees afforded by the law and the possibility of converting small accumulations into effective capital, the path was paved for small entrepreneurs called *yapsatçı* (builder-and-seller) and cooperatives to produce multi-storey housing. Diversity of housing tenures was created in the society by means of flat ownership relations which envisaged the ownership of parts of buildings. Tenants, home-owners, housing-rich and housing-poor households making up an ownership pattern, have then increased in number.(138)

Turkey has proved capable of developing solutions suitable for her own conditions when faced with housing problems due to rapid urbanisation. Turkey, in the throes of political populism has managed to provide supply in various forms of housing provision, namely *gecekondus*, small-capital speculative builders and co-operatives, by allowing for new ownership relations, and acting flexible in the face of accomplished facts. Different segments of society had a chance to acquire homes under conditions determined by these modes of supply. While this system was effective during the first stages of urbanisation, it came to a halt in the 70's. Supply through builders-and-sellers had become very expensive, resulting in rising densities in central districts, destruction of the historical fabric and air pollution.

One aspect which can be considered as a success in Turkey's experiments in the field of housing is that she has managed to transcend existing housing supply modes and advance to large-scale housing production in various forms of provision in the 80's. Advances in construction technology in Turkey, setting up of the Housing Development Fund which effectuated an important step in housing finance, and the developing large tracts of land by the Land Office contributed to the creation of a positive environment for this development. There are four channels in this transition. The first is the organising of co-operatives in the form of cooperative unions. The second is the house building initiated by the Housing Development Administration. The third consists of production of housing estates undertaken by municipalities with financial support of the Mass Housing Development Administration. The fourth is the output of large private companies and Türkiye Emlak Bankası (Emlak Bank of Turkey). An interesting feature shared by all four channels is that they do not consider projects included in these channels merely as projects which will create a considerable supply of housing, but lay claim to producing a new urban environment, a new way of life. However, the fourth channel is disproportionately geared towards upper income groups. Therefore, the other three channels are more interesting regarding solutions to the housing issue, with successful cases in each.

Conceptual preparations in the development of the first channel started with project works of İzmit Municipality's "Yenilikçi Yerleşme" (Innovative Settlement) and Ankara Municipality's "Batıkent". This project is three-tiered, consisting of the municipality, a contractor company and a co-operative association. The municipality taking the lead in the project would undertake land acquisition and planning; the contractor company, which could also be called a holding, would realise building and production of basic construction materials by organising itself in sub-companies; co-operatives and co-operative unions would basically organise demand and secure housing loans. This model, which started out three-tiered in the beginning, was modified in due course and turned into a model dominated by the cooperative union. Two factors played a role in the evolution of this system toward single-tiered system. The foremost reason is that the manufacturing companies affiliated to holdings were not successfully managed and supervised. The lack of prefabrication or private sector firms specialised in industrialised building in the period when this model was developed changed in time. In due course, numerous companies specialising in this field were set up. It is no longer needed to set up companies both to build housing and to produce construction materials. Secondly, the municipality's role has diminished. This is closely related to the fact that the municipalities' election periods are significantly shorter than the project's lifespan. Tensions appeared when municipal administrations changed, since these projects had been part of their political campaign. Due to these tensions, the model was reduced to a predominantly single-tiered operation, and supply of mass housing came to rest with cooperative unions.

(138) View of Murat Balamir, METU Centre for Housing Research.

The first and most frequently referred project of this type is Batıkent; 44.000 housing units have been completed in the project site which was developed to produce 50.239 dwelling units, and presently 200.000 people inhabit this area. (30.386 of these housing units were realised by Kent-Koop, and 19.853 by TÜRKKONUT) In this model, co-operatives were not regarded from the start merely as a housing supply mode but as an instrument in creating an urban way of life, and therefore the project is based on the concept of the urban cooperative. The cooperative union has to undertake the tasks of the provision of trade centres, social services and social activities as well. This project received the World Housing Year Award, given by the Building and Social Housing Foundation of the United Kingdom in 1987. The award was handed by Prince Charles. It also won the "human settlements" award given by the Friends of the United Nations Organisation in 1995. Despite international acclaim, the building quality of this housing project has been subject to criticism.

In the course of realisation of this project the organisation of housing co-operatives in Turkey evolved into an advanced tiered structure. Co-operatives were organised in Co-operative Unions, while Unions come together to establish Confederation of Cooperative Unions. This evolution first emerged in the form of the Batıkent Housing Production Co-operatives Union (Kent-Koop) in the Batıkent project. When similar projects sprung up in other cities, the Confederation of Cooperative Unions in Turkey (TÜRKKENT) was set up. This system comprised 28 unions, 605 co-operatives in 1995. This system has supplied 120.000 housing units. The construction of 65.000 of these is under way.

The Batıkent project is included in the scope of activities of another central union as well. Co-operative Unions set up by co-operatives not included in Kent-Koop in Batıkent established a confederation (TÜRKKONUT), which is Turkey's first central union, in 1985. This confederation, apart from realising about 20.000 housing units in the Batıkent area, also realised the Çayyolu project started under the lead of the municipality in Ankara. The First Çayyolu Project comprising 10.700 housing units was completed. The Second (Dodurga) Çayyolu Project for 8.000 housing units was started independent of the municipality. The TÜRKKONUT system engaged in similar activities in other cities. It evolved into a system of 1.200 co-operatives and 17 Co-operative Unions. This system had completed 110.000 housing units by 1995. Construction of 36.000 housing units is continuing at present.(139)

Another version of this model is the Ev-Ka project developed under the lead of the Metropolitan Municipality of İzmir. While cooperative unions pioneered in bringing together demand and project design in other projects, it was the municipality which played a leading role in the Ev-Ka model. Demand is organised by a single cooperative set up and led by the municipality. With this system 19.000 housing units have been built in the years from 1984 to 1989. The construction of 10.000 more housing units presently continues.

A different version of large-scale, municipality-led project is the Yeni Adana project developed after 1985. Land subdivisions were carried out in line with article 18 of the Building Law in an area suitable for 20.000 housing units to the north of Adana. Expropriation of land in this area was not called for. In the areas where ownership was redistributed, 35 percent share was taken from landowners for roads, social facilities and parks, and the rest was left to the owners as developed building lots. At the present, 80.000 housing units have been built in this area, the infrastructure of which is supplied by the municipality. Furthermore, small houses built in this area under the municipality's initiative as an alternative to gecekondu have been given credits from the Housing Development Fund.(140)

As can be seen from the statistics, this mode has made effective use of the Mass Housing Fund credits to realise the large scale supply of housing, and has become institutionalised.

The second mode is the production of housing estates by the Housing Development Administration. 34.000 housing units were built in Eryaman (Ankara), Halkalı (Istanbul), and Yalova Kaptan (Kocaeli). Construction of some of the estates is continuing in Eryaman and Halkalı areas. Housing Development Administration also acquired 8782 hectares of land in 16 provinces suitable for the

(139) View of TÜRKKONUT.

(140) View of Greater Adana Municipality.

building of 367.000 housing units. After experimenting in the initial years, this mode of supply has shifted to two areas where other modes of supply do not respond. The first is the relatively small sized housing units are produced for certain segments of the middle, lower-middle and low income groups. The second is the housing produced in Southeastern Anatolia, as in the cities of Diyarbakır, Şırnak, Hakkari and Urfa.

In this mode, a large tract of land is acquired and developed. Construction works are tendered to large capital construction firms. Housing prices are calculated by adding to the tender price the costs of land, infrastructure, and social and technical services. Buyers of houses are randomly selected from among those who make an advance payment amounting to 25 percent of the housing value. Construction lasts between 13 to 18 months. Compared to other modes, this is a short period of time. Buyers pay their debt to HDA in instalments between 75 240 months. Instalments are indexed to salary increases in the public sector, and are adjusted every six months.

One of such project sites is in Eryaman, where building of 40.000 housing units has been planned on an area of 953 hectares.

15.153 of these dwelling units have been completed. 21.5 percent of these dwellings are small, in size 26.5 percent having between 60-80 square meters floor area, and 51.5 percent between 80-100 square meters floor area. The share of larger than 100 square meters housing units is 0.5 percent.

The third mode has been developed by HDA to encourage municipalities which had played an active role in the first mode, but then lost momentum, to take part again in housing supply. This is an enablement project. In this mode the municipality fulfils the land development function, while project preparation and technical services related to construction are realised by a consulting firm, and HDA provides credits and financial support. In this way, municipalities are involved in the housing provision and HDA's activities are spread country-wide. Projects for 27.000 housing units in thirty-five municipalities have been started in this mode. One successful example for projects launched in this mode is the one implemented in Bozüyük. Being a small settlement where large-scale industry is concentrated in recent years, the Yeşilkent project for 2.400 housing units was started in Bozüyük in recent years. The first stage comprising 600 housing units has been completed. The second stage is about to start up. Urla Municipality's project can also be added to the list of successful undertakings. These projects aim to produce not only housing, but also a new urban environment.

In order to summarise Turkey's experiments in the field of housing, it would be more appropriate to place emphasis on her capacity for developing new housing supply modes to meet requirements suitable for existing conditions and opportunities rather than dwell on the characteristics of individual models.

4.7. Conservation of the Historic Urban Fabric and Revitalisation Through New Functions.

The damaging impact of the housing provision by yap-satçı which evolved in the course of Turkey's urbanisation process on the historical urban fabric has been very high. Increasing efforts have been made in the last decade to preserve and revitalise historic urban fabric that have resisted the damaging effects. There are successful examples in this regard, developed by the central government, local authorities and non-governmental organisations. Among the projects undertaken are Antalya Kaleiçi by the Ministry of Tourism, Ortaköy and the vicinity area project by the Beşiktaş Municipality and the İzmit Houses Survival Project by İzeyap-Der. These experiments show that tourism can revitalise a region and create economic activities rapidly. However, it becomes better understood with the proliferation of examples that the revitalisation of regions in many cases does not mean protection. On the other hand, these undertakings are nevertheless positively regarded by the society in view of some kind of relationship established with the past through symbols.

4.8. Conversion of Heating Systems in Cities for Air Pollution Control

The use of lignite in heating during winter months in Turkey is wide-spread. It is the cheapest source of heating. However, the quality of lignite produced in Turkey is generally low, containing a high percentage of sulphur, and the methods employed for combustion are inappropriate. After the 70's, starting in the big cities, air pollution entered Turkey's agenda. The matter of energy conservation also came on the agenda in the aftermath of the first petroleum shock of 1973-74. Measures proposed to prevent both energy wasting and pollution such as building insulation, improving combustion technology, energy rational production and reducing consumption were not sufficiently suc-

cessful, and air pollution continued to be a problem. The most effective anti-pollution measure has been the change of fuel type used in urban heating. The first successful example was Ankara. Ankara Municipality was among the cities which received the UN Environment Award prior to the Rio Conference.(141) On one hand, it was compulsory to bring natural gas to the city and use it in parts of the city susceptible to pollution. On the other hand, the use of low quality lignite in the city was prohibited, and high quality coal was imported. Cities like Istanbul and Bursa which are situated near the natural gas pipeline and which faced the same problems in the 90's have also opted for the same model.

In addition to this model, a new approach is evolving. In this model, Turkey uses its geothermal energy resources. Geothermal energy is used for heating in Kırşehir and Simav. The first model is completely based on imported energy. Therefore the second model which is based on utilisation of local resources is superior, and should be extended wherever possible.

4.9. Collection, Disposal and Storage of Solid Waste

It is observed that one of the most important problems encountered with regard to the livability of settlements in Turkey is the disposal and storage of solid waste (garbage). The most advanced implementation in this respect is in İzmir.(142) 2000 tonnes of garbage are collected within the boundaries of Greater İzmir Municipality. 500 tonnes of this flows is diverted daily to Uzundere Fertiliser Factory built in 1969. Paper, plastics, metals etc. are sorted from the garbage arriving there and recycled to the economy, while organic compost fertiliser is produced from the remainder. This is Turkey's first compost factory. Until 1992, the portion of the garbage other than 500 tons was dumped in six irregular garbage dumping sites. Later, İzmir Municipality began to use Harmandalı regular garbage storage area. This is the first facility built in Turkey. The project, for which preparations started in 1987, was completed in 1992. It consists of two big valleys with non-permeable bottom. Garbage disposed is covered with soil and gases produced are emptied through pipes. Since the ground is non-permeable, ground water is not polluted and diffusion into the environment is prevented by evaporating the water from the waste by using the spray method at the valley's outskirts. There are separate units in Harmandalı area; for city garbage, harmful waste, hospital waste and sludge from the waste water treatment plant.

Greater of İzmir Municipality collects hospital waste in heavy tied nylon bags using its own refrigerated vehicles through a separate system and buries them in a special section of the Harmandalı area in deep pits treated with lime and antiseptics. Asbestos and other carcinogenic or harmful substances are buried in special units. Sludge from the treating plant was originally buried in special sections after drying in lagoons. This practice was halted, however, because of the emanating bad odour.

Another successful aspect of this facility which should be emphasized is that it was realised by using the country's accumulated engineering experience and at a low cost.

4.10. Participation Practices in Local Administration

Turkey has had interesting experience in developing participatory practices in her experiments in local government that should not be forgotten even if they were not repeated in many places. Among the major problems of city administration is the domination of the mayor in the contemplation and formulation of projects. City residents do not have a say in project development. One of the experiments which sought a solution to this problem was to convene city assemblies (Kurultay's) or city councils which would open up the development of projects and concepts to concerned authorities and non-governmental organisations outside of the municipal council.

The first example occurred in Ankara in the 1977-1980 period and it was implemented after modification in Ankara again in the 1989-1994 period. In principle, projects developed by these Kurultays which convened annually with the participation of non-governmental organisations and concerned individuals were enumerated and included in the municipality budget, commissions set up continued works in the subsequent year, and followed up the progress made. Although civil participation was strong, political determination was insufficient, and therefore this project, despite the inherent potential, was not effective enough. After 1994, it was observed that various municipalities entered

(141) 12 cities have received awards under the UNCED Local Governments Honours Programme.

(142) View of the Association of Aegean Municipalities of.

into new experiments. City councils organised by the Aliğa and Çeşme Municipalities convened. Some ventures in this direction are the Children and Women Councils of the Greater Istanbul Municipality, and Advisory and Youth Councils of the Greater İzmir Municipality.(143) There has been criticism that such practices further increase the power of pressure groups which are already influential in city administration.(144) Therefore it would be most useful to spread these practices so and to ensure their progress and institutionalisation so that all segments of society may be represented .

In most cases important rearrangements or implementation of major projects by the municipalities in the city centre were dominated by the project's own logic, without consideration for the impact of the project on residents living in the vicinity, of the project site. Large projects have tended to create conflicts in society to the same extent that they provide solutions. The Metropolitan Municipality of Ankara brought a serious alternative to this problem through project democracy implemented in the Hacı Bayram Area Renovation Project in 1989-1994. Inhabitants affected by the project, project designers and project managers got together in a series of meetings, and were successful in better understanding each other's problems and developing mutual understanding. The project was implemented without creating social tensions in a socially very sensitive area.

Another significant example regarding participation is the "District Information Centre" project implemented by the İzmir and Bursa Municipalities.(145) These projects with their international co-operation dimension represented an important step towards the direct relations between the district or neighbourhood scale, and municipality administration, and in ensuring participation.

4.11. Civil Society Practices

Wide consensus exists at a discussion level regarding democracy in Turkey and its strengthening through participatory practices. However, this could not be sustained in practice. The failure to sustain it in practice can be attributed as much to clientelist political practices as to a lack of adequate civic organisation. Despite this general inadequacy, successful implementations to be emulated have started to evolve. The first progress of this type were the beautifying associations established in gecekondu districts in the 50's. These associations were beneficial in the provision of infrastructure services to gecekondu belts by using political lobbying channels. The second wave of organising was impacted by the world-wide expansion of the environmental movement. Non-organised groups, city initiatives, associations, non-profit institutions, foundations etc. emerged in various forms. The abandoning of the project to build a car park under Güven Park which had come to symbolise the city's identity in the heart Ankara through a citizens initiative is an important achievement. Environment volunteers have effectively combated the power plant being built in Gökova through effective protest actions. Even though the power plant was built, it could not be put into operation. There are many more examples of such effective campaigns.

It could not be defined a successful movement of a non-governmental organisation if merely protesting externally made decisions and influencing decisions. It would be more appropriate to define the success of the initiatives of non-governmental organisations in meeting the needs that are not supplied by either the state or markets. Such initiatives have already started.

Among these Fişek Health Services and Research Institute stands out as a successful example worth attention for its provision of health services to small work places employing child labour. It has been serving for 13 years through a clinic operating in Ankara's OSTİM small industrial estate. This service model originated from the "work entry and periodical health examinations" which are legally obligatory for workplaces. This organisation model was developed based on the principle that workplaces fulfil this obligation through a voluntarily established service organisation. 210 firms in Ankara par-

(143) View of the Greater İstanbul Municipality, View of the Greater İzmir Municipality.

(144) View of Zerrin Toprak, DEU Faculty of Economic and Administrative Sciences.

(145) View of the Greater İstanbul Municipality.

ticipated in the organisation. They provide services ranging from treating health problems originating from workplace conditions to compulsory check-up's and taking care of children's health and social problems. In the absence of such organisations, workers employed in small workplaces are fully excluded from such services despite legal regulations. Implementation of this model in Istanbul and Ankara has started.

There are also successful examples at neighbourhood level. Wide-spread organisation was established in Kadıköy, which was elected as a pilot area by Peace With Nature, where a representative in each street, a volunteer in each apartment, and a sensitive person in each residence was recruited. 50% of savings achieved through sorting garbage at source and efforts to recycle solid wastes into the economy are distributed to volunteers. They also organise afforestation campaigns, and train janitors in combustion techniques. Similarly, the S.O.S. Istanbul Environmental Volunteers Platform which is organised at district level in Istanbul holds consciousness-raising sessions, and tree planting campaigns. Bodrum Turgutreis Volunteers are conducting paper waste collecting campaign by mobilising pensioners.⁽¹⁴⁶⁾ The effectiveness of civic engagement and enablement strategies will depend on the proliferation of such organisations, and the establishment of a strong civic society network through self reinforcing interaction through.

One of the most important obstacles preventing lower-income women in cities to enter the labour market and benefit from the existing training opportunities is the lack of child care and service facilities. These services are not widely offered by the public sector. The Foundation for the Support of Woman's Work has developed a partnership model which envisages a co-operation of local administrations and users to solve this problem. This model has been practised for eight years at Kocasinan, Pendik, Güngören in Istanbul. It will be extended to Esenyurt and Küçükçekmece shortly. In this model the Foundation plays a leading role. The municipality allocates crèche or kindergarten space. The crèche is managed by the families who decide on the budget, staff and nutrition program. Staff is selected from the same neighbourhood, and families volunteer to work when necessary. The education program is determined in a workshop with the participation of families and trainers. Instead of an authoritative program, children are educated by a program which supports the learning process by experimenting, placing the family and surroundings at the centre. Families contribute to expenses at different levels in line with their household budgets, while those with inadequate budgets are exempted from contribution. Such crèches also serve as training centres for women, and small business projects developed here are supported by the Foundation.

More examples can be cited. These show that non-governmental organisations are capable of conducting successful implementations by becoming an actor in diverse fields.

(146) View of Bodrum-Turgutreis Volunteers.

5. MEDIUM-TERM FORECASTS IN AREAS RELATED TO TURKEY'S HOUSING AND SETTLEMENT ISSUES

Certain medium-term forecasts must be made about Turkey's population, rate of urbanisation, economic growth, and investment patterns in order to present consistent quantitative objectives for the development of a National Action Plan. It is impossible to make all of these forecasts at the same degree of reliability. While population forecasts are generally more reliable, estimates concerning the economy's performance are usually less so. Therefore forecasts about housing and settlements will be based on population estimates, and the results obtained will be compared with economic projections to investigate accuracy.

Population forecasts are based on DIE (State Institute of Statistics) studies while, forecasts of economic quantities are based on the Seventh Five Year Development Plan. The Development Plan covers the period from 1996 to 2000. The National Action Plan, on the other hand, will cover the years from 1997 to 2001. Forecasts for population-based housing needs, urban lot needs and the need for urban infrastructure investments in the period from 1995 to 2005 are presented here on a yearly basis in order to provide flexibility in identifying a starting date for the National Action Plan, and also in order to facilitate checking the economic reliability of the forecasts such a ten year projection will also be useful in putting the action plan into a longer run perspective.

Let us first look into the forecasts in the Seventh Five Year Development Plan. This plan is intended to serve as an overall framework to determine the general principles and priorities of medium and long term economic, social and cultural policy implementations, to predict possible directions of progress of the economy foreseen within the frame of the market mechanism and to help in the decision-making processes of economic units. The general strategic outline of the plan is to put into implementation structural transformation projects needed for the transition into information society. Development of human resources has been elected as the first structural transformation project, since the world, in its transition towards a globalised information society, has come to depend heavily on educated people. This is a many-sided project with many aspects. It incorporates educational reform, population and family planning, health reform, as well as increased employment and labour market efficiency.

As we have seen in previous parts of this report, Turkey has considerably advanced along the Demographic Transition Curve. The Plan targets are that the Overall Fertility Rate will be down to 2.33, infant mortality rate will be 35.3 per thousand, life expectancy at birth will be 66.9 for males and 71.5 for women, averaging 69.1 in the year 2000. Table 4 shows the expected population growth according to these assumptions.

Table 4
Turkey's Population Growth in the 1995-2005 Period

Years	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Population (1000)*	61.644	62.697	63.745	64.786	65.819	66.835	67.829	68.815	69.792	70.761	71.711

* (Mid-year Population Estimate)

Turkey's progress in the demographic process is important not only with regard to overall population forecasts, but also with regard to the transformation in population composition. Changes in the proportions of society's young, productive and aged population segments will produce very important consequences concerning the policies to be followed. Due to declining fertility rates and increased life expectancy, it is thought that the 0-14 age group will remain fixed until 2070, at the 20 million level of 1990. On the other hand, the productive segment of society in the 20-54 age group which was at a 20 million level in 1990 will continue to increase until it reaches 42 million in 2030 and will remain constant thereafter. The 65+ age group will be up from the 2 million level in 1990 to 10 million in 2030. 15 million in 2050 and will then remain constant. As soon as the ratio between the 20-54 age group and 0-14 age group increases to 2 from 1 as a result of this transformation, this

will be an indication that quantitative concerns in education policies will give way to qualitative concerns. On the other hand, services planned and facilities set up for the elderly will become inadequate in the face of continuously increasing demand. These estimates should be taken always into account to reduce deviations created by expansionist approaches in the allocation of resources.(147)

Turkey's GNP is expected to rise to a level of between 223,6 and 235,9 billion dollars at the end of the Plan Period. Turkey's GNP which accounted for 0,69 percent of overall World Gross Product in 1992 is thus expected to rise to a level 0.75 to 0.79 percent by the end of the plan period. GNP is foreseen to increase by an average of about 5.5 to 7.1 percent annually. The portion of foreign sources in GNP is expected to increase gradually in the Plan Period, and materialise in the 3.2 to 4.2 percent interval in the year 2000. Consistent with growth estimates for the Seventh Plan period, it is estimated that total investments will increase by an average 8.8 to 12.3 percent annually, and that their share in GNP will be up from the 22.1 percent in 1995 to between 25.8 and 28.1 percent in the year 2000. The share of housing in fixed capital investment is envisaged to be at a level of 0.23 or 0.24 during the Seventh Plan period.

Table 5
New Housing and Urban Lot Requirements in the 1995-2005 Period

	Population (+)	Urban Population Demand	New Urban Housing (**)	Urban Lot Demand (***)	Urban Lot Demand
	(000)	(000)(*)	(000)	(Hectare)	(Hectare)
1995	62.171	37.854	414	20.700	13.800
1996	63.171	39.620	431	21.550	14.367
1997	64.186	41.469	448	22.400	14.933
1998	65.218	43.405	467	23.350	15.566
1999	66.267	45.430	488	24.400	16.267
2000	67.332	47.550	508	25.400	16.933
2001	68.184	49.368	528	26.400	17.333
2002	69.046	51.255	548	27.400	18.266
2003	69.920	53.214	570	28.500	19.000
2004	70.804	55.248	592	29.600	19.733
2005	71.700	57.360	616	30.750	20.533

(+) Year-end population estimate

(*) Settlements of over 20.000 population organised as a municipality.

(**) Hectare (1 hectare lot is calculated for 20 housing units)

(***) Hectare (1 hectare lot is calculated for 30 housing units)

Source: Nevin Peynircioğlu, Belma Üstünışık: Housing stock (1993) and Estimates of Housing Need (1994-2000) in Municipalities with a Population of 20.000 or More.

Table 5 shows housing needs to arise in settlements with a population over 20.000 until the year 2005. These need figures comprise housing needs due to population growth as well as the housing which would be needed for renewals and for natural disasters losses. Taking into account that the proportion of the overall population living in settlements with a population of under 20.000 will be

(147) View of Murat Güvenç, METU Department of City and Regional Planning.

around 20 percent in 2005, the magnitude of the negligence factor here can be guessed. It should be remembered that figures indicated in Table 5 represent a normative need calculation. They are not a demand forecast. Therefore they are not indicative of the demand for second houses or of housebuilding for investment purposes. These figures would be misleading if they are interpreted on a demand-based logic. They are only indicative of the dimensions of what needs to be done in the housing area. They show that Turkey must have the capacity to produce 400 thousand housing units in 1995, 500 thousand in the year 2000, and 600 thousand in the year 2005.

The last two columns in Table 5 show how many urban lots for housing must be produced annually in Turkey in line with two different density assumptions. If 20 housing units per hectare are acceptable, infrastructured lots of 20.000 hectares in 1995, 25.000 hectares in 2000, and 30.000 hectares in 2005 must be produced. It will be necessary to open up at least as much space to urban utilisation for purposes other than housing.

Table 6 shows a number of investment forecasts. In the first column of the table, the housing needs shown in Table 5 are converted into investment. Expected investments are USD 8.3 billion in 1995, USD 10.2 billion in 2000, and USD 12.3 billion in 2005.

The Urban and Housing Indicators section of this report shows that urban infrastructure investments per capita calculated as \$ 66 in 1993. It is assumed that urban infrastructure investments per capita will increase to \$ 95 by the end of the period, and estimates of overall infrastructure investments have been based on that. The amounts of investment calculated is USD 2.5 billion in 1995, USD 3.9 billion in 2000, and USD 5.5 billion in 2005.

Years	New Housing Investment	New Urban Infrastructure Investment	Infrastructure Investment to Improve Performance of Older Segments	Overall Infrastructure Investment
1995	8.280	1.076	1.418	2.494
1996	8.620	1.164	1.570	2.734
1997	8.960	1.254	1.732	2.986
1998	9.340	1.354	1.901	3.255
1999	9.760	1.464	2.080	3.544
2000	10.160	1.575	2.358	3.933
2001	10.560	1.690	2.457	4.147
2002	10.960	1.808	2.651	4.459
2003	11.400	1.938	2.851	4.789
2004	11.840	2.072	3.066	5.138
2005	12.300	2.214	3.292	5.506

The proportion of these infrastructure investments corresponding to new housing and rehabilitation areas is given under columns III and IV of Table 6. Housing investment for the year 2000 is shown as USD 10.16 billion in this table. On the other hand, investment for housing appears to be 12.8 billion dollars minimum in the year 2000 according to the Seventh Five Year Development Plan even when the lowest forecasts are adopted for GNP, fixed capital investment and the rate of housing in that investment. Taking into account that the housing needs shown in Table 5 do not include settlements with less than 20.000 population as well as second homes or other investments, we may conclude that the forecasts in Table 6 are plausible.

6. PRIORITY ISSUES

During the preparatory work for the Istanbul Conference, it was recommended that National Action Plans should be developed on the basis of priority issues identified through a participatory process. The basic reason for this choice is the desire to focus the National Action Plan on certain fields for more effective implementation. The adoption of such an approach in an action plan involves considerable difficulties as well as a number of specific advantages. The major advantage is that it is easier to deal simultaneously with issues in various fields and of varying degrees of generality. The basic difficulty is that it is hard to make choices in focusing on certain problem areas in such a multifaceted matter as settlement. This difficulty becomes all the more apparent in an action plan prepared through a participatory process. Each of the participants consider their respective field as a priority issue and proposes that it should be added to the list of priority issues. This leads to a paradox in that the concept of priorities would be undermined and the desired selectivity would not be attained if all the issues proposed were placed on the list of priority issues.

Certain criteria were therefore complied with in selecting the priority issues in the action programme in order to avoid having too many priorities. One of these is that issues which are usually taken up in other action programmes were not included in this programme. Examples of this are such issues as educational reform,(148) grassroots health service,(149) organisation of basic health care services, family planning, etc. Each and all of these are certainly of major importance for improving the quality of life, and were indeed proposed by participants as priority issues to be included in this plan.(150) These issues, however, were not included in this action plan because Turkey has already made considerable progress in the process of demographic transition as we have seen in earlier chapters, and because the same issues had been highlighted as part of the transformation projects included in the Seventh Five-Year Plan. Similarly, Turkey is now preparing a National Environmental Action Plan in line with Agenda 21 recommendations as explained before. The present plan therefore does not include such environmental(151) issues as natural resource accounting, environmental impact studies as a prerequisite for major projects, and emphasising "risk assessment" studies which should be taken up in that plan, as well as environmental issues which are not directly related to the settlement issue.

Another method used in restricting the number of priority issues has been such that the action areas successfully implemented in Turkey at present were included among the successful case studies of Turkey, but were not put on the list of priority issues even though they may have a significant impact on the development of settlements. Examples of this are organised industry parks and small industry estates.(152)

Another factor which has been taken into consideration while making choices regarding priority issues was the fact that local action plans would be prepared for individual regions, metropolitan areas, localities and settlements. Therefore general problems were included among priority issues, rather than problems relating to a particular geographical area. Issues related to specific geographical areas will be dealt with through local action plans. Particularly remarkable among these are special management models for Istanbul,(153) special projects,(154) solution proposals,(155) and proposals pertaining to East and Southeast Anatolia.

(148) View of YEKÜV (21st Century Educational and Cultural Foundation).

(149) View of the Health Caucus for Habitat II.

(150) Report of the Ministry of Health; View of the Turkish Family Health and Planning Foundation.

(151) Second Report of TMMOB Chamber of City Planners; View of TEMA Foundation (Turkish Environment for Combatting Soil Erosion, Reforestation and Protection of Natural Habitats); View of the Environment Caucus for II National Action Plan; View of Çağatay Güler, Hacettepe University Department of Public Health.

(152) View of ISO (İstanbul Chamber of Industry)

(153) View of the Association of Municipalities of the Marmara and the Straits.

(154) GYİAD Young Executives and Businessmen Association.

(155) View of TMMOB Chamber of Geophysical Engineers.

Priority issues presented to the National Committee, and discussed and developed through the Committee in the light of the above criteria are as follows:-

1. Increasing the settlement system's ability to set up local and international relations in a world of extensive interaction and globalisation.
2. Reducing the determining role of spatial inequality on personal fates and preventing exclusion of individuals by ensuring that spatial equality becomes one of the political and economic decision criteria.
3. Providing a peaceful, secure and stable city life.
4. Regulating urban development rents, and developing an adequate land supply system with a view to enabling actors.
5. Improving the financing of urban infrastructure, with a view to enabling actors.
6. Improving housing finance systems with a view to enable actors.
7. With a view to enabling individuals, regulating and improving house delivery through cooperatives, and developing new models to access lower-income groups.
8. Preventing un-authorised construction so as to prevent irresponsible use of the enabling strategy by individuals.
9. Improvement and renewal of the *gecekondu* (squatter) areas.
10. Re-settling citizens who have lost their houses or who have had to migrate as a result of terrorist incidents and government measures, or providing them with shelter.
11. In the light of the importance on the right of life of human beings, disaster prevention, reducing loss, preparedness, and building of post-disaster capabilities for sustainable national and local development.
12. Financing and multi-actoral organisation related to rehabilitation and maintenance of existing building and housing stock and preservation of sites, fabrics and buildings of historical significance.
13. Increasing sensitivity towards the quality of houses, the environment and social relations, and improving quality.
14. Improving intra-urban transportation facilities for the purpose of improving the quality of urban life, and ensuring that citizens can use their time budget more efficiently.
15. Providing adequate recreation activities and areas for individuals for physical and mental health.
16. Improving the status of women in the home and in urban life.
17. Providing a proper environment and equal opportunities for children to develop and educate themselves.
18. Providing a proper environment and equal opportunities for youth, and ensuring that sport becomes a way of life for both the elderly and the young (156)
19. Designing and building open and closed spaces in order to ease the living of the disabled and elderly people.
20. Taking up the issues of urban energy use and air pollution prevention with a view to maintaining environmental balance and a healthy urban life.
21. Increasing sensitivity towards noise pollution and taking the necessary measures.
22. Providing water to the city to maintain a healthy urban environment.
23. Setting up waste water treatment and management systems to maintain a healthy urban environment.
24. Setting up a management system for the collection, disposal and storage of solid wastes to maintain a healthy urban environment.
25. Enabling local administrations and improving their capacity.
26. Developing a multi-actor regulation system (through urban initiatives and civic organisations), in order to achieve a sustainable development in livable settlements and increasing the effectiveness of Non-Governmental Organisations.
27. Ensuring that certain areas within and in the vicinity of settlements are preserved as development-free zones.
28. Establishing a Geographical Information System and setting up a statistics system to follow up the development of livability of settlements and adequacy of housing.

(156) View of the Sports Caucus for Habitat II.

SECTION C: NATIONAL ACTION PLAN

1. INTRODUCTION

Having thus listed priority problem areas, a number of basic principles to guide the choices to be made in the development of a National Action Plan need to be identified before proceeding to such a programme. These are the principles developed for the Global Action Plan during the preparatory work of the Istanbul Conference. It is best to address these in two groups. The first group will comprise those principles concerning what makes a good society or a good settlement, or the situation aimed to be achieved. In our times means can no more be justified by ends; social consensus have to be established on the means as well. Therefore, those principles included in the second group will indicate which of the courses leading to the aimed situation are regarded as legitimate and good. These will provide guidance to the selection of the means by which to achieve the targeted good settlement. Both categories of principles must be clarified for the design of an action plan.

Purposive principles selected in this action programme are sustainability, livability and equity while instrumental principles are civic engagement, enablement and multi-actor governance. When all these principles are considered together, it becomes obvious that what is proposed is a new ethics of settlement administration. Settlement systems of the future are expected to be shaped by such an ethics.

Sustainability is a concept evolved within the discourse of the ecological or environmental movement, elaborated with some reference to development. Sustainable development is defined as one which meets the present needs without detracting from the ability of the future generations to meet their own needs.⁽¹⁵⁷⁾ Once the principle of allowing future generations to meet their own needs is recognised, the need to avoid the destruction of natural resources and to sustain and preserve the ecological equilibrium becomes immediately obvious. When this concept is used with reference to a good system of settlement rather than to development, it necessarily implies the availability of sufficient fresh air, water, land (production of food) and energy for future generations. This is equivalent to preserving for future generations the potential to realise their own livable settlements. Such an interpretation will closely link the definition of the principle of sustainability to the second principle, that of livability. It will reveal the central place of the principle of livability among the other principles.

Sustainability is a requirement to be met. It does not however offer sufficient grounds on how a good settlement should be. Sustainability is a requirement that can be satisfied in a variety of settlements. The principle of sustainability does not by itself allow one to identify what the good settlement should be. Hence the need to complement it with the principle of livability. Sustainability is meaningful only if it is placed next to the principle of livability. The regulatory system and economic functions need to be restructured if a settlement is to be rendered livable and sustainable.⁽¹⁵⁸⁾

Many utopias on what properties a good settlement must possess have been elaborated throughout the history of humankind. These mainly offer a design of settlement. A broad consensus on such a detailed settlement design is impossible to achieve. But a broad consensus can be achieved on the performance criteria a livable settlement should fulfil. Livability is defined by the performance criteria which a settlement must meet, as agreed upon by society. Such a definition of livability is appropriate because its content would to some extent leave room for local conditions and cultural relativity, and could be developed in the course of time.

What features make a settlement livable is a subject to be dwelt upon in greater detail. However, it must be made clear in the first place that it has to be founded on human rights. When expressed in general terms, human rights are at the level of abstract principles. The enjoyment of people in every-

⁽¹⁵⁷⁾ The World Commission on Environment and Development: *Our Common Future*, Oxford University Press, Oxford, 1987, p.43.

⁽¹⁵⁸⁾ ISO (Istanbul Chamber of Industry) View.

day life will be at the settlement level to a great extent. Thus it may be suggested that the principle of livable settlements is a concrete manifestation of human rights. For instance, the SO₂ amount in the air is closely associated with the right to life, and the preservation of historical assets in a city with the right to lead a life with dignity.

Physical conditions and standards of living offered by villages, towns and cities are, alongside other social and economic factors, among the elements that determine the quality of life of human beings. Beyond the satisfaction of their basic needs, people want the neighbourhoods and settlement they live in to be improved as these increasingly affect their everyday life.

In this context, livability is related to spatial features and characteristics of human settlements which directly contribute to individual and social welfare and happiness and to the satisfaction people derive from being the inhabitants of a settlement. Settlements cease to be livable because of a variety of factors including the deterioration of environmental quality, the impossibility of sustaining their development, traffic congestion and increased urban violence. Urban renewal practices which devastate historical urban centres and areas, and poor quality design ignoring people's needs, culture and expectations impair identities of people and their sense of belongingness.

Human settlements must be designed, developed, managed, protected and improved in such manner as to satisfy the needs and demands of every child, woman and man as regards livable human settlements. As these expectations and demands are space- and time-bound, there are no fixed criteria or standards to measure the performance of human settlements in terms of livability. The performance must be assessed and improved by effectuating continuous consultation and wide participation in the decision-making, implementation and monitoring processes of the policies to develop and plan human settlements. As part of the consultation and participation processes, local livability criteria may be established, comprising the properties and conditions of livability in which:

(a) citizens' right to life and good health is protected by the provision of adequate sanitary conditions and environmental qualities such as adequate infrastructure, air and water quality, noise control and cleanliness;

(b) safety and security is maintained for all citizens at all times, particularly for women and children, at home, at the place of work and in the public domain; lives of home and street animals are protected in accordance with health requirements and animal rights;(159)

(c) all forms of discrimination in housing, which is a basic need and a human right, are prevented and all citizens are provided with access to adequate housing to meet their private needs without having to own property;(160)

(d) segregation in neighbourhoods, housing markets and public goods and services is avoided by means of equitable service, design, flexible zoning and administrative and legal measures;

(e) thoroughly negotiated and balanced land use planning and practice is achieved, especially among private and public uses and among green areas such as city and neighbourhood parks and playgrounds on the one hand and built-up areas on the other;

(f) thoroughly negotiated and balanced building and population densities are realised;

(159) View of the Turkish Society to Protect Animals.

(160) Union of Chambers of Engineers and Architects of Turkey. Habitat II Representation.

- (g) effective use of time and financial budgets of citizens is facilitated by an efficient urban form, reasonable distances between residences and places of work and quality transport and mass transit; the ceding of roads to the domination of vehicles is avoided and pedestrian priorities are maintained;
- (h) easy and equitable accessibility and availability of goods and services in the public domain is secured for all citizens, in particular for the disabled, vulnerable and disadvantaged individuals;
- (i) easy and equitable accessibility and availability of adequate space and facilities for recreational and sporting purposes is secured;
- (j) buildings, areas and life practices or traditions (161) with spiritual, historical or cultural significance are preserved;
- (k) a settlement aesthetics has emerged through a method which takes into consideration traditional, vernacular, modern and other styles of developments in arts, architecture and urban design and planning and which observes the equilibrium that has been brought about as a result of trade-offs between these;
- (l) the natural and physical environment of settlements is sustainable and contributes to self-development;
- (m) there are extended and developed networks which consolidate social integration with an understanding of "unity within diversity", which promote respect for lifestyles, diversity, minority opinions, cultural identities and rights of other citizens (162), and which provide communication among urban dwellers and between the settlement and the rest of the world;
- (n) there is a developed sense of being neighbours - neighbours who are not trapped in excessive individuality, who establish relations with other dwellers of the neighbourhood with respect and affection, and who approach with empathy to one another; and show solidarity (163)
- (o) local institutions contributing to learning, dissemination of knowledge and individual and collective development of citizens, such as training and cultural centres, museums, libraries, theatres, concert halls, newspapers and television stations are available and of good quality;
- (p) citizens rights as both producers and consumers in settlements are protected through economic and social nets including security of tenure, working rights and conditions, consumer rights and availability of information on sustainable patterns of consumption.
- (q) thoroughly negotiated monitoring and control mechanisms to prevent and correct those activities and processes which disturb conditions of livability are in place and functioning;
- (r) co-operative efforts are made in the public realm to secure better conditions of livability for all citizens, without discrimination against any person or group

The establishment of a close link between the principle of livability and human rights brings clarity to the nature of the former. At the opening of the UN Conference on Human Rights in Vienna, the UN Secretary-General emphasised that human rights are both universal and historical. This empha-

(161) View of Habitat II Universal Values Caucus.

(162) View of Beyazit Lions

(163) View of Habitat II Universal Values Caucus, View of Blue Golden Horn Lions Club.

sis reveals that the universality of human rights is one based on social compromise rather than on reason. Therefore, livability takes on a historical quality as well. Its content will develop and will be enriched in the course of progress of the humankind.

Considered in this context, a livability principle founded on the human rights obviously carries the potential to inspire a social movement. A settlement movement that can be developed with Habitat II will have its foundations in the principle of livability in much the same way as sustainability is the underlying principle of the environmental movement. This social movement may help contribute to the implementation and enrichment of the principle of livability, hand in hand with the sister movements of human rights and environment.

The principle of livability will thus have been used in accordance with its purpose for it is part of the discourse of transcending what exists, of the pursuit for the better, rather than consenting to the existing conditions.

The principle of sustainability, even in its narrowest sense, is a principle of inter-generational equity. It is unimaginable that a line of thinking which is sensitive to inter-generational equity can remain insensitive to intra-generational equity. This is why the principle of sustainability, in its early years of development, was defined with as much emphasis on equity as on ecological equilibrium. But the aspect of equity within sustainability has been forced into the background in practice. This is the reason why equity is put forward as a third principle.

Equity has been on the agenda of the humankind since the days of the French Revolution. It has a central importance for the sustainability and livability of a settlement. In addition to the condition of eradicating poverty by meeting basic needs, such as housing, clothing, food and health care, of every member of society, be it man or woman, child or adolescent, and without discrimination on grounds of religion, race or political preference, equity is defined as everyone's enjoying equal opportunities in education, in choosing creative and efficient means to make a living and in developing his or her individual, moral, cultural and social development; everyone's having equal rights and responsibilities in the preservation of natural and cultural resources and in the creation of livable settlements; everyone's enjoying equal opportunities in participating in public decision-making processes; and everyone's having equal access to those mechanisms which prevent the violation of his or her rights.

Having examined the three principles concerning what makes a good settlement, the means to achieve these may now be dwelt upon.

Civic engagement emphasises that every woman and man has not only fundamental rights as an individual but also the responsibility to protect others' rights and to contribute to the common good in his or her locality.⁽¹⁶⁴⁾ The importance of civic engagement becomes obvious when it is considered that livable settlement is a third-generation human right, one which can be attained only with solidarity. A livable settlement is impossible to achieve in a society where civic engagement has not been developed. Civic engagement emerges when individuals cease to pursue only their own interests and thus become citizens, which means that solidarity has developed among society. The urban dweller has to stand up for his or her city. A form of civic engagement confined to a single settlement only may not be sufficient in today's globalised world. Global responsibilities will have to be shouldered, too. Both the environmental and settlement social movements require an understanding of solidarity and international responsibility in this context.

(164) View of Zerrin Toprak Karaman, Faculty of Administrative and Economic Sciences, Dokuz Eylül University.

As it was mentioned in relation to the developments following the Vancouver Conference, when the proposed solutions ascribing sole responsibility to the central government failed to prove effective in practice and a pursuit began for new solutions where various actors in society would mobilise their potential collectively and would fulfil their responsibilities, the strategy of enabling these actors began to be discussed. Enablement can be achieved, on the one hand, by developing the generalised capacity of actors and, on the other hand, by making the environment permissive. The generalised capacity of actors can be developed by increasing their access to political power, financial strength, possession of confidence or respect to form partnerships and access to information and technology. The environment can be made permissive by such means as removing the obstacles created by excessive rules and regulations, providing access to information on opportunities and increasing the sensitivity of the environment to those who want to improve their capacity.

This principle had mainly a content of deregulation when it was first introduced. The interpretation of this principle has been significantly developed during the work of the National Committee of Turkey. An important and new mission, that of implementing pluralistic democracy, has been incorporated in this principle. This enrichment of the content of the principle of enablement has added new dimensions to the principle of multi-actor governance. And this has cleared the way for the rendition of non-governmental organisations (citizen initiatives, associations, foundations) into actors assuming regulatory functions.

The principle of enablement of actors is adopted with the understanding that there exists a broad spectrum of actors, which starting from individuals, include private entrepreneurs, non-governmental organisations, foundations, non-profit organisations, co-operatives, local governments and the central government. Civic engagement, too, must be understood not only at the individual level but as covering the entire spectrum of actors.

A form of administration is needed if actions of enabled actors are to result in settlements with the quality specified in the principles. This function is currently referred to as governance. It is used to denote a new form of relationship between society and the administration. It indicates a shift in the balance of responsibility for governing society from the State to civil society. It signifies the process of co-regulation of a multi-actor system.⁽¹⁶⁵⁾ Such a treatment seeking solutions in partnerships of local, national and international levels rather than in the prevalence of a single authority will take on particular importance. Governance means, on the one hand, a flexible structure that includes inter alia non-governmental actors with regulatory powers and, on the other hand, refers to principles such as democracy, transparency, accountability, pluralism and subsidiarity.⁽¹⁶⁶⁾ When it is accepted that a central government will give way to such a multi-governance system, the modernist understanding of planning will be replaced with an emancipatory one.⁽¹⁶⁷⁾ This implies a transition from the instrumental to communicative rationality. The operability of such a governance system is closely associated with the self-governing capacity of actors in society, or the existence of civic engagement. It should be borne in mind, however, that confidence in democracy and economic stability are prerequisites for the success of an approach upholding the principles of civic engagement, enablement and governance.⁽¹⁶⁸⁾

These principles are put forward at the outset so that the rest of the National Action Plan is read with these in mind, as they provide the context in which proposals can be interpreted. For example, a reference to city plan must be understood as one which will be prepared with techniques allowing an analysis of sustainability.

A separate discussion is needed as regards the importance of the effect of the adoption of the principle of livable settlements on the perspective from which the National Action is viewed. It has been demonstrated that the principle of livability cannot be reduced to that of sustainability, which implies that these demands concerning urban or human rights can inspire a social movement that goes alongside the environmental social movement without losing its distinctiveness. One of the effective ways to create significant changes in a system characterised by civic engagement, multi-actor governance and increased enablement of every actor in society is to render it into a social movement. The dynamic of change in the information society is created by social movements. This is an age of social movements.⁽¹⁶⁹⁾ The National Action Plan can supply an important input to such a settlement social movement.

(165) Jan Koolman (editor), *Modern Governance*, Sage Publications, London, 1993, pp.1-6.

(166) Adrian Leftwich, "Governance, Democracy and Development in the Third World", *Third World Quarterly*, Volume 14, No: 3, 1993, p.505.

(167) Robert A. Beauregard, *Planners and the City* (mimeo).

(168) View of City and Regional Planning Department, Mimar Sinan University.

(169) Ernest Sternberg, "Transformations: The Eight New Ages of Capitalism", *Futures*, Volume 25, No: 10, December 1993.

It was required during the preparatory work of the Conference that the National Action Plan should be prepared with a medium-term perspective of five years. But the proposals made by participants during the work of the National Committee mostly turned out to be those for structural change, with a long-term perspective. Therefore the proposals in the action plan bears the imprint of this long term perspective proposals.

It must also be stated that the National Action Plan, while attempting to offer solutions to problems of cities, does not espouse an anti-city attitude. Anti-city attitudes originate from a conclusion that people do not want to live in cities, which is a misinterpretation of their complaints about urban life. But there are many good reasons for the presence of cities. To quote Aristotle, city is the most important invention of the humankind.(170) If the city did not exist, we would have to re-invent it today to address our concerns, whether economic, social or ecological.

It was mentioned in the introduction of this report that one of the two themes of the Istanbul Conference concerns settlements and the other housing. The principles of the national action plan concerning housing alongside settlements need to be clarified without going into details. In the definition of the principle of livability, it was said that one of the prerequisites of the realisation of this principle was the provision of adequate housing to everyone as a human right. At this point it is necessary to dwell upon the meaning of adequate housing and the responsibilities it imposes upon the State when it is recognised as a human right. This right was established in Article 11/1 of the International Convention on Economic, Social and Cultural Rights of 1966. The UN documents clarify what should be understood from "adequate housing" as set forth in that Article. One of these clarifications emphasises that housing is more than a roof and four walls or a mere commercial product. Housing must allow people to enjoy their right to lead a life with dignity in a given place, with security and peace and by maintaining their privacy. The adequacy of a housing unit is defined in its various aspects. These include: a) legal security of tenure, b) availability of adequate utilities, materials and infrastructure, c) affordability, d) inhabitability, e) accessibility, f) proper location, and g) cultural adequacy. Governments are supposed to respect, protect, develop and enforce this right. It is recognised that governments may enforce this right progressively in the course of time because of the fact that resources are limited. But this should not permit governments to postpone its enforcement. They must assume legal obligations and try to increase the resources they can allocate for this purpose with all their strength to begin to do something immediately and must complete its realisation within a continuous development(171).

The National Action Plan comprises 28 priority issues which have already been listed. A structure was attempted by following a course going from the general to the specific in the choice, ordering and discussion of these issues. However, this sequence arising from the ordering of these issues cannot by itself provide a consistent structure to these issues which possess extremely complicated dimensions, overlap and are interlocked. Therefore, it is necessary to highlight certain common characteristics in the identification of problems and solution proposals.

The shared components which have determined the pattern of urbanisation in Turkey and which have become the source of problems at the point now reached are:

1. Economic resources allocated to urbanisation are relatively low.
2. Resources allocated are predominantly made up of small-scale individual savings, with the result that the initiative of urbanisation is held by small enterprises whose acts consist of day-to-day reactions with the short run perspective of investment/economic security.
3. Not having allocated adequate resources for urbanisation and having left the production of solutions to small enterprises, the public has failed to play its supervisory and regulative role in the process of urbanisation, which has led to a structural preference in favour of populist policies that legitimise what exists.
4. Those sectors which are not included in small enterprise networks are deprived of social security opportunities.

(170) I.F. Clarke, "The City: Heaven-on-Earth or the Hell-to-Come?", *Futures*, September 1992, p.701.

(171) "The Human Rights to Adequate Housing", *Human Rights, Fact Sheet No. 21*, United Nations, 1993, pp.9-13.

This is the structure which has left its imprint on the first generation of urbanisation in Turkey and which underlies the problem areas signified by priority issues to be discussed in the following section. This structure cannot be regarded as a source of problem merely, or as something 'negative'. It must be seen, at the same time, as peculiar responses developed by actors participating in the process of urbanisation in a country which is a late-comer in the process of industrialisation in the world. In other words, this structure also represents a certain way in which problems are solved, or as something positive. What is distinctive here is to perceive this structure and the problems it has solved/created within its own dynamics and changes. This carries special importance for Developing Countries which have not been able to complete the rapid transformation they have gone through and have not achieved a relative stability. One of the most important elements of the dynamics of development is that problems change at the factual as well as perceptual and descriptive levels.

As mentioned in the Evaluation Section, Turkey's urbanisation model has remained entrapped in a general impasse since the late 1970s. Problems and solutions can no more be crammed into their previous shells whether at the factual or perceptual and descriptive levels. Reports of all participants, which make up the National Report, point to the necessity of structural transformation as well as the present incomplete state of such transformation. Therefore, the following demands for restructuring underlie both the identification of problems in priority areas as well as proposed solutions:

1. Financial restructuring of resources (allocation of more resources for urbanisation; a re-definition of the public/private resource balance; possession by resources of such diversity, flexibility and transparency as will allow their operation in various circumstances and their use by various sectors; capability to reach the most deprived sectors of society).
2. Administrative restructuring in terms of supervision and regulation (re-definition of functions of central and local governments in a realistic and effective manner and a related new regime for the recruitment and employment of civil servants; transition from a technocratic/bureaucratic administrative structure to a "transparent" and flexible one which is open to supervision by organised individuals and non-governmental organisations; creation of an organisational model which allows supervisory and regulative activities).
3. Moral restructuring as regards the existence and behaviours of those actors who take part in the production of the city (creation of channels which can generate those behaviours that would integrate and co-ordinate individual interests and day-to-day reflexes of actors with the city as a whole and with long-run interests of society; emergence of a social consensus in which the balance between the qualitative value and the quantitative values of the city as a physical entity can be redefined; closing the gap between normative values of law and ethic values of society).

The clarification of the construction of the National Action Plan requires one other task, namely the classification of the solutions to problems by determining the extent to which they are dependent on the other social processes. Such a classification carries importance in the determination of the degree of generality/particularity and abstractness/concreteness of definitions of actors and actions in the solution strategy to be developed for each priority issue. Here three categories may be distinguished:

- A. Those issues in which measurable results can be obtained in the short run through concrete projects, adequate resource use and a resolute implementation (priority issues 5, 6, 7, 10, 22, 23, 24, 28);
- B. Those issues in which measurable short-run results can be obtained progressively only on the scale of pilot schemes and models (priority issues 4, 9, 11, 12, 14, 15, 17, 18, 19, 25, 27);
- C. Those issues which are most dependent on general and radical transformations due to the degree of their dependence on universal systems and their critical roles in the reproduction of society (priority issues 1, 2, 3, 8, 13, 16, 20, 21, 26).

The common priorities expressed in the National Committee reports as well as the categories distinguishing the degrees of dependence and tempos of the general solution strategies allow the perception and treatment of the problems discussed among priority issues both individually and as the parts of a whole.

2. PRIORITY ISSUES

Priority Issue 1

Type: C

Increasing the settlement system's ability to set up local and international relations in a world of extensive interaction and globalisation.(172)

Importance of the Issue and Strategic Choices

During the preparations for Habitat II, settlements were conceptualised within the framework of an urban-rural duality. This concept perceives settlements as independent, non-interrelated units and tries to find solutions for improving the living standards within each settlement from the viewpoint of that particular settlement alone. Solving habitation problems and promoting the welfare of the people who live in the settlements, however, will not be possible through measures taken within that settlement only in a world that has become globalised. Such solutions largely depend today on the external relations that such settlements are able to establish. In other words, living standards and problem-solving capacity of a settlement are directly interrelated to the extent to which the settlement is integrated with the globalised world system and to whether it is excluded from the system or not. Therefore, the settlement system of a country should develop both within itself and through a network of relationships with settlements of other countries. Establishing a global network of relations with the world system is not an economic necessity, only. It also means wider choice and greater freedom for individuals.

The process of transition to information society that the world is currently undergoing ensures globalisation on one hand, and strengthens localisation on the other.(173) Globalisation and localisation are complementary to each other. The aspect of this process that relates to localisation will be handled under Priority Issues 25 and 26.

The Solution Proposed

A two-way effort is needed since Turkey's settlement system is closely tied up with the world system. An infrastructure that will enable the establishment of a network of relations must be developed on one hand, i.e. the creation of the backcloth, and an intensity of mutual relations must be promoted on the other.

The first of these is the problem of developing a comprehensive infrastructure system. It requires the formulation of a serious project, mobilising funds and making efforts at implementation. The efforts to create networks in the world require large scale investment. The countries who fail to create such networks shall encounter great problems in the future to get connected with global networks and to establish multi-contact nodes within the system. Turkey has recently made great efforts to get connected with such networks in the field of telecommunications. However, she has failed to make a similar progress in other fields of infrastructure. The improvement in telecommunications may to some extent lessen the need for the movement of people and commodities or may reflect qualitative changes, but will never fully replace such need. While Europe has gone through a major transformation by changing the distance-time matrix through rapid rail transportation, and has thereby developed a globalised settlement field model that is different from that in the USA, Turkey has remained outside that progress. Turkey's connection to such a network is not sufficient by itself. Becoming a major node within the network depends on her ability to assume a central role between Europe and the Middle East and Asia, and to initiate and organise international projects.

There is no doubt that the establishment of an infrastructure merely for forming a relationship with others would not be sufficient. An adequate and intense traffic of relations must be created on this infrastructure. In order to realise that, local economies and productions should be globalised, and at the same time the country should access to the outer world. Also, it is necessary to increase the number of settlements that have the capacity to establish external relations. This is a matter of creating capacity. There is an intimate relationship between developing the external relations of a settlement

(172) Seventh Five Year Development Plan; Second Report of HAK-İS.

(173) View of the İzmir Chamber of Commerce.

and its ability to solve its internal settlement problems. A settlement that has succeeded in developing its external relations is deemed to have created a capacity to solve its internal problems. Nevertheless, the development of external relations by a settlement system frequently depends whether it has solved its internal problems or not.

Action to be Taken

In order to utilise all possible opportunities at central governmental level with respect to creating infrastructures that will strengthen the external relations of the settlement system, Turkey should take part in international projects and develop such international projects in order to commence new ones.

Serious efforts must be made in order to promote the capacity of the society for establishing external relations at the level of individuals and other actors. For this purpose public and in-class educational mechanisms should be developed. Technological Improvement Zones (Technoparks) should be established which bring together research institutes, manufacturing companies and the needed infrastructure.(174)

Care should be given that any progress in the field of telecommunications should not eventually lead to a new source of inequality both in terms of infrastructure and the capacity to establish relations. Only in this way can the potential to establish relations be improved to aid in the development of sustainable, livable and equitable settlements.

Urban administrations should enter into close co-operation with administrations of other cities. Relationship models should be developed that will make the sister city concept more effective, which has developed among the cities of the world.

Monitoring

In general, no statistical data are collected in Turkey about flows and the relationships established. Primarily, statistics should be improved towards this goal. Changes in the intensity of relations between settlements, the rate at which infrastructure networks spatially cover the country and coefficients that relate to the structural features of the networks might be used as criteria for monitoring development.

Actors Making Commitments

TBMM (Parliament): Amending telecommunication laws 4000 and 4107 for this purpose.

Central Administration: Making decisions on infrastructure investments that will improve internal and external relations in the fields of telecommunication, transport etc., joining in international projects, launching new projects that will further promote Turkey's capacity to become a node in the network.

State Institute of Statistics: Compiling and making available data on flows and interactions.

Universities and Research Institutions: Developing new concepts that will ensure the proper representation of the settlement system in a globalised world

Chambers of Industry, KOSGEB, Non-Governmental Organisations of Industrialists: Developing Technoparks.

Universities, Local Administrations and Private Enterprise Organisations: Improving the capacity to establish relations, establishing partnerships, experimenting with new forms of co-operation

(174) View of TÜBİTAK Marmara Research Centre.

Priority Issue 2

Type: C

Reducing the determining role of spatial inequality on personal fates and preventing exclusion of individuals by ensuring that spatial equality becomes one of the political and economic decision criteria.

Importance of the Issue and Strategic Choices

Equality and equity are fundamental principles on the Habitat II Agenda. It is not clear, however, on what basis equality and equity would be evaluated. It might be said that inequality can be measured among individuals, and thus it would not be right to consider spatial units as a base for measuring inequality. Had people been free to choose the place they wish to live in, i.e. had perfect mobility existed, that assertion could possibly have been true. But the assumption itself is not valid. People cannot easily change the spatial units in which they live both because of borders and because of the binding character of social relations. The spatial units where people are born and live define their fate to a large extent. Spatial differentiation plays important roles in the process of reproduction of social groups that are different in various respects. Spatial and social divisions correspond to a great extent. Ensuring equality of spatial units thus primarily plays a role as a tool for ensuring the equality of individuals. Inequality between spatial units on the other hand acts as a tool that reproduces inequality among individuals and social groups.

Inequality among individuals is produced through hierarchy of inequalities among spatial units. We may mention inequality between countries, regions and settlements, as well as inequality within settlement. The reproduction mechanism for the inequality at each level operates differently.

Unequal growth is a relative concept. Inequality changes in quality above a certain level, however, and becomes a sort of alienation or exclusion. We might talk about different exclusions which overlap. Poverty, for example, may be defined as exclusion from the process of development, chronic unemployment as exclusion from the economy, marginalisation as exclusion from the political, social and economic mainstream of society, and vulnerability as exclusion from security systems. Usually there is a general exclusion involved where the above elements overlap.

The Solution Proposed

It is not an easy task to abolish inequality between spatial units. It is a known fact that the functioning of the economic system within the market mechanism creates inequality. International finance systems create effects that augment, rather than diminish inequality.⁽¹⁷⁵⁾ It is very difficult to reverse this tendency. Therefore we should indulge in a multi-lateral and sustainable quest for spatial equality. One of these are re-distribution mechanisms which operate above the market. Funds to be created by the international organisations and nations, the decision criteria which will be utilised by financial institutions and sensitivity in this respect are of vital importance and assume important roles in establishing such mechanisms.

Central efforts alone are not sufficient in reducing spatial inequality. Efforts are needed both ways. The capacity for enablement of the people who live in losing spatial units should be developed, thus promoting their ability to adapt. In order to improve losing spatial units and develop the capacities of their inhabitants, mobility of the production factors including labour should be improved, the settlements' relations with the world system should be strengthened, and they should be freed from isolation.

(175) Report of TÜRK-İŞ.

Action to be Taken

There is a lot to be done at each level once we admit that inequality is generated and intensified through spatial inequality. Details of action must be identified at national, regional and city levels. Therefore we might say a few words about the general rules. Concern and political pressure for reducing inequality at the lower levels should exist at a higher level to make decisions for redistribution. The political process and pressures by non-governmental organisations should be used to implement the principle of equality in the distribution of public utilities and services. Equality should be one of the fundamental criteria that are used for decisions about plans of various scale.(176)

However, this will never be enough. What should be done, in essence, is to improve the capacity of people who live in spatial units that reflect the consequences of inequality, and to promote their ability to establish direct relations with levels that are above the immediate higher level. Sensitive efforts will be needed. The improved network of relations, that has already been mentioned under Priority Issue 1 shall facilitate the search for new relations beyond the existing facilities to establish relations which are restricted by hierarchical control and lead to inequality.

A macro-approach to the issue of unequal development and awareness that the problem is in fact at that level, shall not mean an underestimation of the efforts by the voluntary organisations and local groups that are formed to lessen the effects of such problems as poverty, underemployment, street children, etc. which are consequences of unequal growth. Sensitive efforts will be needed to regain the excluded groups back to society particularly when inequality turns into exclusion. The organisations that are jointly set up by central/local administrations together with non-governmental organisations will be useful in this respect.

Monitoring

Inequality should not be measured only as the difference in per capita income. Such criteria as the human development indicator, etc. should be levels of interaction used together. It will not be enough to measure inequality by using the indicators that pertain only to the individuals who live at a particular spatial unit. The extent to which spatial differentiation coincides with social differentiation must be studied for a better understanding of the social reasons behind inequality. Criteria that pertain to the poverty line should also be regularly determined and disclosed.

Actors Making Commitments

International Organisations : Increasing ODA (Official Development Assistance) funds, making the decision-making criteria of international finance organisations sensitive in this respect.

Central and Local Administrations: Keeping the spatial equality criterion in mind when making decisions on utility and service supply.

State Planning Organisation: Calculating and announcing the value of the criterion every year that defines the poverty line.

State Institute of Statistics: Compiling and publishing the indicators that measure spatial inequality at national, regional and urban levels.

Political Parties, Non-Governmental Organisations, Particularly the Neighbourhood Organisations: Monitoring the decisions of public administrations in terms of spatial equality and applying the necessary pressures

Non-Governmental Organisations and Neighbourhood Organisations: Making efforts to regain excluded groups to society, in mutual co-operation with central and local administrations, or among themselves.

Priority Issue 3

Type : C

Providing a peaceful, secure and stable city life.

Importance of the Issue and Strategic Choices

Today it is observed that the irrevocable flow of the rural population to the cities and their efforts to settle there is the basic reason in the final analysis that disturbs peace and creates social tension in cities. This migration shall continue for a while and the migrants will constantly change the mosaic of life in cities because they originate from various sub-culture environments.

Since necessary facilities are not provided through urban channels for newcomers to get integrated into city life, the ex-villagers establish a unique settlement model for themselves using mechanisms derived from traditional rural life, and create their own strategy for subsistence. The most striking feature of this model is the isolation of the people who come from the same area, while others push them to segregation. This behaviour pattern usually lays the foundations for later conflicts and lack of tolerance. Since the migrants feel the necessity to interact and integrate with urban life after all, they adopt the model of patronage/clientelism, which is the oldest traditional form of rural relationship, in order to get into contact and integrate with differentiated, specialised and organised circles. Patronage relations that initially started as a simple family-countryman relationship assumed a more complex nature in time with the development of patronage systems by partisans of political parties. During the last decade, the chances for public employment of unskilled labour, acquirement of inexpensive education and sub-standard dwellings through patronage by political parties have reached its limits. Patronage through religious groups and sects has started instead. These types of "traditional" adaptation strategies lead to two very unfavourable results.

Patronage (clientelism) encourages segregation by countrymanship, political party, religious sectarianism as well as isolation and exclusion from society. This in turn instigates dogmatism, intolerance and even hostility. Probably a far greater harm of patronage that hinders a peaceful life is the encouragement of unlawful actions and disrespect for rules. Any solution within the patronage system is an individualistic solution for a single individual in disregard for general order; it even is oppressive. This unlawfulness turns in time into new organisations, a "Mafia" so to speak, especially in housing services and utilities, and even in education. All these needlessly disrupt peace and lead to lopsided distribution of wealth and unequal opportunities.

In a system which develops in this manner, a pluralist lifestyle and culture will not survive. Pluralism requires more than mere co-existence of different groups. Within the existing process, the gecekondu (squatter) areas have adopted a different identity at real and symbolic levels, and tend to segregate themselves from the city as a whole. Pluralism, on the other hand, necessitates an interaction of people with others, and not segregation through each setting up its own unique world. People who live at a certain part of a city should regard other parts of the city as a part of their lives and should feel interest in those who live at remote locations and who are different from themselves. This is the process of integration with a higher degree of identity without renouncing his/her own cultural one. Civic engagement would be possible only then.(177)

The Solution Proposed

Therefore the ex-villagers must be provided with special channels with predefined rules, equalitarian, tolerant and establishing anonymous relations, which they may use without any patronage relationship. Organisations, service facilities and accessible sources of information that serve everyone equally should be provided. The aim of these would be to provide better jobs and higher income to the adults of our age and to demonstrate to them a tolerant way of life that adopts anonymous relations.

(177) View of Melek Göregenli, Aegean University, Department of Psychology.

Time is fleet, however. Therefore it is absolutely necessary to provide training for young people and the new generation in various fields and at various levels. It is not possible any more to adapt to a globalised life through literacy only. New types of education are needed that cover technological progress and provide specialised and organised skills in order to improve the quality life and make people more tolerant.

It is very likely to integrate the villagers that had already segregated from their land into a humane and tolerant urban life by means of specialised organisations, channels for anonymous relations and formal education. The mechanisms operating within the system of patronage that try to solve or ameliorate the problems that newcomers in city life encounter, sustain the isolation of groups, and never contribute to improving tolerance. If solution mechanisms are designed to cover various homogeneous groups in a cross cutting manner, they shall contribute to the formation of new identities. In such a case, the social differences shall be no more a reason for alienation, but should rather become a welcomed enrichment of the community. If a city administration does not wish to have a city of conflict, they must have a concept of pluralism that allows interaction between different groups, rather than a concept of isolationism. Only in such a case can civic engagement flourish and the city will become a place of creativity.

Fostering of civic engagement requires that citizens establish a public realm on an urban scale and constantly participate in this realm. Formation of urban public realm areas and participation must be improved in order to prevent exclusion and marginalisation of a large part of the city population. Integration with the city is possible only by strengthening the spatial and social relations with the city and active participation therein.(178)

Action to be Taken

First of all, a new secular educational reform is needed in which education is which is freely and universally accessible at national level. Furthermore, the local administrations should carry an organisational responsibility, also at the national level. In cities, Mukhtars and non-governmental organisations should be mobilised at district and grassroots level and action must be taken in order to provide mutual assistance, local information and creation of an urban culture, thus integrating ex-villagers into urban life.

In this connection, "Urban Institutes" should be established under the guidance of local administrations with the active participation of professional organisations and educational institutions in order to provide education for migrants from villages at a level to enable them to acquire an urban style of work.(179)

A widespread culture of consensus and peace is the prerequisite of a peaceful urban life. Educational facilities that promote love, tolerance, understanding, agreement and peace in human relations should be established within urban life by active co-operation of all relevant actors.(180)

The city administration, political channels and media should be sensitive to the demands of citizens within a framework of impersonal relationships in a way which does not exclude various social groups. The operation of such channels should leave no opportunity for the use of violence as a means of expression.

Monitoring

Activities should be monitored and assessed in periodic meetings of local administrators, mukhtars and representatives of non-governmental organisations. The local administration should collate all relevant reports, re-evaluate them, and design and suggest new activities.

Actors Making Commitments

Ministry of National Education: Offering public formal education within the frame of impersonal secular relations, that provide knowledge and skills in step with the needs of a globalising business world. Supporting projects of non-governmental organisations in this framework.(181)

(178) View of Melek Göregenli, Aegean University, Department of Psychology.

(179) View of Melek Göregenli, Aegean University, Department of Psychology.

(180) View of the Association of Universal Brotherhood and Wisdom.

(181) View of the Turkish Jurist Women's Association; View of the Soroptimist Federation of Turkey.

Local Administrations: Co-operating with neighbourhood organisations in solving the problems of the city. Taking care not to convert this co-operation into patronage for political control of such organisations.

Political Parties: Discouraging patronage; interpreting pluralism within an interactive model.

Neighbourhood Organisations: Co-operating with local administration and various non-governmental organisations in order to solve the neighbourhood's problems.

Non-Governmental Organisations: Considering the approaches that slice across social groups, and voluntary co-operation with government organisations in solving urban problems.(182)

Priority Issue 4

Type: B

Regulating urban development rents and developing an adequate land supply system with a view to enabling actors. (183)

Importance of the Issue and Strategic Choices

In Turkey, the share of the land in the cost of a authorised building is 35-30% on the average. When compared with other countries, this rate is fairly high. It increases the cost of dwellings and excludes low income groups from the authorised housing market. The land ownership in urban areas of Turkey which is in small lots hinders the emergence of enterprisers that develop large areas of urban land, i.e. the actor who is defined as a "developer" in western countries. Ownership of land around the cities is in the hands of people who are not directly engaged in the provision of housing. Since the municipalities have limited financial power, the supply of subdivided land is barely enough. This gives monopolistic powers to owners of small lots of land to build a single block of apartments. The "build-and-sell" contractors who have only a small capital are encouraged to enter into agreement with land owners without purchasing the land, for delivery of flats against land, since the land owners are not obliged to pay any income or land revaluation tax when they register the completed flats in their name at the Title Deed Office. The opportunity to develop the land, i.e. to effect the construction of a building on the land without any tax liability greatly reduces the chance of cash purchase and sale of lots with urban development plans. This leads to sudden increases in land prices, while it also limits supply of urban land on the market.

The high price of urban lots and the difficulty in finding suitable lots to buy have led to the tendency to buy land outside the scope of the development plan and then build housing after the land is subdivided and zoned. When people are unable to do this individually, they organise in co-operatives. A small number of builders with large capital realise the building of housing in a fairly long time and with great efforts. Obtaining building rights for the land that is acquired at low prices enables the builders to obtain a big profit since prices of houses and land are then determined according to the price levels prevailing within the planned zones. But the general public has almost no chance to receive a due share from the development rents generated. This primarily restricts the opportunity to generate public funds needed for creating enough urban lots to meet the demand.

The Solution Proposed

Measures should be taken through taxation and direct administrative intervention to prevent speculative investment in land by people who have nothing to do with housing construction. Particularly,

(182) View of the Turkish Jurist Women's Association; View of the Soroptimist Federation of Turkey.

(183) Report of Emlak Bank; Report of Dokuz Eylül University, Faculty of Architecture, Department of City and Regional Planning; Report of the Chamber of Civil Engineers.

the new land that will be made available for housing construction should be owned by municipalities, and the lots thus created should be sold to builders under transparent methods, who will undertake that the houses to be built will not be sold at extremely speculative profit. The development of urban land must be speeded and taxes must be imposed on the acquisition of apartment flats under flats-for-land agreements.

The "demand" should not be the only determining factor in disposing the new areas for settlement or in creating urban land lots. Land use plans considering classification of soil quality and ecological criteria must be complied with. (184)

Action to be Taken

First and foremost, a law should be passed to regulate urban land production and taxation. In particular, a new tax-finance system should be established to ensure the utilisation of profits obtained from land development in financing the supply of urban infrastructure. An urban land office should be set up in each Metropolitan Municipality, which should be accorded increased power and authority in land development actions.

In order to ensure that urban development rents are brought under control and thus can revert to the public, the real estate market should be regulated so as to assure that the value of land and buildings are declared at market price at the land registry. The real estate brokers should have legal entity and brokerage service should be kept under control by qualifying it as a public service.(185)

All land in the country should be clearly classified and listed. Large Scale Standard Land Survey Maps should be rapidly made (1/5000, 1/1000) and agricultural land, forests and Treasury owned land, as well as empty land and uncadastrated territory which are publicly owned should be identified. In this regard, necessary amendments should be made in the Law for Land Cadastre no. 3402 and the Law Concerning Renewal of Land Registration and Maps no. 2859.(186)

In order to facilitate urban development plan implementations and urban land supply by the municipalities, transfer of Treasury land to municipalities should be made easier. Provisions that prohibit the purchase of urban lots by municipalities belonging to Public Economic Enterprises undergoing privatisation should be removed from the Law for Privatisation.(187)

Adequate funds should be supplied through the Bank of Provinces (İller Bankası), in order to enable fast subdivision by the municipalities after the Urban Development Plan goes into effect. The Urban Land Office should also assist municipalities in this respect through joint initiatives.(188)

Necessary amendments should be made in Article 18 of the Urban Development Law which is the basic tool for producing urban land, in implementation of the urban development plans on privately owned lots.

During the five years that the Action Plan covers, 20-25 thousand hectares of land should be developed each year for housing, together with a comparable area for other purposes, adding up to about 40-50 thousand hectares.

Monitoring

The method for monitoring the regulation of urban land development and urban rents shall be a measure in itself since it will act as a tool in creating a reliable urban lot market that will eventual-

(184) View of TEMA Foundation; View of İSTAV, Tophane Initiative and ESK-Urbanisation Working Group.

(185) View of TMMOB Chamber of Survey and Cadastre Engineers.

(186) View of TMMOB Chamber of Survey and Cadastre Engineers; View of the General Directorate of Title Registration and Cadastre.

(187) View of the Turkish Municipal Association; View of the Greater İzmir Municipality; View of TÜRKKENT.

(188) View of the Urban Land Office.

ly prevent speculations in land and tax evasion. The data on lands as well as the declared prices and taxes at the time of transfer should be gathered by municipalities, and "real estate maps" should be issued. Monitoring should provide such information that will make the real estate market healthier.(189)

Actors Making Commitments

TBMM (Parliament): Amending section 18 and other pertinent paragraphs of Act no. 3194 with a view towards regulating urban development rents, supplying adequate urban land, increasing the share of values derived from urban development for public use and shifting from the equal area principle to the equal value principle.(190) Amending in the Urban Land Office Law no. 1164 so as to grant the metropolitan municipalities the right to establish urban land office that could operate actively in the real estate market. Amending Cadastral Law no. 3402 and Law no. 2859 regarding Land Registries and Renewal of Cadastral Maps in order to authorise the General Directorate of Land Registries and Land Survey to chart unidentified land on Cadastral Maps. Amending the Property Tax Law no. 1319 and the Law for Fees no. 492 to ensure to get a share in urban development rent by the Public. Amending Law no 4046 for Privatisation, e.g. deleting the paragraph that prevents the sale of the land of Public Economic Enterprises undergoing privatisation to municipalities; and transfer of the authority of making urban development plans on land owned by Public Economic Enterprises undergoing privatisation from the privatisation agency to the municipalities.

Relevant Ministry of State, Ministry of Public Works and Settlement, Ministry of Finance: Claiming ownership over lands that belong to the Treasury; utilising same for the purpose of implementing urban development plans rather than for creating funds for the Treasury, and facilitating their transfer to urban land offices and local governments.

Bank of Provinces: Making funds and technical assistance available in order to facilitate subdivision and zoning by local administrations.

Local Administrations: Preparing urban development plans and producing an adequate quantity of urban lots on privately owned land by applying the provisions of Section 18; also, ensuring a planned development for the city by producing subdivisions on land to be purchased from the Treasury or on the market; assisting low income groups for home ownership, developing technical capacity for urban land production.

Priority Issue 5

Type: A

Improving the financing of urban infrastructure, with a view to enable actors.

Importance of the Issue and Strategic Choices

Financing the urban infrastructure and housing is an issue that is not easily solved in countries like Turkey which are in a rapid process of urbanisation. The major part of urban infrastructure is not offered by the private sector since it is not a profitable investment, and have to be supplied as a pub-

(189) Report of the Chamber of Survey and Cadastre Engineers - İstanbul Section.

(190) Report of the Chamber of Survey and Cadastre Engineers İstanbul Section.

lic utility. Since such services are publicly owned, the requirements of newcomers to the city have to be adequately met.

Adequate supply of such utilities as roads, water, electricity, gas, sewerage, garbage disposal, telephone, etc. which constitute the city's infrastructure elements is necessary in order to attain contemporary living standards. Also, along with newly produced lots of land, the necessary basic utilities must be supplied.

On the other hand, the importance of having the infrastructure systems for industry and specialised services as well as transport and communications networks that integrate cities with the world has recently been increased. Infrastructure has become one of the most important elements in enabling the society, and its scope has much widened when defined from the viewpoint of enabling the individual. Since the capacities of individuals and social actors are indeed limited by the infrastructures that they can build, any deficiency in this respect might be qualified as a restriction of the right of living in dignity as human beings.

The Solution Proposed

Various organisations have been authorised to supply urban infrastructure in Turkey, depending on the type of infrastructure. The funds are supplied through a variety of channels ranging from the consolidated budget to foreign loans. The tightest bottleneck that usually prevents local administrations from supplying adequate infrastructure and services is the insufficiency of funds held by such local administrations. For example, even though the State Hydraulic Works that operates under the central administration has enough funds for supplying water to cities, municipalities are still dependent on loans to be supplied by the Bank of Provinces for water distribution networks in the city. The primary condition for supplying adequate utilities is that the municipalities should be able to generate their own financial resources.

Local administrations should utilise different approaches simultaneously in order to create sufficient funds. The resource that could firstly be used is the increased urban developments rents from plots of land that are converted into urban lots. These rents are created by society, and not by land owners. Utilising such rents for funding urban infrastructure would therefore be appropriate on the principle of "equity".⁽¹⁹¹⁾ Local administrations may utilise such rents in various methods such as taxation, urban lot production etc. Municipalities should be granted the authority to determine taxes on real estate without permitting their erosion by inflation and to claim the entire amount of tax. The second approach is to provide financing of the infrastructure to a great extent by the user themselves. This might be attained in various ways. One of them would be to collect contributory shares, while another would be to price such utilities in a manner that reflects the real cost to the user. This is important for implementing the principle of equity as well. It is equitable both in the sense that those who do not receive the service do not have to bear the burden, and in the sense that segments that have not yet received such service will receive it sooner.⁽¹⁹²⁾

Also, the resources that the central governmental will allocate from the budget should be increased and such resources should be distributed to municipalities considering not only the criterion of population size but also the requirements and potentials of the cities.

As a matter of fact all these improvements would be insufficient. The municipalities should be allowed to obtain loans on a project basis from internal and external sources in order to improve the infrastructure. Turkey must be able to utilise a source of 2.5 billion \$ in 1995, 3.9 billion \$ in 2000 and 5.5 billion \$ in 2005 for urban infrastructure.

(191) View of the Ministry of Interior Affairs.

(192) SPO, Seventh 5-Year Development Plan, 20 Fundamental Structural Change Projects, Committee Report on the "Project for Structural Change in Infrastructure Services".

Action to be Taken

Beside increasing the funds of the Bank of Provinces in order to meet the loan requirements of local administrations on a project basis, the Bank's capacity to act as intermediary for syndicating foreign loans to local administrations must be improved.

The capacity of local administrations to develop projects in order to obtain loans on a project basis must be improved. In this respect, it might be considered that the metropolitan municipalities could do so with the assistance of consultancy firms. For other municipalities, unions of municipalities might assume a similar function. Capacities of the consulting companies should also be improved in this respect.

In providing financial facilities for infrastructure, a condition must be that the infrastructure should comply with standards.(193)

Establishing partnerships between local administrations and the private sector, and using such models as build-operate-transfer are some choices that would lower the finance requirements of local administrations in providing infrastructure.(194)

Monitoring

Making it a legal requirement to compile statistical data on urban infrastructure supply, establishment of a Department for Urban and Housing Statistics within the State Institute of Statistics to monitor developments in supply, determination of annual infrastructure requirements and the level of realisation of investments by the State Planning Organisation.

Actors Making Commitments

TBMM (Parliament): Amending Act no. 1319 on Property Tax, Act no. 2380 for Allocating Shares to Provincial Administrations and Municipalities from the Consolidated Budget and the Act for Bank of Provinces no 4759.

Bank of Provinces : Improving the capacity to create domestic and foreign funds on a project basis for the local administrations.

Local Administrations: Improving the capacity to develop and manage urban infrastructure projects.

Consultancy Firms: Improving capacity to meet the demands by local administrations for infrastructure projects.

State Institute of Statistics: Compiling and publishing urban infrastructure data.

Priority Issue 6

Type: A

Improving housing finance systems with a view to enable actors.

Importance of the Issue and Strategic Choices

Housing is a very high priced commodity when compared with the earning of a family. When it is purchased as a "finished" product, it sums up to 5 or 6 times the annual family income. Therefore the development of housing finance systems are promoted in almost all countries as a part of housing policy.

(193) View of the Ministry of Interior Affairs.

(194) View of Society of Heating, Ventilating, Air Conditioning and Sanitary Engineers.

Housing finance covers the steps from the development of land into urban lots to the sale of the finished product. While land development, infrastructure and building of the house require only short term funds, it is necessary to allow buyers a repayment period of up to 20-25 years. But the need for funds and the nature of the loan depend on the process of building and the housing policy followed. Long term loans are made available for non-profit housing supply mechanisms such as co-operatives. In countries where rentable housing supply is promoted, tax deductions and exemptions are applied to the loans that the investors utilise.

In order to finance housing, organisations are needed that will function in capital markets, convert short term savings into long term loans or provide long term loan mechanisms for housing by utilising funds from the issue of securities. Commercial banks have also recently entered the scene. But in Turkey and countries at a similar stage of development, housing cannot be financed through the capital market. High inflation and the inadequacy of funds prevent housing loans under terms and conditions that people can afford. The funds that the government has created from tax revenues as well as the funds of some public institutions have been used for housing loans, with high subsidising of interest rates as a rule. Since those funds were not protected against inflation, the sources utilised diminished in a short time and creation of new funding sources has become another matter to be solved. Though loans were extended for 1 million houses by the Housing Development Administration in Turkey since 1984, during the period 1984-1989, when a large portion of the funds were utilised, the contribution of the fund in housing finance decreased in real terms because of the application of a fixed interest rate that remained far below the rate of inflation during that period, and because the revenues of the Fund were transferred to the consolidated budget.

The Solution Proposed

A housing loan system should be established that will operate within the Turkish Capital market, convert short term savings into long term loans affordable by the majority of people, and take the risk factor into consideration in utilising necessary tools against inflation. Contractual Housing Finance System seems to be the first solution in conditions prevailing in Turkey. A law is required that will define the responsibilities of the organisations that will operate in extending housing loans. The law should allow such organisations to operate with distinct conditions, regulate implementation and define the mortgage system.

The development of risk insurance to cover housing loans should be considered in this context. New regulations should be made that will protect the consumer rights on house loan agreements and provide consumers with various alternatives.(195)

Action to be Taken

The Contractual Housing Finance System should be established within the Housing Development Administration as an "open system" that will be supported by the Fund when needed. Establishment of the system by private enterprise should be considered only if a low and stable rate of inflation is attained.

A new Housing Finance System law should be passed. By this legislation, the Housing Assistance Funds should be regulated and the funds to be accumulated in the Central Bank should be utilised and managed by the Housing Development Administration. Also, housing finance institutions that will operate under privileged conditions within the finance market, their operating conditions and the incentives to be provided in this field should be defined. The law should also cover amendments in the mortgage system for rapid and reliable operation of the housing finance system. The need for a cash flow that will ensure implementation of advanced building technology should also be taken into consideration in re-designing finance systems.(196)

The legal structure pertaining to housing loans should be revised within the framework of consumer

(195) View of the Consumer Rights Caucus.

(196) View of İSO (İstanbul Chamber of Industry) Councillor Mehmet Zeki Karahan.

rights, through active participation by all concerned. Legislation on housing loans, insurance, general conditions etc. should be revised so as to achieve a compromise among the interest groups. An insurance system should be established to cover housing loans.(197)

Consumer loans are of course not the only loan problem that has to be solved to ensure the adequate supply of housing. Necessary measures should be taken for builders to access loans in particular and at reasonable terms and conditions for their protection against high prices of building materials which are intentionally kept high by agreement among major manufacturers. Any reduction in the real prices of construction materials and in the cost of housing shall lead to reduction in loans demanded by housing consumers.(198)

Turkey has to realise investments at a level of 8.3 billion \$ in 1995, 10.2 billion \$ in 2000 and 12.3 billion \$ in 2005.

Monitoring

Housing organisations, co-operatives, developers, trade chambers and the associations that protect the rights of consumers should follow-up whether planned activities have been realised, and establish lobbies to ensure that legal and administrative measures are implemented without delay. The share of the housing loans in total loans and real estate loans should be analysed and published by the Union of Banks.

Actors Making Commitments

TBMM (Parliament): passing new legislation on the improvement of housing finance mechanisms; revising insurance legislation.

HDA: Setting up a Contractual Housing Finance System to develop funds for housing loans.

Union of Banks: Analysing and publishing housing loans; revising loan agreements so as to protect consumer rights.

Banking System: Entering into the housing loan sector by using the opportunities offered by the new legislation on housing finance.

Priority Issue 7

Type: A

With a view to enabling individuals, regulating and improving house delivery through co-operatives, and developing new models to access lower income groups.

Importance of the Issue and Strategic Choices

The Habitat II Agenda gives relatively more importance to non-governmental organisations for the purpose of enabling actors in the creation of good living environments and the sustainability of their development. If a co-operative is viewed in its most general definition as an organisation model comprised of individuals that unite for a common target by joining their efforts in solidarity and co-operation, it becomes clear that they perform a significant function in attaining the targets of Habitat II Agenda. However, it is also known that the current mode of the operation of co-operatives contain elements that prevent the achievement of targets of Habitat II Agenda. Some co-operatives have created a sense of distrust in the community. On the other hand, one cannot say that the practice in Turkey has mobilised all possibilities of co-operative organisation. For example, it is known that co-

(197) View of the Consumer Rights Caucus.

(198) View of TMMOB Chamber of City Planners.

operatives do not adequately access low income groups. Therefore co-operatives should be supervised through a system that prevents adverse developments, on one hand, and new co-operative models should be introduced to the system that will act as a pilot organisation in the community, enabling access to low income groups, on the other hand. These would not serve individual interests, and would contribute to the diversification of co-operative practice.

The Solution Proposed

Effective supervision of co-operatives and their unions and confederations which operate under current legislation should be ensured so as to create a system that will develop a sense of trust in the community towards co-operatives. The supervision system should ensure external and internal audits and should establish a chain of control and responsibility from the members of co-operatives up to the Co-operative Unions, that will extend from the bottom to the top, and vice versa.

On the other hand, similar to the prevailing wide-spread application in the world, new models should be developed that will make housing to be built by co-operatives based on joint ownership transferable by inheritance. The time frame of the new model shall not be limited to the building period of houses. It will restrict the speculative opportunities that arise from sale of the houses by co-operatives on the free market and will make spatial mobility possible by developing temporary or permanent exchange mechanisms between members of different co-operatives. It will be an example in attaining a good community and settlement and shall assume the responsibility to provide housing for low income groups.

The most important issue to be considered here is which segment of the community would be interested to get organised under such a model. The new model excludes, albeit indirectly, those who regard the house only as a means of investment under the prevailing conditions where individual interests are tuned to the economy of rent, and who desire to promote their wealth through increases in the value of real estate, since it restricts the economic advantages arising from the sale of the house on the market. It might be said that the segment that has a savings potential to acquire a house for his/her own use, but rather chooses to acquire a house through a co-operative since his/her savings are not sufficient might get benefit of a loan under suitable terms and conditions under such a model. Those sections of society who under threats of landlords may lose their tenurial security, and who can only afford next to an initial deposit a low monthly rental given their limited incomes, will most probably be in favour of this proposed model. However, they are in need of support in their efforts to join such organisations.

There are two interrelated questions that must be answered in this respect. One of them is whether it would be possible to limit vertical mobility or whether such an approach would comply with the principle of equity, even if spatial mobility could be obtained by means of exchange of housing units in the proposed model. The second is whether it would be possible to find a way to bring these two separate social segments together within the suggested model.

The replies to those questions seem to depend on the possibility to transfer the co-operative houses by the members to the co-operative after a long period of use (e.g. 20 years), and the capacity of the co-operatives to dispose the houses on the market under a controlled rental policy. It should be rightly possible for the co-operative to offer the house on the rental house market within the frame of a controlled rental policy before this period has transpired and the right of transfer is born if the member does not wish to live in his/her house and does not wish to use the exchange mechanism. Moreover, the members under the first group above (but for instance wishing to meet the housing needs of their off-spring in the future) might be granted the right to become a member of the co-operative provided they will not be entitled to transfer the houses to the co-operative before termination of the said period and they agree that the house could only be leased under a controlled

rental policy by the co-operative. Such a structure should enable the model to cover the third group, at least in part, under a controlled rental policy. The idea is therefore that co-operatives could compensate for the deficiencies of the speculative housing market by tapping the rentable social housing reserve in addition to houses based on the right of use.

Before discussing the enablement of this sort of rentable social housing co-operatives, such as how they would buy the houses for letting, for example, it will be necessary to set up the rules for combining both groups (i.e. the tenant-owners and the tenants) under the same co-operative. Of course, the prerequisite for such a co-existence will be that tenants should respect the rules of the co-operative and that it should be possible for them (and should be their responsibility) to take part in decisions regarding the environment in which they live. Thus, the tenants would be expected to substitute for the co-operative member who does not live in his/her own house.

Beside following a controlled rental policy in disposing the rentable houses that are under the co-operative's ownership, the priorities for leasing must be determined in a way similar to western countries that have a rentable social housing reserve. Thus, it might be possible to provide houses for single women, with or without children, who need to be supported. In this context, solutions might be sought in order to strengthen other non-governmental organisations and set up a collaboration between them and the co-operatives, that will protect the groups in the community represented by such organisations against speculative housing markets and will not segregate or alienate women or various other groups in the community.(199) Such an approach shall, of course, support the targets of Habitat II.

If co-operatives function as rentable housing suppliers as mentioned above, demands for localisation will be fulfilled on one hand, and the problems that the western world encounters today due to the assumption of this function by the state will be avoided in Turkey on the other. The governmental must assist in two fields until co-operatives get stronger in any case, in order to foster the development of co-operatives. One of these is the land, and the other is credit facilities with reasonable repayment schedules, representing a meaningful ratio of the overall cost. The proposed model aims to control the land rent. Therefore the government should not aim to obtain a revenue by way of land sales when it allocates land for co-operatives operating within the framework of this model. On the other hand, co-operatives must be held responsible for the development of the infrastructure for the land that will be sold to co-operatives of this kind for a symbolic price or leased for extended periods, the financing of which would be provided by the State. If no infrastructure is built, the land should revert to the State after a certain period has elapsed, thereby implementing the principle of "infrastructure first, housing construction next".

There should limitations regarding the share of the "rental" houses within the whole, which the members shall jointly own, within each co-operative. Such a limitation would eliminate the possibility that the number of co-operative members might decrease in time and titles to the flats might pass to a small group of members. It might be said that the share of such houses should be 40% at most. Considering the members who will not be living in their own houses in the future, rentable housing supply to the market will be even more. Rentals might be used to strengthen the co-operative financially after repaying the loan.

Social facilities for use by co-operative members should be developed as independent operations under co-operative management. The co-operatives that cannot provide social facilities for the members due to restricted finance might be given the opportunity to have such facilities built under a "build-operate and transfer" model, through agreements that would not restrict usage by the members. These facilities may later be converted into co-operative operations.

The new co-operative model that will be developed should not replace the existing model that produces housing for private ownership. The choice of people between two different models should depend on their income level, conditions of the loan to be provided and the priorities in land allocation.

(199) View of the Foundation for the Support of Women's Work.

Action to be Taken

In order to develop a new system for auditing co-operatives as well as their unions and confederations that continue to produce houses according to current legislation, a working group should be set up that will be comprised of the representatives of co-operative confederations, representatives of organisations responsible for the formation and supervision of co-operatives, and the academicians concerned. Such a committee could properly be set up through an initiative of HDA, which supplies loans to co-operatives.

In order to implement the new model, necessary amendments should be made in current legislation. Also HDA should take action in a short time to determine the method for auditing such co-operatives and the conditions of the loans to be supplied under both models.

Monitoring

Monitoring should aim at testing the functioning of the auditing system to be developed and the performance of the new model in accessing low income groups. Statistical information should be compiled on the time that is required for its realisation, rate of turnover of co-operative members and construction costs.

Actors Making Commitments

TBMM (Parliament): Passing a law for housing co-operatives that makes the introduction of new co-operative models possible; amending the Title Deed Law to allow the novel forms of ownership needed for the new co-operative models

HDA : Developing credit systems that are compatible with the new co-operative models in addition to the existing credit systems.

Ministry of Industry and Commerce, HDA, Unions of Housing Co-operatives, Universities: Designing and developing a supervision and audit mechanism that will promote confidence in co-operatives.

Urban Land Office: Supplying lots by itself or in co-operation with municipalities.

Local Administrations: Planning, project development, urban lot supply, supply of information and collaboration with co-operatives.

Unions of Co-operatives: Assisting in the organisation of co-operatives, providing training for co-operatives, provision of auditing and supervision services.(200)

Labour Unions: Pioneering in establishing co-operatives for its members to acquire housing;(201) making loans available under the Trade Union Law no. 2821.(202)

Low Income Groups Without Housing: Should organise and enforce changes and reforms in existing loan systems and housing programs.

Priority Issue 8

Type: C

Preventing un-authorised construction so as to prevent irresponsible use of the enabling strategy by individuals.(203)

(200) Second Report of TÜRK-İŞ.

(201) View of DİSK.

(202) View of TÜRK-İŞ.

(203) Report of the Ministry of Public Works and Settlement.

Importance of the Issue and Strategic Choices

The demand for housing as a result of rapid urbanisation after the 1950's had to be met with a lack of the planning, finance and production mechanisms compatible with the scope of the question. Thus the actors had to find solutions that were based on small scale delivery mechanisms in which their own personal efforts played a great role. Housing production that met the massive demand using small scale supply modes based on personal efforts was realised at the cost of slackening the government's control over the housing and reconstruction process. This weakness led to personal expectations that constantly eroded norms and standards for the public good, and the trend for unauthorised housing became an established social phenomenon. Eventually, the gap between the definitions of legalism and illegalism in the sphere of law and the definitions of legitimacy and illegitimacy in the sphere of social values widened so much that the two sets became definable without reference to one another.

Today our cities accommodate various types of unauthorised housing, such as land invasions, buildings on land without permission for construction, unpermitted density increases in planned districts, carrying structures that do not conform with static or earthquake regulations, installations and finishing works that do not meet the minimum comfort requirements defined in building regulations, incomplete buildings without an occupancy permit where people have already moved in, etc. All these groups of unauthorised building in the de facto construction system of Turkey not only lower the quality of life at all levels from the city as a whole to each independent unit, but are also a source of jeopardy to human health for a variety of reasons ranging from irrisistance against earthquake, to air pollution and insufficient infrastructure.

Unauthorised buildings do not only cause all these material losses, but also incur such negative developments that threaten community life and behavioural norms that cement society, such as haphazardly altering the cities so that they are no longer perceptible and identifiable entities, and eroding the norms of behaviour defined in the legal system.

The Solution Proposed

Since unauthorised housing construction has become an inherent element of the system rather than a deviation from what is defined as normal, the problem cannot be resolved by supervision and audit mechanisms only. A new system must be established that will transform the behaviour and expectations of the actors that partake in generating the city, and instruments of supervision must be restructured accordingly. On the other hand, the tendency of the small scale supply model based on personal effort to reach a dead end might be evaluated as a suitable medium for searching for a different system. It must be kept in mind, though, that this process will need time to complete the transformation. Implementation of flexible physical planning tailored to the structure and rhythm of the transformation in the modes of supply, and supported by required finance and co-ordination, might be evaluated as the origin of a new system. Means of supervision should be made effective so as to detect and prevent any deviation from the norms and standards within the generally agreed new production and regulation system. The relationship between the actors who assume a role in supervising and the actors who assume a place in the supply mechanism shall be of critical importance here as a concrete medium for the tension between the wrong applications, habits and expectations of the old system and the formation of the new ones.

Action to be Taken

Planning practice should take into consideration the harmony and integration of planning decisions that formulate macro physical forms, such as decisions on functional use, on a master plan scale or areas where building construction is permitted and areas where it is not permitted or the hierarchy of densities between settlements, and zoning or reconstruction plans that formulate micro physical forms and quality such as patterns of construction or minimum standards for the building and its close environment as well as the utilities. All such decisions should have the required flexibility so as to take into consideration the types of supply, capacities and expectations of the actors that are involved in the supply and finance models. In order that the supervisory mechanism within the local administration may assume a function of active monitoring and feedback which will bear responsi-

bility for the application, it must have new organs, a new staffing system and an up-to-date and practical archive system utilising modern technology.

The objective should be to transform the habits and expectations of actors on the supply side who construct unauthorised buildings within the frame of the re-organised supply mechanisms. In this context, the difference between a "gecekondu" and an unauthorised building must be clarified and measures should be taken to ensure that unauthorised buildings do not benefit from such advantages as betterment and legalisation.(204) Campaigns should also be launched in order to create the awareness that complying with a standard in the public's benefit shall eventually promote the welfare of the individual who complies with that standard.

Monitoring

A monitoring method may be developed that compares planning and zoning decisions, using up-dated aerial photographs, regular on-site observation reports, building and occupancy licenses, title deeds and building survey reports. The important point here is keeping all documents up-dated, compiling them in an easily accessible archive technique and making them available for everyone.

Actors Making Commitments

TBMM (Parliament): Establishing a "building police" institution and making amendments in urban development legislation.

Ministry Concerned (the proposed Ministry of City Planning and Housing), HDA: Encouraging large scale organised housing supply.

Local Administrations: 1) Establishing an effective planning system, facilitating and making transparent the relationship between the actors on the planning and supply sides, 2) Implementing an effective building police force policy which provides guidance as well.

TMMOB, Chambers of Architects, Civil Engineers, Survey and Cadastral Engineers, and City Planners: Supervising, building up awareness.(205)

Insurance Companies: Developing insurance practices which would ensure certain building and quality standards.

Priority Issue 9

Type: B

Improvement and renewal of gecekondu (squatter) areas.

Importance of the Issue and Strategic Choices

Gecekondu as the product of an illegal mode of supply functions as a filler for the gap between the massive demand for houses in our cities suffering from rapid population increase. and the supply of housing through legal mechanisms. The fact that the gecekondu type of housing has reached a high proportion in the total housing stock is due to the relative abundance of public land which is a source for populist policies. The primary structural problem in gecekondu districts is quality. Since gecekondu are built by segments with limited financial means who cannot access the legal housing market, utility, building and environment standards remain below acceptable norms. The second is the problem of not being able to utilise urban services. Since they came into being without a plan and were left isolated, they are unable to make use of such services as education, health, recreation, and mass transport at an adequate level. Much sacrifice is needed on the part of gecekondu residents to enter into relationship with service areas in other districts. The third one is the problem of legitimacy due to the illegality of gecekondus.

When we look into the structural features of the dynamics and transformation in gecekondu districts, we see that only the third one, i.e. the legitimacy problem seems to have a tendency for solution, while other massive problems continue except for some partial and minimal efforts for utilities, mass

(204) View of MSU Faculty of Architecture, Department of City and Regional Planning.

(205) Second Report of the Chamber of City Planners; View of the Chamber of Survey and Cadastre Engineers.

transport and road improvement. Solution of the problem of legitimacy simultaneously starts the densification process that leads to a set of other problems. Legalisation and densification is synonymous with the process of houses turning into a marketable commodity whereby the number of houses transferred or leased increase. In general, the densification that occurs vertically is realised by the personal efforts of the land owner, thus takes a long time and is realised in steps. Consequently, these settlements have turned into districts of half-built apartments.

Act no. 2981 which was passed in 1984 aimed to establish a new model of legalising whereby gecekondu districts could be transformed through a build-and-sell model of supply. This was not realised, however, due to a number of reasons such as the size of lots, rentals and sale prices of houses, and distance to the centrum.

Areas comprising apartment blocks built on land owned with shared title deed which are of a different status than gecekondus since they were not built on squatter occupied land, but which are nevertheless illegal with respect to lot subdivision and zoning compliance, are also riddled with problems similar to those in gecekondu areas with respect to the infrastructure of utilities, quality of the immediate environment and urban services.

The Solution Proposed

Improvement of gecekondu districts will be possible only if the legalisation process aims not only at solving the problem of legitimacy, but also at producing solutions for the problems of quality and urban services. Therefore the relationship between the actors on the public side and on the supply side in the process of legalisation should be a relationship of mutual exchange where individual and group benefits on one side and public benefits on the other side are traded against each other, rather than one based on one-sided give-aways and concessions. At this point, individual gecekondu dwellers should be enabled, but this enablement should be supervised to prevent illegal actions, and action programmes and plans should be prepared to act as guidelines in operating and supervising the process. All these must be compatible with higher-level decisions on density and building type. Actors like construction companies, build-and-sell constructors and sub-contractors should not be expected to direct this process by themselves. They should be motivated to join in the process within the framework of a well envisaged and designed action program.

Action to be Taken

The improvement plans concept introduced through Act no.2981 and their implementation with a politically populist tendency have failed to create healthy urban areas. They have rather caused accomplished facts that made the implementation of macro level urban decisions impossible, and created such expectations at gecekondu sites that cannot be fulfilled. At the locations where metropolitan municipalities operate, it led to the opening up of new areas for settlement not within the scope of the master plan by district municipalities, on which no gecekondus were existing. Therefore a new law is urgently needed for gecekondu areas.(206)

The plans that will be prepared for the existing gecekondu areas under the new law should not only regulate the subdivision of lots, but should also contain adequate detail for improvement of infrastructure, immediate environment and building standards, including urban services. Gecekondus that were erected on sites where they threaten public health and the environment, e.g. on collecting basins of water sources, must be definitely demolished.

The plan should be implemented together with effective funding models and the possibilities for individuals should be improved through suitable loan facilities. Increasing the density should not be considered as the only way to transform gecekondus.(207) Care must be taken that urban rent reverts to the public when renewal projects are undertaken on lots where land values are high, and cross-funding models should be created for realisations in other fields. Since the funds required cannot be provided by domestic sources alone because of the scale of the project, co-operation should be made with international finance organisations as well.

Forms of organisation and solidarity that will improve the performance of individual activity and

(206) View of MSU Faculty of Architecture, Department of City and Regional Planning.

(207) View of the Environment Caucus for Habitat II.

lessen losses should be encouraged, and the supply of standardised technical information should become a continuous process. The supervising organ must be specialised for such districts. It should not restrict its operations only to the prevention of actions which are not within the scope of the plan, but must effectively contribute to the production process, orient and train.

Monitoring

First of all an inventory must be taken in order to monitor the rehabilitation of gecekondu. Regular surveys and performance specifications specially designed for these districts will make it possible to create criteria for measuring the level and direction of development. Statistics and database systems on a macro scale are needed in order to monitor the effectiveness of decisions made at a national or city level, such as solutions for transport, infrastructure and funding systems.

Actors Making Commitments

TBMM (Parliament): A new law for gecekondu districts; review of all provisions in existing gecekondu legislation (Acts no. 775, 2805 and 2981); amendments in the rules regarding the design of rehabilitation plans. Making it impossible to use these plans to override the master plan.

HDA and the Bank System: Development of saving and credit models allowing renewal of gecekondu under the new law, rearrangements in Türkiye Emlak Bankası, a public bank, in terms of its loan facility system.(208)

Local Administrations: Organisation of gecekondu renewal projects in areas where land prices are high; design and implementation of improvement projects in other districts.(209)

Universities, City Planners and the Chamber of Architects: Creating a new conceptual framework for planning in which users can participate in existing gecekondu areas through active participation of neighbourhood organisations.(210)

Gecekondu Residents, Neighbourhood Organisations: Improving living standards in gecekondu areas, developing projects with non-governmental organisations, neighbourhood organisations and gecekondu districts on a basis of partnership; supplying information about the legal rights of gecekondu residents as a part of these projects.(211)

Priority Issue 10

Type: A

Re-settling citizens who have lost their houses or who have had to migrate as a result of terrorist incidents and governmental measures or providing them with shelter.

Importance of the Issue and Strategic Choices

Though this issue has been a current one due to the incidents in Southeastern Anatolia, it is a matter to which any government of law must be sensitive and suggest solutions in order to remain consistent.

Also, it is necessary from the viewpoint of the principle of equity to relocate people who have had to leave their homes due to the expropriation by the government in order to implement development projects and the local administration in order to implement urban development plans, and to assist them in adapting to life in a new environment.

(208) View of Emlak Bank of Turkey.

(209) Report of TOKYAD; View of the Association for Support of Contemporary Living; View of the Higher Education Training and Research Foundation.

(210) View of MSU Faculty of Architecture, Department of City and Regional Planning.

(211) View of the Turkish Jurist Women's Association; View of the Soroptimist Federation of Turkey.

The Solution Proposed

In order to supply houses for those who had to leave their homes and to assist those who had to migrate in their adaptation to the new environment, the scope of existing legislation on disasters and reconstruction should be broadened.

It is among the duties of the government in Turkey to assist those who suffer in natural disasters, under the disaster legislation in Turkey. Since the state is responsible for protecting social order and the rights of individuals, it should also be obliged to be as sensitive in such cases, which are closely related to the government's domain of duties and responsibilities, as it is sensitive in the case of natural disasters. Enlarging the scope of the disasters and reconstruction law in this respect is a matter of consistency for the government.

Action to be Taken

The people who are entitled to housing as determined by public officers designated in relevant laws will be handled according to the procedures set forth in laws and regulations. The amendment in the law should provide as a principle that housing must be supplied to those who are entitled within the span of a single building season.

While giving the opportunity to make a choice for those who are re-settled, they must also be given the chance to maintain their previous style of living. These people should not be forced to adapt to a new mode of living. Temporary shelter should be available until they settle at their new residence. In the meantime they should be provided with an education which will give them the necessary knowledge and skills in order to facilitate their adaptation to a new life.(212)

The organization which is responsible for re-settling those who had leave their homes as a consequence of the implementation of a development or reconstruction project should be the investor who implements the project. Cost of re-settlement should be included within the project cost.(213)

Monitoring

Implementation in this respect may be monitored by using the number of people whose requirements have not yet been fulfilled as an indicator.

Actors Making Commitments

TBMM (Parliament): Enlargening the scope of the Law of Natural Disasters no. 7269 and 1051; and the scope of the Law for Reconstruction no. 2510.

Relevant Ministry of State, Ministry of Public Works and Settlement: Implementations under this enlarged scope through relevant general directorates.

Local Administrations: Handling the settlement problems of those who had to leave their houses and workplaces in the implementation of projects.

Non-Governmental Organizations: Designing and developing projects and applications in order to solve the problems of those who had to re-settle, particularly facilitating their adaptation to a new living environment, in cooperation with local administrations.(214)

Priority Issue 11

Type: A

In the light of the importance on the right of life of human beings,(215) disaster prevention, reducing loss, preparedness, and building of post-disaster capabilities for sustainable national and local development.(216)

(212) View of TMMOB Chamber of Architects, Habitat II Representation.

(213) View of TMMOB Chamber of Survey and Cadastre Engineers.

(214) Soroptimist Federation of Turkey.

(215) View of TMMOB Chamber of Second Report of the City Planners.

(216) View of the Ministry of Public Works and Settlement; Turkish National Committee for International Cooperation for Natural Disaster Reduction. National Report of Turkey, December 1993.

Importance of the Issue and Strategic Choices

Turkey ranks as one of the countries that suffer most from natural disasters causing loss of life and property on a large scale, because of her geological, topographical and climatic characteristics. These include such disasters as earthquakes, floods, landslides, rockfalls, avalanches and storms. It is estimated that the loss in natural disasters is equal to about 1% of the Gross National Product, and might exceed 3% if indirect losses are added.

The reason why the forces of nature cause disasters which kill people and destroy property is mostly due to the incorrect set-up of the relations between human beings and nature, rather than to the character of such forces. During the process of production and improvement of the settlements, people usually are not aware enough or adequately informed of the possible long term results of their decisions.

The Solution Proposed

The first thing which is needed is a change of mentality. First of all, natural disasters should not be viewed as a fate that human beings must take as granted. They should be regarded as phenomena which can be overcome through rational behaviour. In order to avoid natural disasters or their consequences, the possible jeopardies of nature and their consequences must be well known. To avoid these hazardous consequences, everybody should comply with the rules for proper modes of utilization of nature, from each member of the community to the top officials.

Possible action concerning natural disasters may be considered in three separate steps: The first one relates to emergency action to reduce the immediate suffering from the natural disaster. The second is to compensate the losses and harms of those who suffered from the natural disaster, and measures to be taken to re-settle them. The third one relates to longer run measures. This would cover a large spectrum from natural disaster research, to preparing settlement plans in order to avoid such disasters, implementation of such plans and improvement of the construction quality. Rational cooperation is essential between the central government, local administrations and non-governmental organizations in all three of the steps.

Action to be Taken

New and up-dated legislation is urgently needed in line with the understanding developed during the United Nations International Decade for Natural Disaster Reduction. Amendments should be made in the Natural Disasters Act no. 7269 and in Acts no. 4123 and 4133.

The experience in Turkey and in the world regarding emergencies shows that a system should be designed that will intervene with all disasters and emergencies. Although disasters frequently occur in Turkey and the government is highly sensitive after the disaster, there is inevitably much criticism after each such disaster. For effective emergency management, serious preparations and planning is needed before a disaster occurs, based on real scenarios.(217) Disaster scenarios of Turkey are much in need of updating.(218) Such scenarios should be expanded to include potential industrial accidents in regions where there is a high concentration of industrial activity.(219) "Provincial Rescue and Relief Plans" prepared for each province according to the current system are inadequate in this respect. According to more realistic scenarios, responsibilities should be defined regarding alerts for potential dangers, public information systems, rescue, communication, supply of food, clothing and shelter following a disaster, distribution of national and international aid within the disaster area etc., and a program should be made in order to train the people concerned. In the identification of capacities within the planning of emergency management, it should be taken into consideration that this regional system will serve the neighbouring countries.(220)

(217) View of Kültahya Municipality.

(218) View of TMMOB Chamber of Geophysical Engineers, Istanbul Section.

(219) View of Kocaeli Provincial Co-ordination Committee of NGOs.

(220) View of Ministry of Foreign Affairs.

The full capacity of the central government, local administrations, the Red Crescent Society and other organisations should be mobilised for post-disaster emergency management. Material, equipment, tents, prefabricated barracks etc. that will facilitate immediate action by the Civil Defence Organization, police forces, the Disasters Department, fire brigades, hospitals and the Red Crescent should be available, and storage facilities should be improved. The Disaster Fund should be reinforced. Well trained rescue teams should always be on duty and disaster management should be professionalized.

In the new legislation, a series of regulations should be set forth regarding identification of the people who are entitled to the right of relief, designing of technically adequate projects and plans, and utilization of domestic and foreign resources. Care should be taken that the public does not have expectations that the government cannot fulfill following a disaster. This balance is not well established today. The overall attitude of the government tends to make people wait for payment of their claims, instead of making efforts to heal their wounds.

Legislation concerning municipalities and provincial administrations should be amended to create new funds for enabling them to take a more active role in disaster management and reconstruction operations.

The basic issue for Turkey concerning disasters is the matter of long-run measures. Of course such measures would depend on each type of disaster. But what is common is the prevention of new settlement in the areas with a natural disaster risk. For this purpose, plans must be based on adequate information, and accomplished facts should be prevented.

Seismic, meteorological and hydrological observations are made in Turkey, but such observations mostly remain as mere statistical data. They are not converted into information or maps that planners could use. Depending on the different kinds of natural disaster, natural disaster risk areas and the level or degree of risk should be identified and mapped. The priorities according to geological data should be complied with in all areas which will be made available for building construction.(221)

Earthquakes are the natural disaster that causes the greatest loss in Turkey. "Micro-zone" studies should be made in regions with a high risk of earthquake whenever new areas are to be opened up for development. Geophysical survey and research must be obligatory in order to learn about underground formations before erecting high-rise buildings, metro and rail transport systems and multi-storey buildings.(221) The earthquake resistance for structures such as dams, bridges, transformers, hospitals and other public buildings in high earthquake risk regions should be reviewed under a well-established program, with reinforcements and repairs whenever indicated. There should be a list of priorities in this respect from the viewpoint of public interest. Private sector facilities, social and cultural buildings, as well as commercial and industrial facilities should also be evaluated in this context. Plates showing the earthquake resistance of the evaluated building should be put up. Obligatory insurance should be imposed for earthquake safety of buildings.(222) Concrete premixing plants should be set up in such regions in order to improve the quality of concrete.

The second natural disaster leading to great loss are floods. Along with the increase in the number of dams in Turkey, losses due to flooding have decreased. There are many things that still have to be done in this field on various levels. In order to retain rain water and prevent rainfall from turning into floods, natural vegetation should be preserved and erosion should be earnestly combatted. Streambeds and ravines should be regulated and improved, storm water draining systems should be designed and built, river beds that carry the risk of flood should be kept closed to settlement.(223)

(221) View of the Hacettepe Geologists Association.

(221) View of TMMOB Chamber of Geophysical Engineers, Istanbul Section.

(222) View of the Higher Education Training and Research Foundation.

(223) View of Unity Foundation.

Storm water should be collected and disposed of in cities so as not to cause any floods or surface water pollution. Since sewerage systems in Turkey are not yet well developed, this issue is handled in priority, while investment for flood control and storm water drainage systems is neglected in settlement areas due to inadequate funds. This leads to major losses of life and property.(224)

Building regulations should be revised from the point of view of natural disasters. Insurance systems that would bring a discipline in enforcing the regulations and would spread out natural disasters losses to the whole of society should be developed.

The public must be made aware and conscious of the hazards and risks of natural disaster as well as the possibilities for disaster reduction through continuous, widespread and effective training programs, and through non-governmental organisations, scout associations and neighborhood organisations.

Monitoring

Earthquake and hydrology observation systems should be expanded; data on such natural disasters as earthquake, flood, landslide, avalanche, storm and hail should be compiled including life and property losses; economic losses due to natural disasters should be estimated and the cost of relief should be calculated.

Actors Making Commitments

TBMM (Parliament): Amendments in Natural Disaster Acts no. 7269, 4123 and 4133, in Municipality Acts no. 1580 and 3030, Act no. 5442 for Provincial Administrations, Act no. 3360 for Provincial Administrations, and in Act no. 2872.

Ministry of the Interior Civil Defense Department: Reorganization of post-disaster emergency management.

Ministry of Public Works and Settlement: Revising building regulations and reviewing building supervision systems from the viewpoint of natural disasters; checking the resistance to earthquakes of critical public buildings, and reinforcing same if necessary.

General Directorate of Natural Disasters Department in cooperation with State Hydraulic Works, Electricity Studies Agency (EİEİ), MTA General Directorate, TMMOB, Chambers of Mining and Geological Engineers: Improvement and publication of natural disaster risk maps for Turkey.

State Hydraulic Works: Developing early warning systems based on hydrological measurements, stream regulation and flood control in settled areas.

TÜBİTAK and Universities: Research and development programmes on natural disasters; allocating more time to natural disasters in the curricula of educational programs.

Local Administrations: Minimizing the risk of natural disasters in the planning of settlements, supervising buildings for resistance to natural disasters, building storm water drainage systems in settled areas, training its own staff for emergency management.

Insurance Companies: Developing insurance practices for earthquake risks.

Non-Governmental Organizations, Voluntary Organizations: Creating awareness in natural disaster prevention and reduction; assuming responsibilities in emergency management.

(224) View of Unity Foundation.

Priority Issue 12

Type : B

Providing financing and multi-actor organising to protect historical sites, urban fabrics, buildings and values, and for the maintenance and rehabilitation of existing building and housing stocks.

Importance of the Issue and Strategic Choices

The steadily increasing population and the on-going social transformation process in our cities is a factor calling for change not only in our new urban development areas, but also in the existing and historical fabric. The first factor promoting change is the trend towards the commercialisation of real estate as a marketable commodity as a result of the modernisation process. In this environment, the exchange value gains priority while the use value of formerly built historical buildings and surroundings becomes an obstacle that hinders the realisation of the accrued transformation value, making them easy to discard. Diminishing value due to inadequate maintenance and the potential increases in value created by new zoning rights further reinforce this trend. The second factor that promotes change is the social pressures arising from the desire for a renewed and modernised life style. The investigation of how common the "build-and-sell" process is in small cities and even towns where rent motivation cannot be expected to be very high would be sufficient to understand how effective social pressure by itself can be. Conservation legislation—which operates under the pressure of economic and social factors, pendulates between loose interpretations and prohibitionist approaches—cannot prevent the damage.

The damaging impact of economic and social pressures on the historical urban fabric is not confined to the cities. It can reach very significant dimensions in small settlements situated along the coast opening up to speculative activities, and even in regions virtually devoid of settlements and on infrastructural routes set up for developing relations among settlements.(225)

However, the protection of the historical environment and buildings would provide social and individual advantages, which are presently shadowed by economic and social pressures. The first is the potential to fulfil a function as safety valve and buffer against cracks and vulgarisation trends, which may be the result of rapid social transformation. A feeling of cultural continuity and historical awareness, which is not distorted by the objective of restoring the past, is very important with regard to slowing down the rapid transformation of cities representing the key elements of collective memory.

The second set of advantages yielded by protection consists of material possibilities, such as the availability of an infrastructural network, the relative cheapness of repair versus new construction, capability of responding to the requirements of daily life after the renewal process, possibility of obtaining bigger-size units than new housing units can offer provided that they are kept undivided. Furthermore, considering that each new construction in planned areas is realised by destroying a usable asset, this means waste at the social level. From this viewpoint, the destruction of every building included in the existing stock, and not merely buildings with historical value, represents an additional social cost, causing a waste of resources which could be utilised in another area.

The first generation undergoing the social transformation process experiences it as a direct process in which the obstacles created by the historical environment generally overshadow the possibilities; as can be seen from the experiments of countries which led the industrialisation process, advantages surface to collective consciousness in the second and third generations of the development rhythm. The resurging of possibilities to the foreground fuels a process which eliminates disadvantages and initiates a trend for the historical environment to increase in value both as to economic and social aspects.

The Solution Proposed

A vital issue in our country which is going through the initial cycle of social transformation, is to be able to anticipate the processes in order to avoid destruction. This anticipation process, which can-

(225) View of the Society of Archaeology and Archaeologists.

not be initiated by single individuals, requires the initiatives of public institutions and civic organisations. The initiative should not be in a purely controlling and prohibitive manner, but by placing emphasis on the possibility and advantages of protecting the historical fabric and improvement of existing planned areas. It should be known that protectionism is a search for cultural continuity, but that it will not be sufficient for cultural awareness if it is one-dimensional and that the consideration of economic and social processes is a requisite for the continuity of urban life.(226) This in return entails an effective and flexible approach to ensure affordability in protection and rehabilitation, adaptability to contemporary living, cultural legibility and preventing wasteful use of the collective heritage. In order to prevent losses and achieve successful results, it is important to transfer the practical expertise needed for repair and rehabilitation as a continuous technical service to such areas.

Action to be Taken

The relevant central administration bodies, local administrations, universities and civic organisations must be organised to enter into cooperation in order to realise effective protection and rehabilitation practices. The first step is to expand the existing inventory system and consolidate it into easily accessible form. The second is to develop protection and rehabilitation plans and convert these into implementation-oriented, practical guidelines. The third is the development of a finance and credit system to encourage enablement, since economic resources of households in these regions are generally limited. In this context, a mechanism for transferable development rights should be introduced to urban development legislation in order to compensate for the economic losses of the owners of registered buildings.(227) Another issue is the development technical knowledge and service standards required for repair and renovation procedures; finally, the establishment of a specialised supervision system for such areas. Cooperation with international institutions must be achieved both with regard to technical know how and experience. Local and public education campaigns will serve as initiatives to foster awareness on the issue and contribute to success.

As per article no. 6 of the European Council's Convention on the Protection of Archaeological Heritage, of which Turkey is a party, "Funds must be created to cover the cost of archaeological interventions which may be needed during public or private construction works, for the purpose of increasing material equipment required for protective archaeology." Turkey must fulfil its obligation in the shortest possible time.(228)

The destruction of the historical fabric and the environment takes places not only in areas under private ownership but also in publicly owned areas that are used improperly. Certain problems may arise in cities particularly in the process of allotting new public functions or privatisation of those public buildings and zones which have become redundant. In transforming these areas from the public domain to the private and to civilian initiatives, emphasis should be given to those solutions encompassing participatory models which take into account their original identity created in historical interaction with the city, and the collective needs expressed by the city and its residents through legitimate civilian initiatives.(229)

Cemeteries which are full should not be squeezed for new burials, but restored, maintained and protected, with trees and gravestones, as historical heritage.(230)

Monitoring

Regular and consistent inspection reports which document the current situation, updated inventory systems and performance specifications prepared by taking into account these regions will provide the possibility for following up and evaluating the progress made. Ownership and lease records must be kept to follow up on value increases and transfers of ownership at the end of the process.

(226) View of MSU Faculty of Architecture, Department of City and Regional Planning.

(227) View of MSU Faculty of Architecture, Department of City and Regional Planning.

(228) View of the Society of Archaeology and Archaeologists.

(229) View of İSTAV, Tophane Initiative, ESK-Urbanisation Working Group.

(230) View of Refia Dağlı, Foundation for Protection and Conservation of Cemeteries in Ankara.

Actors Making Commitments

Ministry of Culture : Promoting conservation awareness concerning the historical environment, accelerating operations of "conservation councils", developing implementative roles, especially in collaboration with civilian organisations, rather than purely supervisory functions.

Ministry of National Education : Provide for informative and awareness raising programs concerning the protection of historical heritage within the framework of regular education.(231) Training a workforce on historical arts/crafts required for restoration.(232)

HDA: Protection of existing housing stock and credit financing for rehabilitation, utilisation of building savings system for this purpose.

Local Administrations: Adopting of attitudes which would not create pressures leading to demolish-and-build processes affecting the city fabric in the preparation of urban development plans; identifying protection and rehabilitation zones on these plans; opting for participatory organisations to facilitate implementation and supervision in such regions.

Local Administrations, Civic Organisations and Universities: Formulating models concerning protection and rehabilitation in collaboration, working out guidelines.

Civic Organisations and Neighbourhood Organisations : Developing and effectuating protection and rehabilitation projects, spreading awareness in this area.

Small Builders: Developing teams specialised in protection and rehabilitation.

Priority Issue 13

Type : C

Increasing sensitivity on the quality of housing environment and social relations, and improving their quality.

Importance of the Issue and Strategic Choices

Concurrently with significant increases in the supply of housing, the quality issue has gained importance on Turkey's agenda. The quality of housing, and the physical environment of the city have not yet attained a level to provide full satisfaction to residents living in cities.

It can be claimed that the quality problem experienced in the physical environment of cities is mainly due to population increase and social transformation. Inherent in Turkey's industrialisation and modernisation patterns are some factors which exacerbate this problem which represents a global trend. The first of these problems is the inadequacy of funds allocated to urbanisation. The predominance of individuals in urban housing production has caused wasteful use of these insufficient funds due to disorganisation while on the other hand the disproportionately high amount of funds for building investment versus environmental investment has negatively affected the quality of the urban environment. The problem was further exacerbated by the second factor which is the lack of training for skilled labour needed in the construction sector. Traditional channels for the training of craftsmen on the job proved inadequate when faced with demand created by rapid urbanisation. Loss of skilled labour due to demographic changes, immigration to Europe etc. also contributed to this inadequacy. No progress could be made to compensate for the shortcomings of traditional channels through the discipline of modern type organisations, and production of housing remained in the

(231) View of the Society of Archaeology and Archaeologists.

(232) Report of İller Bank (Bank of Provinces).

hands of unqualified and inexperienced labour employed by small venture organisations. Another factor contributing to the common lack of quality is the reduced cost of the reinforced concrete frame technique which facilitated the building of low standard apartments. The third problem is that at a time when other investment channels are limited and the housing sector is organised in a manner suitable for small savings assessments, investment and economic security functions offered by housing take precedence over its other functions. Since quality is a factor that can provide an advantage in competition within the sector, it is not possible to set up a direct causal relationship between the prevalence of the housing sector's investment function and low quality. It can be said that the use value is given up for the sake of realising exchange value, owing to an overlap with other problems and the opportunity created for a large segment of the lower middle class to acquire their own homes. The fourth problem is that the public authorities, faced with the inadequacy of urban investments, also loosened its control on development processes.

The Solution Proposed

The first prerequisite to solve the problem posed by the low quality urban environment is the allocation of sufficient funds for urbanisation and establishing a balance between public and individual resources in urban production. In other words, the private consumption - collective consumption balance in society must be restored so as to increase the share of collective consumption areas.

The second provision is that skilled labour employed in small-scale production accumulates permanent qualifications through education and experience, and that large-scale building organisations achieve quality by benefiting from modern management techniques. Both production modes should take advantage of the design discipline's global and local experience on urban production as well as experiments in daily life.

The third provision is that the investment function of housing in a market economy which offers various investment alternatives is reduced and in line with the foregoing becomes a competition factor which increases the exchange value of quality which has not been reduced to symbolic indications. In an environment where the public sector's role and market mechanisms are changing, actors on the demand side will be more inclined to adopt new common values and to increase quality measurements.

The fourth provision is that the state insofar as it increases allocation of funds to urbanisation will restore its regulating and supervisory role for development.

The fifth provision is the development of civic engagement. No matter how much funds are earmarked, it is impossible to sustain facilities set up, trees planted and parks developed and protect the quality of the environment if city residents fail in their duties.⁽²³³⁾ Environmental sensitivity can be achieved through the residents getting to know their city better and developing a positive attitude towards it.

Action to be Taken

The allocation of public funds for urban production to an extent which will restore the state's regulatory and supervisory functions is beyond a scale which could be possibly met exclusively through local resources. Therefore, it is necessary to set up new international cooperations and finance mechanisms as well as civic organisation networks.

Emphasis must be placed on technical training at secondary education level for the development of accumulated skills and experience in production and the occupation-based organisation of crafts must be encouraged.

Building companies should set up research-development units for the development of quality improvement methods in production planning and organisation, technology selection and design.

Regulations concerning building should be reassessed with regard to quality. This will require a def-

(233) View of the Greater İzmir Municipality.

inition of quality with a view to evolving social values. Contemporary buildings should be user-friendly and environmentally compatible. Such buildings will be aesthetic and functional from an architectural viewpoint, the structure will be safe with respect to statics (especially earthquake-resistant), fire safety precautions will be available, conforming to physical construction requirements (heating and sound isolation), mechanical and electrical installations and utility network will be fully and efficiently operative, i.e. to put it shortly a place designed to make people happy and enjoy living and working there.(234) It is possible to specify how quality at settlement level should be interpreted by referring to the definition of the livable settlement principle previously studied.

The quality issue should not be addressed only in future building areas, but should be turned into a broad social movement aimed at the improvement of the quality of existing living milieu, conducted jointly with neighbourhood organisations, other civic organisations and local administrations.

The set up of institutions like the "real estate exchange" and building insurance system which will rationalise and impose norms on the real estate and building market(235) will be an important introduction which will significantly affect quality improvement.

Monitoring

The follow up of quality improvement is very difficult, owing as much to the level of details involved and the multitude of dimensions as to the scope of the issue. In the final stage, direct observation will be crucial. In addition, archive systems proposed for follow up on other issues and performance specifications may be used as instruments which will facilitate extensive monitoring. The development of a normative monitoring technique to investigate the percentage of environmental investment versus investment in building is important with regard to the specific aspects of the problem.

Actors Making Commitments

Ministry of Public Works and Settlement, Ministry of the Environment, Turkish Standards Institute, Housing Development Administration, İller Bank (Bank of Provinces), Emlak Bank(236) Relevant Professional Chambers and Civic organisations: Cooperation to clarify the definition of quality of building and environment and performance criteria pertaining thereto; amendments in standards and regulations pertaining to building, design and planning; issuance of new standards, enforcing implementation of TSE (Turkish Standards Institute) standards and regulations.

Ministry of National Education : Training of skilled workforce within the technical schools system, in coordination with major building companies.

Turkish Standards Institute : Development of urban quality standards and issuance of graded "Urban Quality Standards Certificates".(237)

Local Administrations, Neighbourhood Organisations and Civic Organisations : Cooperation for supporting social actions for development of the existing urban environment, thus creating awareness for environment quality, strengthening social solidarity and increasing the share of collective consumption.

Insurance Companies : Development of building insurance system.

All Actors on the Housing Supply Side (architects, engineers, cooperatives, sub-contractors, contractors) : Act with quality awareness and possess sufficient knowledge.

Individual City Residents, All Actors on the Housing Demand Side: Act with quality and environment improvement awareness as individuals, refrain from acts damaging to environmental quality.(238)

(234) Second Report of the Chamber of Civil Engineers; Report of Gazi University, Faculty of Architecture and Engineering.

(235) View of İSO (İstanbul Chamber of Industry) Councillor Mehmet Zeki Karahan.

(236) View of Emlak Bank of Turkey.

(237) View of "My Nişantaşı" Association.

(238) View of the Greater İzmir Municipality.

Priority Issue 14

Type: B

Improving intra-urban transportation for the purpose of improving the quality of urban life, and ensuring that citizens can use their time budget more efficiently.

Importance of the Issue and Strategic Choices

Due to rapid urbanisation in Turkey, numerous cities have reached a size in which intra-urban transportation has reached problematic magnitude. The increase in the number of big cities on the one hand and the rapid increase in car ownership on the other creates serious traffic problems. Intra-urban transportation has become an important obstacle to improving the quality of urban life. This has many-sided effects. Urban dwellers lose a large part of their daily lives in travelling, and spend a significant part of their budgets on travelling expenses. Having to spend time and money in this way means diminished welfare for city residents. Apart from this, it leads to a high degree of air pollution, while low income groups in particular lose the opportunity to access job markets.

The Solution Proposed

Cities are for people. The main objective of city life is to provide freedom of movement for people. The car is only an instrument in providing this freedom. If this feature of automobiles is forgotten and the mobility of cars takes precedence and dominates city planning, it destroys the freedom of movement of people living in cities as world experience shows. Solutions for cities should be based on the people's mobility instead of on vehicles' mobility.(239)

It has finally been understood that without developing mass transportation systems providing comfortable transport facilities, it will be impossible to solve intra-urban traffic and transportation problems. The necessity of banning private cars into city centers to the largest extent possible, and the importance of establishing pedestrian zones there is understood better with each passing day. The para-transit transportation system called "dolmuş" which has played an important role in Turkey's urbanisation experiment is now being transformed into midibuses, but in the course of daily life the inadequacy of this mode of transport becomes more and more apparent. The emerging solution is the development of rail transportation systems along the city's main axes, the supplement of these rail transportation systems with adequate bus systems, and the shifting of the para-transit system to the low demand travel routes. City centers should be relieved of private car traffic, the increasing number of car ownership should be oriented towards travel other than residence-workplace commuting, in order to increase the spatial mobility of city dwellers in travels for different purposes.

Awareness should be spread that in the construction and use of city roads the pedestrians must have priority.(240) Priority should be given to the wider use of bicycles in cities and the allocation of special lanes for cyclists. The wider use of bicycles should be treated not only from the viewpoint of its contribution to the solving of the traffic problem, but also the reinforcing of a healthier and more active life style.(241) In the arrangement of spaces for pedestrians and bicycle lanes, attention should be paid to their integration with the city's green system. The possibility to designate intra-urban transportation as recreational activity at least to a certain extent should not be disregarded.(242) In cities like Istanbul and İzmir where the sea transport alternative exists, it should be fully exploited as a public transportation mode.(243)

Action to be Taken

Solutions to the transportation problem rest within systems approaches, engineering and management solutions rather than policing measures. Nowadays, transportation and traffic problems can be dealt with only by producing strategic decisions and solutions, realising cheap but efficient traffic arrangements and implementing serious management guidelines seriously.(244)

(239) View of İsmail Hakkı Acar, MSU Faculty of Architecture, Department of City and Regional Planning.

(240) Report of Gazi University, Faculty of Engineering and Architecture.

(241) View of Çağatay Güler, Hacettepe University, Department of Public Health.

(242) View of TMMOB Chamber of Landscape Architects.

(243) View of the Chamber of Maritime Trade; View of the Environment Caucus for Habitat II National Action Plan.

(244) View of İsmail Hakkı Acar, MSU Faculty of Architecture, Department of City and Regional Planning.

Transportation master plans must be prepared especially in large cities. These master plans are necessary for both finding rational solutions and increasing the financing opportunities. Since Turkish cities are usually densely populated and grow like an ink spot, rail transportation systems or reserved bus lanes will emerge as economical projects in these plans. This will facilitate the realisation of a strategy based on mass transportation. The most important bottleneck in implementing such an intra-urban transportation strategy will be to solve the financing issue. Local administrations are unable to provide funds of such scale domestically. Local administrations' access to foreign funds must be increased. State guarantees for foreign borrowings by local administrations will reduce the costs of such borrowings. In issuing a warranty, the central government will evaluate the projects with regards to technologies used, project costs, and their impact on the country's macro economic policies. In order to fulfil this function, the government must develop its capacities in this respect. Creative means of financing must be sought other than this mechanism.

Establishing pedestrian zones in city centers, building parking areas adjacent to central business districts and other measures can be realised by local administrations and through local financing channels. Para-transit transportation systems developed in Turkish cities will prevail for a long time. They cannot be eliminated without setting up public transportation systems. However, their modes of operation should be disciplined.

At a time when the number of private car owners is increasing rapidly, the aggravation of the parking lot problem by this proliferation is not given serious emphasis, and regulations to adequately address both the parking lot supply and the parking discipline issues have not yet been prepared. Amendments should be made in car parking regulations, and the car parking issue should be subject to comprehensive changes.(245)

Due to the lack of reliable mass transportation management especially in large cities, personnel and school service bus transportation is a rapidly growing sector in intra-urban transportation. As long as there is no progress in mass transportation systems, this system will survive. Demand for service buses is also fueled due to quality differentiation in primary and high school education, which makes it necessary for children to commute to schools over long distances, which cannot be incorporated in rational city planning. This has led to an organising of service transportation. Service bus companies have set up their own chamber and have started to provide service within the framework of regulations issued by the Ministry of the Interior and Greater City Municipalities. Efforts in this respect should be continued.(246)

Another segment in intra-urban transportation is taxi operators. This operation has to be improved with regards to service quality, and it is necessary to educate drivers to provide service concerning the city to outsiders, and to install communication equipment to enable more effective use.(247)

Considering that the literacy rate especially among disadvantaged groups is very low in cities, information on mass transportation that is easily understood should be made more widely available.(248)

In cities where the topography is suitable, plans should incorporate bicycle lanes along green corridors, and university campuses in particular should benefit from the advantages of this mode of intra-urban transportation.(249)

(245) View of Akin Kazancıoğlu, İzmir Chamber of Commerce.

(246) View of the Ankara Chamber of All Service Vehicle Operators.

(247) View of the Turkish Federation of Drivers and Automobilists.

(248) View of the Foundation for the Support of Women's Work.

(249) View of TMMOB Chamber of Landscape Architects.

Monitoring

Various quantitative methods can be used for the monitoring of inner city transportation. One of these is the percentage of motor vehicle trips in all trips per capita, and the other is the proportion of mass transportation in vehicle trips. Apart from this, the portion taken up by transportation expenses in the budgets of low-income groups, parameters like time spent daily in commuting, and different modes of transportation by different segments of the urban population should also be taken into account. Emphasis should be placed on parking lot space per vehicle and other supply parameters.

Actors Making Commitments

Ministry of Public Works and Settlement: Amendments to the Parking Lot Regulations.

Local Administrations: Preparation of city transportation master plans (compulsory in settlements with a population above 100.000), development of mass transportation systems, setting up of pedestrian zones in city centers, setting up of parking lots adjacent to pedestrian zones. Developing bicycle lanes and parks. Considering the needs of disabled and elderly people in all planning functions and implementations.(250)

Chambers of Minibus, Popular Bus and Service Vehicle Operators: Supervision to ensure that services provided by members are in conformity with regulations.

Turkish Federation of Drivers and Automobilists: Organising the training of drivers about the cities where they work, and about pedestrian rights.

Environmental Organisations, Voluntary Organisations: Widening awareness on pedestrian rights, rights of disabled people, and rights of urban dwellers who use inner city mass transportation and commercial vehicles. Conducting campaign for the development of bicycle lanes.

Priority Issue 15

Type: B

Providing adequate "recreation" activities and areas for individuals for physical and mental health.

Importance of the Issue and Strategic Choices

The daily time budget in the life of today's individual is roughly divided into three. Approximately one third is spent for work, and one third for sleeping in order to revitalise oneself. The remaining one third is allocated between a wide variety of activities from playing sports to participating in cultural activities, wandering around and resting. These recreation activities include the preparations made in order to distance oneself, even if for a while, from the strenuous conditions of livelihood and to refresh and revitalise. These activities provide a bodily, spiritual and creative impetus for the individual, and as participation is not obligatory, it is the result of inner motivation. The share of engagements in this section of the time budget is very important for developing the quality of life since they provide a feeling of pleasure and satisfaction.(251) This is because the activities in the two other sections of the time budget have become highly standardised. The attractiveness of a settlement will increase in proportion to the abundance of these activities, collectively referred to under the heading of recreational activities.

The presentation of various recreation activities and areas to the society happens via different channels and mechanisms. They may be presented via the market mechanism, as well as by the public through local or central administration. While the recreation areas can be provided by the public, the facilities may be left to the market mechanism. Various partnership structures including foundations and non-profit organisations can be considered.

(250) View of DEU Faculty of Architecture, Department of Architecture.

(251) View of Nur Sözen, Ankara University, Department of Landscape Design.

Special care should be taken in order to ensure that providing services through the market mechanism does not result in an exclusionary characteristic for the society. Recreation areas should be organised as places where people from all strata can realise the same activities without facing any discrimination and where they can be spatially equal.(252)

The Solution Proposed

The open and green spaces take on many functions from improving the climate of the urban ecology, to decreasing air and noise pollution. The most important function served by the open and green spaces to the urban dweller is the possibility it provides for recreational activities. Hence, in the development of the recreation activities of a city, the onset should be the development of a system that includes large and small scale open and green spaces, transition areas and green corridors and expands from the centrum reaching towards the periphery within the framework of sustainable planning and design approaches.(253) It will be beneficial for this space to be integrated with two different systems. Sports facility's system may well be included within these areas, or may be defined as complementary forms. Integrating this system with multi-purpose urban-forests(254) and areas of natural and ecological value or natural sites should be considered. This system around the city should be thought of as an habitat where natural life is preserved. In this context, developing aquaparks where natural resources allow could also be considered.(255)

This recreation system should accommodate a many different recreation activities of maximum variety within its canvas. There are various approaches that may be adopted for providing these activities. Non-profit organisations or the private sector may be involved. However, public ownership of the main green system while allowing a right-to-use to enterprises subject to certain conditions would be an incentive and a supervisory mechanism at the same time.

Action to be Taken

Allocating an area and providing infrastructure is not enough for realising recreational activities; it requires social organisation under clubs or other forms. These organisations should be encouraged to cut across boundaries of various groups in the society.

In order to establish this system, the city administration should first enact a plan allowing for these solutions to come into life. In order to accomplish the green and vacant area system, the methods proposed in priority issue no. 27 can be referred to. The facilities of the Ministry of Culture, local administrations and non-governmental organisations can be utilised for putting up the cultural facilities.

Monitoring

The amount of green spaces in the cities should be regularly assessed, statistics should be kept about the respective portions of recreation facilities provided by the market mechanism or the public, also statistical information concerning the intensity of various cultural activities encompassing concert halls, theatres, movies, exhibition salons should be collected.

Actors Making Commitments

Ministry of Culture: The building and operation of cultural facilities by itself, or in partnership with local administrations and non-governmental organisations.

Ministry of Forestry: Establishing urban-forests, arranging forests within a daily trip distance to the city for recreation purposes,(256) developing natural life habitats by itself, or in partnership with local administrations, foundations and non-governmental organisations.

(252) Report Nur Sözen, Ankara University, Department of Landscape Design.

(253) Report Nur Sözen, Ankara University, Department of Landscape Design.

(254) View of the Ministry of Forestry.

(255) View of Dokuz Eylül University, Institute of Marine Science and Technology.

Universities: Establishing botanical parks, aquaparks, in-city aquariums, and cultural sites such as a museum of natural history by itself, or in partnership with local administrations, foundations and non-governmental organisations and private enterprises.(257)

Local Administrations: Establishing green systems, organising these areas for recreation activities, establishing libraries, culture and sports facilities.

Private Sector and Voluntary Organisations Set-up for Recreation Activities: Utilising the infrastructure supplied in effective ways.

Priority Issue 16

Type: C

Improving the status of women in the home and in urban life.

Importance of the Issue

Even if super-determined by the rural-urban distinction and by cultural and socio-economic level differences, male hegemony is present in most families. As well as the characteristics of inter-family division of roles, the arrangement of the house and its environment serves a moderating function for the sustaining of this hegemony.

Even if differentiation is observed as we move into higher social strata, housework and the immediate vicinity of the home are generally considered women's domain. The education of women and holding jobs outside of the home is not sufficient to lighten the burden of responsibility for housework. More often than not, the woman is obligated to shoulder both responsibilities. The fact that women lead a more home-centred life makes, to a great degree, the home the focus of their satisfaction and dissatisfaction. This increases the demand for information about home-life, and this information is generally carried out by the media to women. The home-centeredness is fortified as a result of this information overflow. Also, the relationship of women with the home changes in quality, and the individual dimension of self-expression for women is replaced by the expertise information dimension.(258)

Even though the life-area of women is restricted with the space of the home, the ownership of the home is concentrated with the men, and decisions regarding the home are made by the men. The home becomes a space where the husband feels authorised to resort to violence. The current form of home relations serve a function towards making violence against women easier. Hence, a woman needs education and solidarity networks which can provide a shelter outside the home where she may continue her life without being subject to violence in order to free herself of violence.

In a family situation marked by violence individuals develop without self-esteem. The violent settings obstruct the formation of a family based on mutual love and respect, which is sharing and free of inequality, where a democratic relationship exist.(259) In the settings that lack such a democratic family formation, the women in turn subject their children to violence. In other words, violence becomes a cultural element.

Even though different neighbourhood formations possess different characteristics, traditionally, the neighbourhood formation is an important area of interest and solidarity for women. In gecekondu (squatter houses) districts women shift, over time, their interest in the home to the neighbourhood formation and problems of the district. Especially the satellite cities and high-rise apartment districts

(256) View of A. Necat Gülgün, Turkish Council for the Preservation of Nature.

(257) View of Dokuz Eylül University, Institute of Marine Science and Technology.

(258) View of the General Directorate of Women's Status and Issues (Prime Ministry).

(259) View of the Turkish League of Women.

women participate to the management of the apartment in ever increasing fashion. Discussing the common problems of the district increases the possibility of women for participating in public life and provides an important channel for local democracy. Increasing the effectiveness of women over decisions relating to the neighbourhood formation will serve as a beginning to increasing women's influence in the public sphere.

The Solution Proposed

The proposed solution is to make a difference in the home, environment and social relations of women. This change should be handled at different levels. First is to increase her control over the home which is insubstantial in spite of the fact that her life is restricted around the home. It is possible to achieve this via various ways. Increasing the ratio of home ownership is increasing the participation and influence of women concerning the design of homes and planning of housing areas, and decision processes for the formation of housing policies. Second thing to do is to prevent the home and the home-centred life become a tool for establishing male hegemony over women and applying violence. To realise this child rearing practices should be changed in the long term.(260) Men who are brought up in democratic family settings, in which love and respect dominate and where violence is not witnessed will not see the home for a place for applying violence, and the women will not put up with the violence. The sources of violence in the family should be done away with.(261) As for the short term, channels should be provided to women subject to violence so that they are not forced to put up with it. Third, opening up of women to the public sphere should be encouraged beginning with the neighbourhood. The issues of priority that must be resolved are enabling women to develop their own personalities so that they may obtain secure conditions of life in the economic and social arenas without being dependent on men if need be,(262) and equalising their social status with men.(263)

Action to be Taken

Within this framework, the priority areas that determine the preference of women in home usage and home selection should be specified. Both in the design of settlement centres and internal layout of the home women's preferences should be included and their active participation in decisions should be ensured.(264)

Legal and economic measures must definitely be applied for improving the ownership situation of women. The modification to the Civil Code for asset-sharing in marriage is but one. The "the family is headed by the man" phrase in the Civil Code is to the detriment of women in various areas related to housing. Therefore, the practice of only addressing only the men on behalf of the family, and the ownership of men on behalf of the family should be stopped, and the required arrangements should be made so that women can also enjoy these rights equally and freely.(265) Until the legal arrangements are taken care of, it would be useful to disseminate the information that a joint asset-unity contract notarised during the act of marriage would help cure this deficiency.(266)

Conveniences should be granted to women for using loans, for owning houses, in renting houses. It should especially be calculated that the number of woman headed families and living alone will increase throughout the years subject to the conditions of life in the modern world, and the needs of this portion of the population should be addressed more.

(260) View of Rainbow Women's Platform.

(261) View of Rainbow Women's Platform.

(262) View of Capital City Women's Platform.

(263) View of the National Council of Turkish Women.

(264) View of Karşıyaka Soroptimist Club Business and Professional Women's Association.

(265) View of the Ministry of Public Works and Settlement.

(266) View of the Association for Women's Rights Protection.

In order to prevent the home relations becoming a tool for subjecting women to violence it is important family rehabilitation or solidarity centres(267) which may be developed by the local administrations or the non-governmental organisations by themselves or in co-operation, that are run by volunteers and professions in order to act in solidarity with women who are subject to violence, to let them know they are not alone against the injustices faced, to help them stand on their own two feet, and to help them transcend themselves to be available as well as refuge shelters that may be used if need be.(268)

Even women who have a certain degree of security against violence in the home do not find the security to allow them to freely and sufficiently participate in the urban life at every hour of the day including the nights starting from the immediate vicinity of their housing area to the urban centres. For this reason, it is imperative for measures to be taken in order to ensure the security of women against physical and sexual attacks in every place ranging from the home to the urban centre.(269)

Also, the participation of women in the development of their immediate vicinity (like the apartment or the district) should be encouraged. Women's participation in women's committees or elderly committees set up in the district should be ensured and places should be provided within the district that women may use to meet. To the extent resources allow, these places should be turned into centres of culture, education and guidance through which women may develop themselves in terms of economic, social and cultural aspects. After these are formed, models that rest on partnership with non-governmental organisations should be afforded priority. Women are enthusiastic about participation because this will have positive effects on both the quality of life of women, and quality of surroundings of life. The transformation process of gecekondu (squatter house) areas into multi-storey housing areas means the disappearance of many of the places that women were previously able to meet. While gecekondu (squatter house) improvement plans are made, this point should be taken into consideration.(270)

In this context, voluntary organisations must act as a pressure group to increase the representation of women in decision making organs such as the city councils of local administrations. Political parties must be sensitive concerning this subject. Legal clauses that reflect discriminating policies which directly or indirectly obstruct the participation of women in politics should be abolished in accordance with UN and CEDAW charters.(271) Women should be encouraged to organise in order to have a say in their own and social problems.(272)

One of the most important factors regarding the decreasing the dependency of the women to the housing area and its immediate vicinity is the fact that child-care for infants is not organised outside the house. For these reason, it is crucial to develop and expand pre-school child care and education services through alternative methods by civil initiatives and organisations such as "district mother" and "district kindergarten", as well as high-quality kindergartens, child care centres and child clubs.(273) These facilities must definitely be taken into consideration in the design of each and every settlement unit. It would be beneficial also to design meeting places for women in such facilities.(274)

Police measures should not be the only method considered in order to make the cities safer for women, the increasing of visibility of women in the public sphere should also be encouraged,(275) using the power of the media.

(267) Views of Capital City Women's Platform and Rainbow Women's Platform.

(268) Report of the General Directorate of Women's Status and Issues; Second Report of the National Council of Turkish Women.

(269) View of TMMOB Chamber of Architects, Representation for Habitat II; İzmir Women's Platform, Unit for Autonomous Women.

(270) View of Bilkent University, Department of Political Science.

(271) View of Women's Caucus; View of Foundation for the Support of Women's Work.

(272) Rainbow Istanbul Women's Platform.

(273) View of Women's Caucus.

(274) First Report of the General Directorate of Women's Status and Issues.

Monitoring

Even though some quantitative indicators such as the ratio of women in title-deed possession, and the ratio in the decision-making organs of local administrations can be used, these statistical indicators will not be sufficient to monitor the subject.

In depth monographic research will shed more light on the developments regarding the subject. The Ministry of State Responsible for Women, Family and Social Services could systematically develop research of this type in partnership with universities and local administrations.

A third, and perhaps a more effective method of monitoring is integrated research. The actions of non-governmental organisations in order to promote the status of women could be planned so as to produce information. Information producing approach integrated with action will allow the developments to be monitored in more depth.

Actors Making Commitments

TBMM (Parliament): After evaluations are made in order to increase the proportion of home ownership among women and to prevent other situations detrimental to women, making the required modifications to Civil Code, Act 743.

Ministry of State Responsible for Women, Family and Social Services: Organising and disseminating monographic research that combines with action as mentioned in the section on monitoring.

Local Administrations: Organising women's shelters,(276) family rehabilitation and solidarity centres in collaboration with voluntary organisations, encouraging the increasing participation of women in neighbourhood organisations, developing high-quality and inexpensive crèches and child-care centres.(277)

Political Parties: Increasing the number of woman candidates put up especially for local elections, trying to fulfill certain quotas, increasing the number of woman deputies in parliament.

Labour Unions, Large Private Sector Industrial Enterprises: Increasing the ratio of women in management, developing high-quality and inexpensive crèches and child-care centres.(278)

Neighbourhood Organisations: Forming with a high level of participation by women, making neighbourhood organisations a tool for increasing the activity of women in the public sphere. Developing services like neighbourhood mother, neighbourhood kindergarten, crèches and child-care centres etc., using these areas in a multi-purpose style so as to include self-development of women among its functions.

Women's Organisations: Developing and disseminating information integrated into action, establishing information and education centres for this purpose. Also, setting up and operating women's shelters, family rehabilitation and solidarity centres.(279)

(275) View of the General Directorate of Women's Status and Issues.

(276) View of Women's Caucus.

(277) View of Rainbow Istanbul Women's Platform.

(278) View of DiSK.

(279) Views of Capital City Women's Platform

Priority Issue 17

Type: B

Providing a proper environment and equal opportunities for children to develop and educate themselves.

Importance of the Issue and Strategic Choices

Just as every child has the right to live in a beautiful world, to grow up appreciating the beauty in the world, every person must live in a beautiful environment from the first day of his/her life in order to be a caring person.(280) Taking into consideration the fact the surroundings encompass and support behaviour, the physical characteristics of the home the child lives in, the number of persons in the household and the private life area afforded to the individual gain utmost importance in terms of the healthy development and socialisation of the child.(281) Hence, the right to housing has a special importance in terms of children's rights.

Approximately one third of the urban population can be classified as children. But the infrastructure and services related to education, health, recreation, leisure time usage and cultural activities that are meant to reach out to this group are to a great degree insufficient. Play is a psycho-social requirement for all children. Children often play in the street due to the lack of children's parks, sports and playgrounds and suffer from traffic accidents.(282) This problem encountered in the whole urban environment gets worse in the gecekondu (squatter house) areas. Gecekondu (squatter house) inhabitants do become physically closer to basic services such as health as education upon moving to the city, however, problems are encountered in reaching these services due to economic and socio-cultural reasons and the inadequacies of the infrastructure capacity.

This uneven development in the urban space creates inequalities in the development of children, child mortality rates in some areas approximate to rural areas, disorders and deficiencies are observed in children due to malnutrition especially girls. Besides, many children start working in unhealthy environments or in the marginal sector in very low-paid jobs before being able to complete their development and education.

Some children that break off from their families for various reasons, especially home violence, find themselves in the streets in urban areas where the social and institutional support structure is inadequate. They form an even more complicated area of problem related to children. These children are pushed into criminal activities and find themselves helpless since social sensitivity is insufficient and mechanisms to take care of these children are underdeveloped, so they become a potential part of the problems of the future.(283)

The Solution Proposed

Departing from the fact that, as recognised by the Children's Rights Charter, every child has a right to a standard of life that will allow for bodily, mental, spiritual, ethical and social development, to play and participate in activities suitable to his/her age, to freely participate in the activities of culture and art, to freely express his/her views; it is necessary to increase the infrastructure and services aimed at basic education, health and recreation, standards of cities, m² per person etc., to ensure the sufficient and equitable distribution of this infrastructure and services in the urban area, to develop the quality and promote the productiveness of the existing infrastructure and services. The needs of mentally and physically handicapped children should definitely be taken into consideration whilst developing this infrastructure and services.

Efforts should be extended to develop legislation concerning child labour complying with ILO principles, to raise the level of monitoring of the application thereof to an effective level, and to develop both qualitatively and quantitatively educational activities and health services concerning children who work in apprentice centres.

(280) Second Report of HAK-İŞ.

(281) View of the Children's Caucus for Habitat II Non-Government Organisations Forum.

(282) View of the Children's Caucus for Habitat II Non-Government Organisations Forum.

(283) View of the Youth Reautonomy Foundation of Turkey.

In order to develop adequate policies regarding street children and to reach them, information should be collected about their numbers and the places they live. In order to prevent physical and economic abuse of these children, an institutionalized protection as that applied to other children who are in need of special protection should be developed. This institutionalized protection can be developed in co-operation with non-governmental organisations. For this, the level of interest and consciousness in the society must be raised to a sufficient level.

Action to be Taken

An 8 year basic education is not enough to provide equal opportunities for children. Especially children of lower socio-economic groups living in the gecekondu (squatter house) areas should be provided with the opportunity to develop their knowledge and skills through "educational support programs". Local administrations and non-governmental organisations should cooperate in developing these programs.

If we reckon the problem relevant to children as only the protection of children of weaker segments of the society two important deficits will ensue. There are many problems related to the bringing up of children from economically well-off segments of the society. Children should be reared within the framework of the principles outlined in the UN Children's Rights Charter. The personality of the child should develop freely, under the supervision of the parents.

Another important issue to be emphasised is the fact that some non-governmental organisations established in order to protect and rear children educate children by conditioning them in a manner violating the Children's Rights Charter. These institutions should become transparent. The procedures through which the state will carry its responsibility to control such institutions should be clarified.

Obligatory health rules and indoors air quality standards should be made pertinent for children in closed surroundings.(284) A love of nature should be nurtured in the child while still young via children's playgrounds and parks. Local administrations should entice quarter and district children's clubs, and enable them to be involved in environmental activities.(285)

For children pushed to criminal activities juvenile courts should be established; and in order to reclaim them to the society; when imprisoned they should be held under custody in separate juvenile jails, and those sentenced should be entered into programs of re-education in juvenile rehabilitation centres, and those that do not have a place to go when freed should be provided shelter in youth houses where they can stay until they adapt to the life outside.(286)

Monitoring

Schooling ratios according to age categories, measurements concerning the healthy development of children, child labour statistics, monographic studies in various areas, and statistics on juvenile criminalism should be collected in order to monitor the developments.

Actors Making Commitments

Ministry of Justice: Developing separate juvenile courts and prisons for children pushed into criminal activities, rearranging and increasing the numbers of the juvenile rehabilitation centres and programs within the framework of "Havana Rules", "Riyadh Rules", and "Peking Rules".(287) Clarifying the mechanisms of state control for bringing up children in compliance with the Children's Rights Charter.

(284) View of Society of Heating, Ventilating, Air Conditioning and Sanitary Engineers.

(285) View of TMMQB Chamber of Landscape Architects.

(286) View of the Youth Reautonomy Foundation of Turkey.

(287) View of the Youth Reautonomy Foundation of Turkey.

Ministry of National Education: Organising the provision of education that is adequate quantitatively and qualitatively. Including libraries and information centres in the design of school buildings.(288)

Ministry of Health: Providing adequate maternal and child care services through the Province Health Directorates and health-care institutions.

Ministry of Labour and Social Security: Developing regulations and making the inspections about child labour effective. Ensuring that their work-places comply with ILO standards.

Ministry of Youth and Sports: Organising the leisure time of children and early participation in sports, in co-operation with local non-governmental organisations.

Local Administrations: Establishing "environment and child committees" and realising activities for the leisure time of children, establishing child and adolescent libraries,(289) providing the required infrastructure in co-operation with community based organisations. Developing educational support programs and co-operating with non-governmental organisations on the issue.(290)

Social Service and Child Protection Agency: Carrying out protective activities in co-operation with non-governmental organisations, and focusing on the problem of street children in co-operation with non-government organisations.

Labour Unions: Undertaking field research concerning the problems of working children and solutions, creating awareness via educational activities etc.(291)

Non-Governmental Organisations and the Media: To struggle not only for the protection of children, but for extending the scope of children's rights, and to fight against child rearing practices that obstruct the free development of the personality of the child carried out under the name of protecting children.

Priority Issue 18

Type: B

Providing proper environment and equal opportunities for youth, and ensuring that sport becomes a way of life for both the elderly and the young.

Importance of the Issue and Strategic Choices

It is nice to build a liveable world, but it is not enough. It is possible to sustain and develop it by emphasis on the youth, and investment and opportunities extended to them.(292)

A 20,4 percent portion of the population of Turkey is in the 15-25 age bracket. More than half the youth in this age bracket cannot attend educational institutions and have started to work. A large portion of them works in the unregistered economy, subject to inappropriate working conditions for long hours and often face the prospect of unemployment. Even though existing Apprenticeship Act stipulates protective provisions in issues such as education, health services, limiting the working

(288) View of Turkish Librarians Association.

(289) View of Turkish Librarians Association.

(290) View of the Turkish League of Women; View of the Turkish Soroptimist Federation.

(291) View of TÜRK-İŞ.

(292) View of YEKÜV (21st Century Educational and Cultural Foundation).

hours its application is limited. Hence, youth that are obliged to work in inappropriate conditions often do not find the chance to attend school beyond primary school, have very limited opportunity for using health-care services and their participation in the public sphere is more often than not impossible. These youths do not have the opportunity to assemble with other urban strata, or participate in the social activities in the city.(293)

Even though section of the youth attending educational institutions is luckier compared to the working section, they nevertheless face important problems. Youngsters who have to move to different cities to attend a university face serious shelter problems. The youngsters have the right to a shelter that is affordable and healthy, allowing them to develop culturally, education-wise and personally. Dormitories provided by different institutions and organisations are inadequate from different aspects. We could count their crowdedness, low levels of physical standards, their aim to imprison the student within a certain sub-culture, their cost beyond affordable limits among these inadequacies. These inadequacies impede education especially for young women students.(294)

The needs and expectations of urban youth are not met, and they do not experience a social identity acquiring process which promotes their sense of belonging to the city and in turn owning up to the rights and responsibilities that stems for this sense. What is perhaps more important is the fact that this is not perceived as an important problem. The influence of the family surroundings is profound in the socialisation and identity acquiring of the youth. Problems arising from the lack of education and cultural conditioning in the family provides a state of non-communication in the family that surpasses a generation gap, and makes the identity search of the youth problematic.(295)

Sports has an importance place in this context. On the one hand, sports is one of the fundamental activities that advances the spiritual and physical health of "human"s, the foremost component of social, cultural and economical development; and on the other hand sports is universally accepted as a very prominent tool for education and socialisation. Making sports a part of old and young alike, and making it into a way of life to a great extent depends on ensuring that individuals have opportunity to engage in sports early in their lives. For this correctly planned sports areas integrated into and complementing settlement areas and the required infrastructure are necessary. But, the biggest city of Turkey, Istanbul, per capita sports area is 0,15m². This is 20 times lower than modern urban norms.(296)

While the advances in the modern society provide comforts for humanity, the natural physical activity in life is decreased for people. A person whose requirement for physical activity has lessened faces serious health problems. The opportunities for physical activity that are lost can be compensated by the creation of a culture that will make sports activities a way of life.(297)

In order to mobilise the youth population potential of Turkey and to transform them into the creative and productive force of the future, important transformations are needed for the socialisation process of youth and for the issue of sports.

The Solution Proposed

The spectrum of social actors ranging from central administration to local administrations, from foundations to associations should provide health, education and shelter services to the youth guaranteeing their basic human rights and economic, social, cultural rights, and effectuate an organisation in the areas of culture and art that will allow for self-development. Solutions hence provided of

(293) Ferzan Bayramoğlu Yıldırım (editor), *Gençlik ve Kent Yönetimi* (Youth and City Government), World Academy of Local Government and Democracy, Istanbul, 1994.

(294) View of VATEV (Alumni's Educational Foundation of Vakıf Department's Higher Education Hostel for Women); View of YEKÜV.

(295) Conclusions of the Youth Working Group Symposium for Habitat II NGO Forum.

(296) View of the National Olympic Committee of Turkey and the Confederation of Turkish Amateur Sport Clubs.

(297) View of Çağatay Güler, Hacettepe University, Department of Public Health; View of Sport Caucus for Habitat II.

should not be the application of a single model, but rather should provide the possibility of co-existence of the initiatives and models of various actors. They should be considered as a diversification to allow the youth to choose.

It should always be kept in mind that the opportunities provided to the youth and solutions proposed for their problems should be formed in a manner open for development by their own participation and decisions. The youth should be encouraged to organise and own-up to responsibility. Organising to own-up to these problems will range from the school and workplace to his/her district, to participate in the running of his/her city, and engaging in national and international non-governmental activities.

It can be observed that the socialisation process of the modern youth experiences makes them excessively individualistic, insensitive to social problems and not very enthusiastic towards participation. And, if and when they do display this enthusiasm they cannot find an sensitive party to address. This is a serious threat to democracy in Turkey. The most effective education in democracy the youth can get is organising in order to claim their problems.(298)

In this context, the sports relationship should be redefined to become a way of life. This aim can only be achieved by making the whole society internalise olympism, which advocates a view of life that promotes self-control, freedom, self-development, solidarity, mutual trust and reliance, tolerance, continuity, fraternity, friendship and harmony between all people via sports without any discrimination as religion, language, race and sex. It is only through implanting this world view, through creating opportunity to model programmed organisation and creative activity forms which are based on principles of civic engagement, enabling, and principles of multi-actor governance can it possible for our people to own up the surroundings of their life in terms of sports requirements, against populist policies.

It should be expected that Istanbul's candidacy for hosting the 2004 Olympic Games should be an inception, a "locomotive" for raising the awareness of the people, and for the people to take on their need for sports through non-governmental organisations. This is the understanding behind the candidacy work carried out by the Preparation and Arrangement Board instituted by Law Clause number 3796. Experience has shown that hosting the Olympics makes a difference in the habits and mentality of the people; besides the renewal, healthier and better infrastructure, green zones and new sports facilities the city will acquire due to the Games.(299)

Action that can be Taken

Opportunities should be extended to working children for self-development and the possibilities stipulated in the Apprenticeship Act should put into practice; Fişek mobile clinic model which provides a prospect for them to use health services should be spread; youth centres, culture houses and advice centres which provide an opportunity for these youngsters to meet with each other or other youngsters should be established.

Different youth or society center models aimed at the youth can be put forth. The number of institutions that provides a place where the youth can meet during leisure hours, which provide them with a chance develop their hobbies and skills according to their personal aspirations and talents, and to participate in culture, arts and sports activities should be increased and spread among districts. Even if there may be differences between the models advocated by various actors, participation should be emphasised.

The shelter or dormitory problems of students should be paid attention. It should not be sufficient for the dormitories to act as places to sleep and care should be taken to ensure that they serve functions similar to youth centres and that students have a comfortable place and equipment for studying.(300)

(298) Conclusions of the Youth Working Group Symposium for Habitat II NGO Forum.

(299) View of the National Olympic Committee of Turkey and the Confederation of Turkish Amateur Sport Clubs.

(300) Views of YEKÜV and VATEV.

In order to make sports a way of life in the whole country, the sports facilities and infrastructure should be spread among all the settlements in the country down to district levels through the central administration, local administrations and non-governmental organisations. The Istanbul Olympics project which is expected to be a driving force for this approach should be given priority.

The first step to be taken in order to realise the Istanbul Olympics Project is the implementation of the Olympic Park project on the 600 hectares allocated in İkitelli. This area that is planned as "Recreation Area for Rest and Sports" will compensate some of the deficit of available sports facilities as required by the city. There are only 130 hectares of sports facilities in Istanbul even though the requirement is 2400 hectares. Transforming the Halkalı garbage disposal site to a sports field, arranging the Küçük Çekmece Lake for canoe and rowing competitions and preventing it from becoming polluted will be other inputs of this project within this scope.(301)

The mutual interaction environment required for the youth to be informed about the city administration and vice versa, and to form opinions and solidarity should be created. Within a participatory model carried out by initiatives that can spring from the youth, a sense of democracy will develop, and sense of belonging to the society will emerge, and love and tolerance will be spread. The sensitivity of institutions to the wishes of people will intensify. The awareness that services aimed at the youth are within the scope of their responsibilities and authority should be spread among local administrators. A mutual interaction environment should be created in order for the youth to be informed about city administration and local democracy practices, to develop their understanding and solidarity. Organisations should be developed in models such as youth committees, youth councils and channels should be open to the youth for applying the projects developed by themselves.

Monitoring

Statistical information should be collected on issues such as schooling ratio per age bracket, the proportion of youth within the economically active population and the unemployed, the types and ratios of criminal activity among the youth, health information on the youth, the number of dormitory beds supplied by various institutions, the square meter area of sports facilities per person, and in depth information should be collected through observation, surveys and scientific monographic research.

Actors Making Commitments

Ministry of National Education: Organising sports activities in schools so that it becomes a way of life, arranging vocational and language courses for self-development of the youth, and co-operating with non-governmental organisations and local administrations in these subjects.

Ministry of State Responsible for Youth and Sports: Improving the image of the youth in the society, developing a new approach and understanding towards the youth, providing freedom to organise which will allow the youth to freely socialise as independent personalities, and providing opportunities for national and international connections besides providing an environment in which the youth can develop mutual understanding and form consensus.(302)

General Directorate of Youth and Sports: The construction of large scale sports facilities, developing campaigns to transform sports into a way of life in co-operation with non-governmental organisations.

Student Dormitories and Credits Agency: Providing youth with credits allowing them to subsist at an acceptable level, expanding the number of dormitories and improving the qual-

(301) View of the National Olympic Committee of Turkey and the Confederation of Turkish Amateur Sport Clubs.

(302) View of IULA-EMME.

ity of the service provided and practising a participatory approach in their management, creating opportunities for inexpensive travel and accommodation for the working youth and students in co-operation with non-governmental organisations.

Social Service and Child Protection Agency: Spreading and operating youth centres.

National Olympic Committee of Turkey, Olympic Games Preparation and Arrangement Board of Istanbul: Spreading the philosophy of olympism, leading and monitoring the efforts to realise Istanbul's Olympic Project.

Local Administrations: Developing youth or social centres in which the youth can freely express themselves, establishing sports fields, establishing youth councils and youth committees which will allow the youth to participate in the forming of their environment and the city and elaborating its practices by itself or in co-operation with non-governmental and district organisations.

Confederation of Turkish Amateur Sports Clubs: Spreading awareness so that sports becomes a way of life in accordance with the philosophy of olympism, developing sports organisations, co-operating with institutions that develop infrastructure.

Non-Governmental Organisations: Developing youth centers in which the youth can freely express themselves, establishing and operating mobile clinics, dormitories, in partnership with various public institutions and organisations for this purpose.

Priority Issue 19

Type: B

Designing and building open and closed urban spaces in order to ease the living of disabled and elderly people.(303)

Importance of the Issue

The number of disabled persons in Turkey is estimated to be 7.5 million. Adding the elder population to this number, close to 20 percent of the population is included within the scope of this priority issue. This section of the society can not participate in the streets, in movie houses, in stadium in proportion to their numbers in the society.(304) The concept "disabled" is relative. For example too tall or obese persons, a woman pushing a child's cart or a pregnant woman, children or the elderly also have features that are outside the features of a standard person or healthy persons can also become disabled temporarily or permanently at any point in their life. Also, disabled persons do not have standard features. For example, there are persons with different disabilities as paralysed, deaf blind, mentally handicapped etc.. Buildings constructed for healthy people imprison disabled people in their homes and obstruct them from leading normal lives. For this reason applications in buildings and outdoor areas, in transportation, education, health and work places should be arranged to answer the needs of these different groups.(305)

The right of the disabled people to live without being dependent on others to take care of them should be respected.(306) Disabled people should not be considered a separate segment of the society.

(303) Report of Dokuz Eylül University, Faculty of Architecture, Department of City and Regional Planning.

(304) View of Lions International, District 118-Y.

(305) View of the Municipality of Şişli.

(306) TMMOB Chamber of Architects, Representation for Habitat II.

ety, but accepted as an integrated part and the design of settlements and buildings should try to provide an "integrating", "non-discriminating" functioning. Such an approach will require the creation of places which are not obstructive in nature for the whole society. One of the theories within this context makes the interpretation that people seem disabled due to the barriers in urban space. Just so, if it weren't for the barriers surrounding us, disabled persons would be able to lead their lives independently, without being dependent on anyone.

Also, the disabled and elderly have the right, just like all other people, to use all outdoor areas, public buildings (education, shopping, commerce, sports, tourism, arts, culture, leisure etc.) without requiring the help and support of anyone else and from this point of view, there should be no segments in the society that are excluded. Within this framework, measures and design features to be applied for the disabled and the elderly carry vital importance for many persons.

The Solution Proposed

Disabled persons are citizens of the country they live in. Their responsibilities and rights in the social sphere are equal to all other individuals. If an individual is being unnecessarily kept away from some activities, and his/her participation in society is being obstructed then that person's human rights are being violated. Here, it is the society itself that is causing the disability. It does this by making services and possibilities unavailable to the disabled, or by taking on a negative attitude towards the disabled, and sometimes by providing discriminating and "special" services. In this case, what needs to be changed is not the disabled person, but the society that is causing the inequality of opportunity. It is the responsibility of society to provide an environment in which both the disabled and non-disabled will have the same rights and responsibilities.(307)

In this subject, the existing built environment should be reconsidered and adopted, and the new developments should be designed and constructed according to characteristics required by the disabled and the elderly. Determining the standards, expanding the existing ones, and drawing up regulations is unavoidable. However, there are issues that should be considered in micro and macro levels for the success of the above proposed work. For example, specifying the strategy, laying out the policy rests on the central government, and determining and applying the local requirements duty falls with the local administrations. The accessibility of the disabled to educational facilities and production should be promoted through legal measures in the areas of economy, health and social areas.

In order to give meaning to the lives of the elderly and the retired, and in order to sustain their "joie de vivre" efforts should be extended so that their connection with society is not broken. Channels should be kept open so that the society can utilise their accumulation of knowledge and talent. They should be provided with opportunities to produce, to continue and develop their hobbies, and the possibility to form an association with nature and soil should be there for them. The number and the quality of nursing homes which ease the life of the elderly that do not live in a family environment should be improved, both their number and quality of service should be brought to adequate levels.(308)

Action to be Taken

The first stage of the work that the local administrations and voluntary organisations, foundations and associations will undertake is to ensure that the requirements of physically and mentally handicapped persons are taken into consideration in the building code. Non-governmental and voluntary organisations should help the local administrations in voicing wishes in this respect, and providing resources and support.

In order to realise design features in buildings to be newly constructed and in outdoor areas that will be easily accessible by disabled and non-disabled persons, the plan and project stages should be reg-

(307) View of the Turkish Confederation for the Disabled.

(308) View of the Solidarity Association for All Retired Women.

ulated, and for example, local administrations should enact a "disabled visa" which should be issued if these features are included in the general project design, and a permit would be denied otherwise.

Architects, urban design and architectural schools also have responsibilities for designing the indoor and outdoor urban areas according to the requirements of the stages of life-cycle, taking into consideration the characteristics of the disabled and the elderly. Schools of architecture should make students aware, conscious and sensitive that people who use the city would have needs and requirements different from each other.(309)

The families, those who care for the disabled, teachers and colleagues of the disabled and the people should be educated and awareness should be improved.

Monitoring

Statistical information should be collected on a local and national level through surveys, communication media (e.g. TV, radio, newspapers and magazines) should be used to accelerate the increasing of the level of information and awareness of the society, local administrations should form research and application groups to determine and apply different local needs and to undertake pilot implementations preventing discrimination in order to provide an example to larger scale implementations.

Actors Making Commitments

Ministry of Public Works and Settlement: Ensuring that design and construction of public buildings meet the needs of the disabled.

Local Administrations: 1) Seeking adherence to provisions stipulated in rules of the Turkish Standards Institute under number TS. 9111 concerning the arrangements of buildings to be habited by the disabled in issuing building permits, especially for public buildings.
2) Including the proposals published in the guide by the Foundation for Advancing the Physically Disabled about removing architectural obstacles and expanding these standards to include urban design.
3) Reviewing the existing roads and outdoor areas in the city in terms of suitability for the disabled, and announcing and applying a program with clear time schedule for making the required rearrangements.
4) Developing and operating nursing homes for the elderly.

Faculties of Architecture and Departments of Landscape Architecture in Universities: Providing information about the subject in the courses offered, insisting on the dimension of suitability for the disabled in the solutions.

İller Bank (Bank of Provinces): Seeking standards and details developed for the disabled in the urban development plans being prepared for the municipalities.

Labour Unions, Private Sector Enterprises: Including the right of the disabled and arranging conditions of work suitable for them in the collective bargaining agreements.

Non-Governmental Organisations: Undertaking efforts to attain and apply the rights of the disabled, organising campaigns to increase awareness. Developing nursing homes for the elderly in co-operation with the local administrations and other partners, organising activities allowing for the elderly to participate actively in life.

(309) View of the Foundation for the Support of Women's Work.

Priority Issue 20

Type: C

Taking up the issues of urban energy use and air pollution prevention with a view to maintaining environmental balance and a healthy urban life.

Importance of the Issue and Strategic Choices

One of the prerequisites of obtaining an environmental balance and a healthy urban life is preventing air pollution. Air pollution is basically caused by using low quality and polluting fuels with high fossil contents for heating and in industry, and by transportation vehicles. In Turkey, wood, lignite, carbonised and uncarbonised coal, petro-carbon, fuel-oil, electricity and natural gas is used for heating and industrial purposes. In using these types of fuel in home heating, examples using centralised heating with emission control are almost non-existent. Lignite of low calorie and high sulphur content emit high levels of SO₂ and solid particles to the air since they are not used with suitable burning systems and increase pollution. Also, natural gas which is being used as a solution to air pollution in Ankara, Istanbul and Bursa is causing NO and NOX pollution since natural gas emission control is not utilised. This subject is not followed with due seriousness in Turkey.(310) On the other hand, the number of old cars in the vehicle make-up of Turkey is high which causes emission over and above standards of modern technology. Besides the unsuitability of these vehicles in terms of the conditions of maintenance, usage and loading, the frequent traffic jams in big cities since the transportation infrastructure is inadequate also cause air pollution to increase.(311)

For these reasons, the air polluting particle emission in Turkey is at the same time rich in variety in terms of pollutants, and the volume is high. Also, reverse-winds occur very frequently in Turkey during all seasons except summer which cause air pollution levels to exceed dangerous levels.(317) For these reasons the conditions in Turkey cause the problem of air pollution to manifest as crises especially in big cities.

In order to keep air pollution below permissible levels multi-dimensional measures are needed. After the existing problems of cities and industrial regions is promptly determined, programs with emphasis on technical measures aimed preventing both process wastes and leakage, and all energy overuse, and lowering energy consumption to normal levels should be applied. On the other hand, rearranging the energy plans of the country taking into consideration clean and sustainable energy types consistent with the "Clean Air Plans" is necessary, and on the local level "City Clean Air Plans" should be prepared within the scope of Local Agenda 21, which utilise local resources, should be prepared.(313) In these plans, common solutions and common air pollution control approaches to the energy problem of mass housing and organised industrial regions should be specially emphasised.

The Solution Proposed

The subject that should be emphasised most for the solution of the problem of air pollution is the preparation and enforcing of an air pollution prevention programme in compliance with the existing regulations, which underlines appropriate and economical usage of energy. In this programme the usage of modern methods such as the ISO 14000 which regulate the energy and raw material consumption in industrial production and offer productivity at the same time, guiding the industrialists towards participation.(314) Also, guidance should be provided for decreasing energy requirements in building and settlement levels, and making correct design selections.

(310) View of GEMAD Young Mine Operators Associations.

(311) View of the Turkish National Committee for Air Pollution Research and Control.

(312) View of the State Meteorology Administration; View of TMMOB Chamber of Meteorologists.

(313) View of the Turkish National Committee for Air Pollution Research and Control.

(314) View of the Turkish National Committee for Air Pollution Research and Control.

In order to minimise energy requirements of the building, hence the air polluting effects is possible if the buildings are designed as optimal passive heating and climatising systems which require minimum fuel and heating and climatisation support. The design variables of total heat loss in a building, and the heating load related to this and the contribution to air pollution are; the direction of the building, the type of the building, the thermo-physical attributes of the outer shell of the building (total heat permeability, transparency ratio, time lag, expansion reduction factor) and optical attributes (absorbency of sunlight, permeability and reflection). If these variables are selected correctly the heating and climatising load and hence the energy consumption will be minimised.

Effective design variables of energy usage and air pollution control in the settlement unit level to be considered can be; the slant and the soil on the land the settlement unit will be developed upon, the pattern of the settlement unit or the intensity of buildings on the unit (the distance between the buildings related to building heights), the positioning of settlement units of different functions with regards to each other and the dominant winds. With a correct selection of these variables sunlight usage can be maximised, and the polluting element absorption of the soil and the pollution dispersing effects of the wind can be adequately exploited. In other words, the sensitivity of the designer and users to this subject should be improved.

The design problem in terms of decreasing air pollution is not only valid at a building and settlement level. Transportation vehicles should also be designed and produced at emission levels which will not contribute to air pollution. The optimal directing proposed for roads and buildings should be determined so as to allow the channelling of the dominant winds to disperse the air pollution. Also, it is correct to use the shortest paths as main traffic roads in terms of reducing pollutants caused by traffic.

The effort to minimise energy requirements and hence air pollution by design may not be sufficient by itself to prevent pollution from reaching dangerous levels. So, how energy is obtained becomes important. Priority should be given to resources such as solar, geo-thermal and hydraulic energy which do not have a polluting effect, and fossil-based energy sources should be used when these are not sufficient. The only fossil-based fuel for which Turkey is not dependent on the outside is lignite, with her reserve of 8,6 billion tons. But, of the lignite extracted, the volume that is of adequate quality to be directly presented for consumption is small. For these reason, the usage of lignite in system without direct emission control causes air pollution to reach dangerous levels. In cities with population over 200.000 which the quality of air is degrading very fast, emission controlled central heating systems should be given priority as well as measures aimed at saving fuel, and either high quality or enriched coal and emission controlled natural gas should be used.(315) The problems is not limited with the quality of the fuel, the ignorance about how it should be burned also increases the polluting effect. Measures should be taken for ensuring this information reaches the users, and campaigns and programs should be initiated along with non-governmental organisations. Similar concerns are also valid for motorised vehicles. Enticing lead-free gasoline usage,(316) and making regular checks of the emission of vehicles obligatory should be considered within this context.

Action to be Taken

A program connecting the "City Energy Plan" and "Clean Air Plan" which includes providing high quality energy, distribution and optimal usage should be prepared. Such a program should be prepared on the local level which includes the application of heat insulation in buildings and air quality protection regulations. The application of these programs will be easier if they are prepared in an participatory manner (317)

Since such a planning, programming and application cannot realise its capacity as evidenced in cities in which air pollution reaches dangerous levels and crisis occurs, the method of changing energy

(315) View of GEMAD Young Mine Operators Associations.

(316) Report of TÜRK-İŞ.

(317) View of the Turkish National Committee for Air Pollution Research and Control.

levels should be used since it produces short-term results. The relevant authorities should adopt resolutions which make enriched or high quality coal, or natural gas if possible, usage obligatory, and an organisation should be made for providing energy sources of non-polluting nature.

"Energy Effective Housing and Settlement Design Regulation"(318) in compliance with the Turkish Standards should be prepared and applied. The missing standards about energy effective housing design and application stages should be completed in view of the European Norms (EN) and International Standards (ISO) and their application should be made obligatory.(319)

Guides should be prepared concerning improvement methods which will mean energy saving in the existing fabric, and their application should be encouraged. Meteorological parameters should be taken into consideration for determining the new development areas of cities and directions that are suitable in terms of air pollution should be chosen.

Universities and research institutions should undertake research and development about effective usage of energy and developing clean energy resources, and they should present the developments in interaction with the world.

The application of decisions which will ensure that motorised vehicles will be produced at standards preventing air pollution should be accelerated.

Public opinion should be shaped about effective energy usage and air pollution and education programs should be carried out conjointly especially by women's non-governmental organisations.(320)

Monitoring

Systems for measuring air pollution should be developed. Centralised warning and alarms systems should be implemented starting from cities that have industrial regions (e.g. Istanbul, Izmit, Bursa, etc.).(321) Also, newly polluting areas should be determined through mobile measurement stations in areas where there is no fixed station. Measurements until now have focused on SO₂ and particles. The scope of the measurements should be expanded to include CO and NOx.

Actors Making Commitments

Ministry of Industry and Commerce: Ensuring the production of vehicles conforming to low-emission standards.

Ministry of Public Works and Settlement co-operation with the Ministry of Energy, TMMOB and Universities: Developing and implementing energy efficient design regulations for buildings and settlements.

Ministries of Health and the Environment, Local Administrations: co-operating establish observation stations and monitoring systems.

Housing Development Administration (HDA): Seeking compliance with the energy savings guide when providing loans for improvements in the existing housing areas.

State Meteorology Administration: Providing the database required for developing insulation standards and settlement planning by specifying regional and local meteorological parameters of the country.(322)

(318) TÜBİTAK's project no. INTAG 201 aims to accomplish these preparations.

(319) View of TÜBİTAK Marmara Research Centre.

(320) View of the Foundation for the Support of Women's Work.

(321) Second Report of the National Council of Turkish Women.

(322) View of the State Meteorology Administration; TMMOB Chamber of Meteorologists.

Turkish Standards Institute: Preparing standards relevant to the design and implementation stages of energy efficient buildings in compliance with European Norms (EN) and International Standards (ISO).

Universities and Research Institutions: Undertaking research about the development and transfer of new technologies. Developing laboratory conditions for making measurements on building material, components and energy performance in buildings

Provincial Administrations: Adopting obligatory regulations about air pollution and fuel usage through the Provincial Health Institutions.

Local Administrations: Preparing city clean air and city energy plans and programs, undertaking infrastructure investment and organisation for providing clean energy resources implementing the Air Quality Control Regulation which was adopted within the framework of the Environment Act, undertaking required arrangements thereof.

Turkish Federation of Drivers and Automobilists: Training drivers for reducing air pollution, technical maintenance and supervision of vehicles.(323)

KOSGEB (Development Directorate of Small and Medium Size Industries), Labour Unions, Chamber of Industry: Monitoring the production conditions of workplaces and raising awareness about the subject.(324)

Environmental and Women's Non-Governmental Organisations: Shaping public opinion in co-operation with central and local administrations, and undertaking various responsibilities ranging from education to monitoring.

Priority Issue 21

Type: C

Increasing sensitivity towards noise pollution and taking the necessary measures.

Importance of the Issue and Strategic Choices

The "sound or noise" inside and outside buildings that is caused by rapid and unplanned urbanisation, heavy traffic, population increase, mechanisation, life habits and similar factors now has an important place among elements causing environmental pollution. Noise is an important type of environmental pollution which negatively affects the health and perception of hearing in human that causes physiological and psychological imbalances, decreasing work performance, and changing the quality of environment by destroying its pleasantness and calmness.(325)

According to the World Health Organisation, the health risks associated with noise are; increasing the lowest threshold of hearing, physical effects such as permanent and/or temporary hearing disorders, imbalances in some hormones, increased blood pressure, circulation disorders, gastro-intestinal cramps, impaired night vision, physiological disorder such as sleep disturbance, behavioural disorders, psychological disorders as rapid nervousness, becoming prone to combativeness, unpleasantness, aggressiveness, and performance effects such as decrease in work productivity etc.

(323) Report of the Turkish Federation of Drivers and Automobilists.

(324) View of DİSK; View of TÜBİTAK Marmara Research Centre.

(325) View of Selma Kurra, ITU.

All these negative effects differ depending on the characteristics of the noise, special situation of the person, from person to person according to psychological and physiological condition, and to changing moods of the person. The human factor plays an important role in the formation of noise both inside and outside buildings. Because, the attitude and behaviour of the person directly or indirectly influences noise.

Among environmental problems in Turkey, noise pollution is the area for which the level of information and public awareness are at a minimum. This is reflected in the fact that the number of research carried out about noise is very small, and the environmental movement rarely acts about the subject. The importance of this issue is not really appreciated in our country.

The Solution Proposed

For the regulation of noise, a system-wide approach should be adopted in terms of arranging the interaction between control at the source of the noise (measures that can be taken in building and operation techniques depending on the type of the source), environmental control (active and passive systems in differing environmental scales; planning, design and application), individual control (ear protection systems and regulating the time of exposure).(326)

The subject should be approached from micro and macro level planning principles since noise or sound pollution originate both within and outside buildings. In the solution of acoustic problems in the city requires drawing noise maps by detailed planning and correctly specifying main sources of the noise.

According to the results of these, suitable solutions should be proposed in compliance with the regulations depending on technical knowledge. Settlement areas and noisy business centres should be separated from one another as much as possible. In newly planned urban areas buildings can be kept away from the noise by correctly planning the area in terms of the size of the settlement, the functions of the buildings, their connection to the existing city, road-building situation, traffic congestion, green zones and tree implanting areas, by putting up tampon buildings and or sufficient distances between the main sources of the noise and the quiet areas. If favorable conditions for urban planning can be created external noise control will lose much of its importance for many of the buildings. However, some precautions should be implemented in the 'outer shell' for buildings that are desired to be kept very quiet. The problem of noise that originates from the function of the building and from all equipment and installation used in the structure can be solved by technical control of the noise and vibration of the installation and equipment, partitions, floors and technical devices. In all these controls a detailed planning should be made concerning the source and the receiver, effective and economic precautions should be taken.

Although technical measures are obviously important in solving this problem, we should not forget that the actual solution requires increasing the sensitivity of people. Particularly important is that people should be at a certain level of awareness, learn to live in society respecting each other, and avoid making unnecessary noise that disturbs others.

Action to be Taken

The existing situation about sources of noise in Turkey and noise levels should be evaluated, and after noise limits, hearing health criteria and acoustic insulation values are specified Noise Control Regulation should be modified, and Sound Insulation Regulation should be issued.

Especially in big cities and in cities where the tourism is dominant or important roads or railroads pass through, local administrations should give priority to noise regulation. The existing Noise Control Regulation should be implemented. The subject of noise should be one of the important criterion in evaluating the urban plans.

(326) Project for a National Environment Strategy and Action Plan, Draft Report on Prevention of Noise Pollution

The level of awareness in the society should be increased using all available means of communication, and the public should be warned and educated and the importance of the subject should be emphasised in all educational institutions starting from primary schools.

Pilot projects should be developed and campaigns should be initiated for their implementation by the local administrations in co-operation with environmental and district organisations, and the results of these should be disseminated through the media and the effectiveness of this project elsewhere should be sought.

Owners of dwellings and work places that do implement insulation precautions for noise control should be encouraged, and incentive loan system should be developed about the subject.

If the enterprises or institutions that are creating the noise do not display the required sensitivity, non-governmental organisations should participate actively in mobilising for prohibitory decrees by the Provincial Administration, or judicial action.

Monitoring

Acoustic measurement and evaluation standards should be reviewed and Provincial Environment Directorates and local administrations and universities should cooperate in taking noise measurements and urban noise maps should be prepared. Noise monitoring system should be expanded in its scope to include recreational facilities that disturb the inhabitants.

Actors Making Commitments

Provincial Environmental Departments, Local Administrations: Noise measurements, preparing noise maps.

Local Administrations: Paying attention to the noise criterion when evaluating building codes, developing noise reduction projects for the noisy zones of the city. Extending efforts to decrease very noisy areas in the noise maps.

Faculties of Environmental Engineering and Architecture in Universities: Developing educational programs and the laboratory capacity, and undertaking special courses and issuing certificates about noise control and acoustics.(327)

Labour Unions: Regulating the conditions of workplaces in terms of noise and raising awareness about the subject.(328)

Non-Governmental Organisations, Environmental and Neighbourhood Organisations: Initiating fight against the noise campaigns and developing projects in co-operation with local administrations, and chambers affiliated with the TMMOB.

Chambers of Industry and Chambers of Tradesmen and Artisans: Initiating campaigns for their members to take precautions against noise in their workplaces and vehicles.

Individuals: Developing civic responsibility and consciousness about noise both indoors and outside.

Priority Issue 22

Type: A

Providing water to the city to maintain a healthy urban environment.

Importance of the Issue and Strategic Choices

The prerequisite of sustaining life in any settlement is supplying clean fresh water. Until now, prior-

(327) View of Selma Kurta, ITU.

(328) View of DİSK.

ity was given to supplying sanitary water by water networks in both urban and rural areas. This has been realised in almost all settlements, be it urban or rural. But, the problem of supplying sufficient and sanitary water is not completely solved. There are various reasons for this. On the one hand, urbanisation and urban population increase continues, and on the other hand the increase in per capita income exerts further pressure on water demand. But, what is more important is the fact that the surface and ground water resources are either voided completely or supply water at qualities below potability to the city due to pollution as effected by the expansion of the city. The unregulated expansion of the cities and illegal developments are transformed into a water problem. The city that is experiencing this problem most severely is Istanbul, which meets most of its water requirement from surface sources. Intestinal infections become widespread especially during the summer months. The unavailability of sufficient supply of potable water leads to the emergence of an unregulated water supply sector whereby sanitary water stations and water transportation via tankers develop. The urban population consumes water that is at once expensive and not regulated in terms of hygiene.(329)

The problem of water supply to cities in adequate quality and quantity should be taken up in the awareness that the solution depends to a large extent on preventing contamination. Water resources in Turkey are not as abundant as some would like to believe. Ground and surface water should be protected in an integrated manner on a watershed basis, and should be managed and used rationally.

The Solution Proposed

Watersheds both within the immediate vicinity or outer environments of the city should be protected through long-range preventive measures. The central administrations should carry out the construction of dams and reservoir management in addition to these preventive measures; urban development areas should be specified in advance and planning should be extended to the borders of this area, whereas local administrations should undertake within available means the building, operation, maintenance and repair of the networks. Furthermore, in order to provide equipment suitable to user habits, and ensuring savings in consumption in terms of urban requirements "recycling systems" should be implemented at suitable levels, taking into consideration the possibilities afforded by the urban topography.

Action to be Taken

A Water Act should be adopted whereby allocation of authority and responsibilities among relevant institutions in terms of the planning, conservation and control of ground and surface water resources are re-specified, legal loopholes removed and the relevant institutions are empowered in terms of their authority, resources and organisation.

The Ministry of the Environment should revise the Water Pollution Control Regulations in co-operation with environmental organisations according to new requirements.

DSI (State Hydraulic Works) in co-operation with other organisations, should undergo a re-organisation process and adopt a new planning approach that takes into consideration the possibilities afforded by the water act in terms of the management and exploitation of water resources.

Drawing upon both domestic and foreign financial resources, in cities with a population over 100.000 by the water and sewerage administrations, and in municipalities where such an sewage administration does not exist with the help of İller Bankası (Bank of Provinces), programmes should be developed which will compensate within the period of the Action Plan for the inadequacies in water supply in terms of quality and quantity.

Illegal developments in the protection zones around dams, lakes etc. supplying potable water to the cities should be avoided, no infrastructure services should not be extended to illegal buildings in those areas, all structures constructed in areas where developments are not permitted should be

(329) Report of TMMOB Chamber of Environment Engineers; Report of the Ministry of Public Works and Settlement.

demolished or their liquidation should be planned to be implemented as soon as possible. Building codes which permit buildings in these protected areas should be revised, and the infrastructure of these areas should be implemented with priority.(330)

Environmental institutions should initiate awareness campaigns about water pollution, in co-operation with public institutions.

Monitoring

Monitoring should be performed in order to assure the public that the supplied water is sanitary, and to assist the developments of policies for supplying water. For this, water quality measurements should be made regularly and rendered available to the public. Statistics should also be compiled on water consumption volumes, network losses and supply costs.

Actors Making Commitments

TBMM (Parliament): Adopting a comprehensive water act which specifies a reallocation of responsibilities among relevant institutions in terms of the protection, planning and use of surface and ground water sources.

Ministry of the Environment: Revising the Water Pollution Control Regulations taking into consideration the new requirements and establishing protection and usage balance in the watersheds.

DSİ (State Hydraulic Works): Undertaking large scale infrastructure as dams, etc. and managing water resources.

İller Bankası (Bank of Provinces): Providing financial and technical assistance to municipalities for supplying water in settlements where a Water and Sewerage Administration does not exist.

Water and Sewerage Administrations: Supplying water to places with a population over 100.000, protecting and developing water sources, establishment and operation of water distribution networks.

Local Administrations and Water Supply Organisations or Companies: Water resource development, transmission, distribution and management.

Environmental Organisations, Neighbourhood Organisations and Households: Raising public awareness about water pollution and sufficient water supply, influencing decision-making processes.

Priority Issue 23

Type A

Setting up waste water treatment and management systems to maintain a healthy urban environment

Importance of the Issue

As the welfare level of a society improves, per capita water consumption also increases. In order for life in the cities to be healthy, the contaminated waste water should be removed from living spaces. Disposal is performed via discharging the waste water through a sewerage network and/or directly to a water outlet (river, lake, sea) or to the soil. While this removal allows a healthy life in the urban space, when the removed water is discharged into nature without treatment it damages the ecological balance and pollutes water and soil sources to dangerous levels depending on the qualitative

(330) View of the Society for Conservation of Nature in Durusu Township.

and quantitative load of the waste water. In spite of the fact that sewerage networks in cities in Turkey are advanced to a certain degree, a high level pollution occurs since treatment systems have not been established. The problem is not only valid for domestic waste water, but also for industrial waste water. Sea and river pollution occurs because domestic and industrial waste water is not treated. In low-income housing areas near industrial regions the situation threatens the health of the inhabitants. Controlled disposal and treatment of waste water have become an urgent environmental problem for Turkey.(331)

Both sewerage systems and treatment facilities require large investments. For this reason, cost effective approaches should be adopted for the planning and implementation of these systems. Three separate but mutually inter-supporting attitudes can be adopted. 1) Technology develops rapidly about this subject. So, information should be collected about the accumulation of experience, research and development activities in Turkey and the world, and the state of the art methods and technologies should be exploited. 2) In industrial regions, in urban areas where domestic waste water is collected, in sea shores, in dispersed tourism settlements suitable methods and systems should be selected according to the scale and the load of the waste to be treated. 3) The total waste water volume to be discharged to water sources after treatment should be decreased. This will both lower costs, and reduce the volume of waste water discharged into nature as well as the sludge accumulated as a consequence of treatment. Approaches advocating recycling domestic waste waters for irrigation purposes after biological treatment, and reducing the total of water volume to be treated by using natural treatment possibilities can be adopted. The high cost of waste water treatment has made recycling the water that is treated an important subject.(332)

The Solution Proposed

In order for implementing the projects developed for this subject, constructing waste water networks and treatment facilities, and for continuous maintenance and repair, the problem of finance should be resolved. The hygiene and environment tax stipulated in Law number 3914 provides some resources, but is insufficient compared to the level of investment that is required. Thus, international sources should be utilised. It is possible to obtain foreign loans under favourable conditions for this subject. Institutions that provide the loan want to guarantee the repayment. Waste water treatment services should be priced at adequate levels to ensure recouping the costs of the investment. First step in that direction has been taken by the ISKI law number 2560 for Istanbul Ankara, Izmir and Bursa initiatives have followed this. This system should be expanded and rationalised.

The pricing of Water and Sewerage Administration rests on the basis of recouping the cost of the service from the people. This is the correct method. But, social concerns should not be overlooked in pricing. Poorer portions of the society should be protected by cross-subsidies. This can be achieved by a pricing policy which is differentiated according to the volume of water used.

Action to be Taken

Currently, "Water Pollution Control Regulation" is inadequate and a circular regarding waste water infrastructure facilities has not yet been published. Rearrangements should be made in this area.(333) The implementation of industrial waste water systems should be included within the scope of incentive measures.

As specified in the European Union waste water directives, the concept and definition of sensitive regions should be adopted in the regulations, and waste water discharge standards for sensitive regions should be specified in compliance with the relevant directives.

While the waste water problems of large cities is resolved by foreign finance via the water and sew-

(331) Report of Gazi University, Faculty of Engineering and Architecture.

(332) Chamber of Agricultural Engineers; Report of the Council of Women.

(333) Chamber of Environment Engineers.

erage administrations of the respective cities, expanding the capacity of Iller Bank (Bank of Provinces) is important for solving the problem of small and medium sized settlements. Iller Bank (Bank of Provinces) should increase its capacity allowing the small and medium size municipalities to use foreign resources.

Educational organisation should be undertaken to train personnel required by Water and Sewerage Administrations with the co-operation of these administrations.

With a view to facilitating the national use of scarce resources as well as the monitoring of treatment and waste water management, master plans which take into account all components of waste water including those originating from housing estate and facilities should be prepared in regions where touristic coastal settlements are concentrated.(334)

Monitoring

The major instrument of monitoring is water quality measurements. Central laboratories at local level should be established and operated starting especially from cities in the industrialised region. (Istanbul, Izmir, Bursa, Izmit) in order for waste water measurements to be carried out regularly at a polluting source.

The cost of treated water should be calculated using records concerning the cost of treatment, its ratio to clean water obtained from various sources should be determined and used as a criterion in developing policies about the subject.

Actors Making Commitments

TBMM (Parliament): Adopting a general legal framework which facilitates the establishment of Water and Sewerage Administrations in cities with a population over 100.000 inhabitants.

Ministry of the Environment: Improving regulations on Waste Water, making arrangements about waste water infrastructure facilities.

Iller Bankası (Bank of Provinces): Expanding finance and technical assistance capacity on waste water management, using foreign resources as well.

Universities and Research Institutions: Undertaking research for the development of new technologies and their adaptation to Turkey.

Water and Sewerage Administrations: Planning, construction and operation of waste water collection treatment and disposal systems, and providing personnel training by organising among themselves.(335)

Local Administrations: Prioritise waste water treatment.

KOSGEB, Labour Unions, Chambers of Commerce: Controlling the discharge of waste water into nature without treatment, seeking recycling possibilities and raising awareness.(336)

Environmental and Other Non-Governmental Organisations: Raising public awareness on the importance of resolving the problem of waste water, to create political pressure over decision-making bodies, and reviewing local practices and issues.

(334) View of Adnan Akyarlı, Dokuz Eylül University, Institute of Marine Science and Technology.

(335) View of Unity Foundation.

(336) View of DİSK; View of TÜBİTAK Marmara Research Centre; View of ISO (Istanbul Chamber of Industry).

Priority Issue 24

Type: A

Setting up a management system for the collection, disposal and storage of solid wastes to maintain a healthy urban environment.(337)

Importance of the Issue and Strategic Choices

As in all other developing countries, per capita solid waste is increasing in step with developments in life styles and consumption trends in Turkey as well. The population of settlements also increases rapidly due to urbanisation, the amount of solid wastes that must be collected daily grows much faster. Not only the amount of solid wastes increases but due to the continuous growth and expansion of settlements, solid wastes have to be transported longer distances for safe disposal, thus raising the costs incurred by the city administrations.

In cities, municipalities collect the garbage, and usually store them in a haphazard fashion in an area around the city by motorised vehicles. Since these regions are not sealed, and since systems to discharge and utilise the accumulating gases are not established, in other words since hygienic land fill systems are not developed, significant levels of environmental pollution and health are created. Gases such as methane, carbon dioxide, hydrogen sulphur emitted by solid waste piles decaying in an anaerobic medium cause air pollution and explosions. Also, the liquids discharged by waste water while decaying causes significant levels of soil and water pollution. Besides this, human life is also endangered due to birds and other animals acting as porters.

The recycling of materials such as paper, plastic, metals, etc. within the garbage in the storage areas is to a large extent carried out through manual sorting, by women and children. This activity causes very low income settlements to be set up around the garbage disposal sites which earn their living from the disposal site. While the inhabitants of that district face grave health risks, this approach also causes recycling of solid wastes back into the economy to remain at very low levels.

The problems related to solid wastes are not limited to domestic wastes. The solid wastes of industries are not collected by municipalities, and more often than not, simply discharged without any discipline and in a manner detrimental to the environment. Hospital wastes are often not collected separately and disinfected. Also, the primary and secondary sludge caused by the waste water treatment centres has become a problem by itself.

Also, the partial and complete habitation of garbage disposal sites over time is causing loss of life in landslides and explosions. The raising of public awareness on the subject and the resistance displayed against new garbage disposal sites, and the separate tax collected by the municipalities for this subject has brought the subject to the forefront of the agenda of Turkey.

The Solution Proposed

A stage by stage approach should be adopted for the solution of solid wastes. Primarily, life styles and habits should be revised to decrease the volume of solid wastes, and secondly efforts should be extended to recycle solid wastes without polluting the environment, and thirdly the remaining solid wastes should be collected and stored in compliance with sanitary requirements.(338) Under no conditions should projects for disposal and storage of solid wastes be undertaken separately, but plans should be prepared in an integrated approach including the reduction of solid wastes as well as recycling processes.(339)

(337) Report of the Chamber of Environment Engineers.

(338) Report of the Council of Women.

(339) View of Environment Volunteers Platform SOS.

In order to achieve this, implementations should be carried out first at regional and secondarily at local scales. Disposal sites should be determined according to the direction of the urban expansion and the infrastructure of these places should be established, and through secondary filtering and composting energy production facilities should be constructed if economical. Garbage disposal system should be reviewed, hospital wastes, industrial wastes and domestic wastes should be collected separately; paper, cardboard, glass, tin, furniture etc. should be collected on different days from the domestic wastes to provide for classification at the source, and garbage collection should to the extent possible directed at organic wastes, recyclable packaging material usage should be encouraged, the most economic way should be selected for organising collection and usage processes. This can be operated by local administrations, through establishing partnerships with non-profit organisations or private entrepreneurs, or through privatisation. Whichever method is selected, it should not be forgotten that the responsibility for providing this service rests with the local administrations. The quality of service provided should be controlled by local administrations.

Action to be Taken

With a clause added to the Municipality Revenues Act by law number 3914 published on July 14, 1993; it has been stipulated that "housing, offices and other buildings within the municipal boundaries and adjacent areas that utilise solid waste collection and sewage services will be subject to environmental hygiene tax." Thus, municipalities now have resources to a certain extent for solid wastes, compared with the past. But this resource is insufficient compared to the large scale of investments required for the provision of sewage and solid waste services. It is possible to use low-cost international resources for this purpose. It would be appropriate for local administrations in large settlements to prepare their investment projects in compliance with international standards, and to use international resources.

The Solid Waste Regulation prepared according to Environmental Act was published in 1991. This regulation needs to be reviewed in terms of building and operation of solid waste disposal sites. The administrative circular published on the subject is not sufficient.(340)

Local administrations should prepare an investment and operation plan on the subjects of collection, recycling, storage of solid wastes, and incorporate international resources in the implementation. In these plans, there should be proposals for actions to be taken by the households before the solid waste reaches the collection system. Educational campaigns should be initiated about the subject in co-operation with environmental and women's civil society organisations.

Monitoring

Statistical information about the amount of solid waste collected, recycled and disposed daily should be compiled by solid waste managements. Cost information should be collated.

Actors Making Commitments

Ministry of the Environment: Issuing regulations about the construction and operation of solid waste disposal sites.

İller Bank (Bank of Provinces): Developing the financial and technical assistance capacities related to solid wastes of the municipalities that do not have water and sewage administrations.(341)

Local Administrations: Preparing and implementing solid waste investment and operation plans.

Environmental and Women's Non-Governmental Organisations and Labour Unions: Undertaking public awareness campaigns on the subject and controls.

Households and Other Solid Waste Producers: Adhering to rules about how and when solid waste will be given to the collecting system.

(340) View of the Ministry of the Environment.

(341) View of İller Bank (Bank of Provinces).

Priority Issue 25

Type: B

Enabling local administrations and improving their capacity.

Importance of the Issue and Strategic Choices

This subject has priority because on the one hand there is a general consensus among political parties that local administrations should be strengthened to overcome the bottlenecks encountered by the highly centralised administrative system of Turkey, and on the other hand the adoption of enabling strategy during preparatory work carried out for Habitat II has increased expectations from the local administrations. The weakness of the local administrations, their inadequacy in fulfilling their duties causes clientelist relations to develop in providing urban services. This obstructs the development of participatory democracy based on anonymous relations.

The Solution Proposed

The government should develop a political resolution to transfer duties to local administration to allow a more effective and democratic operation of society, and should undertake a local administration reform within the framework of an extensive administrative reform which aims at reviewing the whole administrative structure.⁽³⁴²⁾ An approach trapped within the already existing forms of local administration should be carefully avoided in considering such a reform.

Local administrations should have the general authority to make decisions in the fields of meeting the common needs of, economic and cultural richness and welfare of all individuals, groups and the society under its jurisdiction unless explicitly left to the monopoly of another level of administration or excluded from the jurisdiction of the local administration.

A Central Administration - Local Administration Joint Council should be established to provide an institutional structure for the basic relationships between central and local administrations, to ensure co-ordination and information flow, and to contribute to specifying the basic legal and administrative arrangements on this field.

An effective local administration system entails the transformation of a structure encompassing many small and a few large units, into a system composed of an adequate number of effective authorities. Emphasis should not be on populist concerns but on meeting the requirements of the people in a sufficient, effective and democratic manner, and on the transformation of the settlement system while restructuring the local administrations. The transformation of the settlement system means the importance of urban/rural contradiction has weakened, so the tendency to organise rural and urban areas as different local administration units should be abandoned. The whole space of the country should be covered with a network of local administrations, without any gaps, as urban areas and rural areas served by them.

In order to ensure the effectiveness of such a local administration system, its jurisdiction should be expanded. "Subsidiarity" (producing the service at the closest level of administrative unit) principle should be the basis of such an enlargement. In order to ensure that the enlargement of the jurisdiction of local administrations has a positive effect on democracy, transparent, accountable and efficient control mechanisms should be established, participatory processes should be developed and institutional channels should be established.

It is not possible to decentralise the central management by a single-level local administration system. Establishing a hierarchical system for local administration is required both for ensuring participation and economies of scale. This level should become metropolitan administrations in areas where metropolitan cities exist.⁽³⁴³⁾ For this reason a careful allocation of responsibilities among the

(342) View of the Greater Bursa Municipality.

(343) View of the Greater Bursa Municipality.

levels should be made during the restructuring of local administrations, which will prevent inter-level conflicts.

The present strict supervision practices of central government over local authorities cannot be continued. It is impossible to accept this as a democratic control mechanism. In order to enhance the new accountability mechanism that will replace the strict administrative control, establishing a local ombudsman system⁽³⁴⁴⁾, facilitating the utilisation of judicial channels, providing the people with the right to recall elected administrators, and having referendums about important subjects should be promoted.⁽³⁴⁵⁾

Another important aspect of strengthening the local administrations is making sure they have sufficient financial power. To achieve this, local administrations should be allowed to have control over some of the taxes, in proportion with the enlargement in their jurisdiction. The ratio of resources used by local administrations in the total public expenditure should be increased significantly.⁽³⁴⁶⁾ Local councils should be authorised to impose an additional portion to taxes, and determine within limits the ratios of taxes such as property and consumption which are closely related with local administrations. The ratio of local revenue of the local administrations compared to central revenue should be increased.

In order to enable the local administrations, a personnel regime that allows qualified personnel of a small number should be developed. This bureaucracy should not be based upon political loyalty, but on merit basis, should have security, should not be replaced very often and the implementation of the local administrations should attain resoluteness. Also, in accordance with the UN Convention on the Elimination of All Forms of Discrimination Against Women, care should be taken to ensure equal participation of women in decision making mechanisms. A local administration cannot be considered as having been empowered unless its staff is equipped with the necessary qualifications and reflects the diversity of the local community.⁽³⁴⁷⁾

The local administrations should develop their own networks in the form of associations to increase their enabling capacity. The method of continuously improving the skills and knowledge of the local administrative personnel within such an organisation should be sought. The legal basis of the local administrations' associations should be strengthened, and it should be made possible for them to directly acquire a share of the sums allocated to local administrations by the central government.⁽³⁴⁸⁾

Within the reorganisation process of local administrations, the "district" as a first level local administration unit should acquire a new functional structure to close the gap between the local administrations and the people, to increase the possibility for direct participation and control, to provide the fundamental basis for the local management, to promote face-to-face relation with the people, and information exchange.⁽³⁴⁹⁾

Partnerships should be given special priority in increasing the capacity of enablement. At a local level partnership possibilities between non-governmental organisations and private sector can be utilised while co-operation between local administrations can also be promoted at an international level. The local administrations should adhere to a qualified personnel policy especially to exploit international relationship possibilities.

Action to be Taken

The first step is to undertake a local administration reorganisation scheme in accordance with the principles of the proposed solution. The second step is to strengthen associations of local adminis

(344) View of Lions District 118 E.

(345) View of IULA-EMME.

(346) View of the Ministry of Interior Affairs.

(347) View of Kütahya Municipality; View of the Foundation for the Support of Women's Work.

(348) View of the Association of Municipalities of the Southeast Anatolian Project Region.

(349) View of IULA-EMME.

trations. A training center should be established by these associations. Also, communication channels and focal points should be created via these associations for international relations.

Participatory practices developing within anonymous relations should be specially emphasised so that the local administrations strengthened after their restructuring can become free of clientelistic practices. Over and above this, various partnership models between the local administrations and non-governmental organisations should be developed, and the administrative approach should attempt to institutionalise these.

Monitoring

Some quantitative criteria can be proposed in order to measure the level of realisation of the proposals stipulated herein. These may be the ratio of the volume of the local administrations' expenditures by total public expenditures, the ratio of transfers made from the centre in the revenues of local governments, the ratio of local administration expenditures in a settlement to total private consumption, ratios concerning the level of education of employees in a local administration, occupational and gender distribution of municipal councils, etc. But, these criteria do not by themselves provide enough clues about the success of administration. Additional criteria of success should be developed. These may be related to the success of the administration, as well as the life performance of the settlement in the area. Of course, success in the administration of an area cannot be measured by quantitative criteria alone, qualitative evaluation methods should also be applied.

Actors Making Commitments

TBMM (Parliament): Revising Acts 1580 and 3030 taking into consideration the provisions of the European Charter of Local Authorities on Self-Government and the transformation experienced by the settlement system.

Revising law clause number 2464 of Municipality Revenues Act, law clause number 2380 of Supplying a Share from the General Budget to Municipalities and Provincial Special Administrations in accordance with the Constitutional principle of providing the local administrations with revenue proportional to their responsibilities, and as defined herein.(350)

Revising Property Tax Law number 1319 and Fees Law number 492 so as to ensure that urban development rents are taxed at their real values.

Expanding the loan facilities afforded to local administrations by revising the Bank of Provinces Act number 4759.

Revising the Government Employees Act number 657 to allow for effective personnel recruitment opportunities in local administrations.

Undertaking a new regulation on auditing mechanisms for local administrations. Effecting changes in the legislation that regulates the organisation and functions of Ministries and other central government administrations that provide services of local character so as to arrange for the transfer of such qualified services together with funding sources to local administrations.

IULA-EMME, Turkish Municipal Association, Associations of Local Administrations: Developing and implementing programs for training and expanding the capacity of local administration personnel.

Local Administrations, Non-Governmental Organisations, Neighbourhood Organisations: showing the agility to divide responsibilities in co-operation.

Priority Issue 26

Type: C

Developing multi-actor regulation system (through urban initiatives and civic organisations) in order to achieve a sustainable development in livable settlements and increasing the effectiveness of Non-Governmental Organisations.(351)

Importance of the Issue

Turkey, during the rapid urbanisation experienced after the Second World War, had not been effective in orienting the expansion of the cities and many de facto solutions had to be accepted. These de facto solutions have not been able to gain legitimacy in the society and professional circles. The problem of controlling the development of settlements and steering them has always kept its priority on the agenda of Turkey.

Within the context of Habitat II, controlling the settlement has acquired a new dimension beyond realising a plan. The aims stipulated by the new settlement aesthetics acquire the dimension of realising livability, sustainability and such within a framework of civic engagement. The number of tasks to be undertaken to implement this new arrangement has multiplied and diversified.

On the other hand, the enabling strategy stipulated by Habitat II and developments in the understanding of democracy requires this steering to be realised within a multi-actor system. Though a multi-actor management system has the advantage of channelling the potential of different actors in the society in terms of producing rich and varied solutions, the steering requirement attains a special importance. A failure of steering may mean the efforts of various actors become mutually harmful, and it will also endanger the possibility of obtaining the aims of livability, sustainability, equity. It may cause the risk of having to accept a fait accompli.

The Solution Proposed

An interesting steering problem is faced when a multi-actor system is expected both to make use of the potentials of the actors, and realise specific aims. This double predicament determines to a large extent the characteristics of the steering system.

In this situation, it becomes difficult to defend a centrally prepared, centrally controlled urban planning. But, the enduring nature of development of built environment in the city and its role in determining the fate of the city prevents the exclusion of this type of a negated plan fully. In this case, the urban planning to be undertaken should be flexible and allowing the potentials of the actors to be mobilised. The capacity of non-governmental organisations to mobilise qualified human resources should be exploited, and their participation should be provided.(352) These partnerships will be lasting and beneficial to the extent they provide effective participation in decision making processes.(353)

In such a case, the control over the urban planning process should be established at three different levels; local administrations, non-governmental organisations and other actors. It will be easier for a plan that has been prepared by widespread participation, and which has the characteristic of a strategic plan to be accepted. It will hardly be possible to disregard such a plan adopted by the Non-Governmental Organisations. An understanding to secure the implementation of plans will be developed not only through strong bureaucratic structures, but also through the participatory models in the organisations of civil society.(354) However, the most important guarantee in implementing such plans will be the consciousness of the actors and their responsibility as citizens.

It is obvious that implementing such a planning approach will be effective at urban or local planning levels. But, the consensus obtained locally is not always sufficient for legitimacy. A historical asset of the natural wonder, a coastal strip that should be preserved are the legacy of humanity. It is a duty of humanity to leave this legacy to the coming generations.(355) The legitimacy of decisions in these areas

(351) View of the Federation of Women's Organisations.

(352) View of the Federation of Women's Organisations.

(353) View of Kocaeli Provincial Co-ordination Committee of NGOs.

(354) View of İSTAV, Tophane Initiative, ESK-Urbanisation Working Group.

(355) View of the Turkish National Committee for Coastal Area Management.

cannot be provided only by local consensus. Supra-local decision making mechanisms and consensus platforms are required. Decision making processes where mutual control is facilitated by the local and the supra-local levels should be developed. Care should be taken to ensure that the free expression of opinions and expertise by the non-governmental organisations specialised in this field and professional associations are voiced in this supra-local decision platform.

In spite of all this, in a rapidly urbanising process, a system that does not include mechanisms for controlling increasing urban development rents will face the difficulty of steering, hence resulting in a hypocrisy which will prevent the formation of citizenship responsibilities.

Here, the emphasis on citizenship consciousness in the formation of a livable, sustainable, equitable settlement system should not be understood as neglecting the importance of getting organised. Unorganised individuals will not be effective enough to seek their rights, or assume their responsibilities.(356) To be a citizen inherently includes being organised.

Action to be Taken

A planning approach that allows strategic and structural planning, institutionalises participatory processes, with clearly defined criteria for monitoring should be developed and the existing regulations should be revised accordingly.

In the city, the rent created by the rapid urbanisation should be transferred to the public, hence creating resources for urban uses, and taxation mechanisms should be developed to prevent hypocrisy in the society in terms of urban aethics, and a fund should be established to compensate those who face a loss.

Control mechanisms are not sufficient in ensuring settlement systems to develop in accordance with settlement aethics. In order to increase the effectiveness of control by non-governmental organisations and citizens, application to judicial channels should be facilitated, and non-governmental organisations should be included in the control mechanisms of local administrations. The potential of voluntary women's organisations should especially be channelled to this end.(357)

In order to expand the control possibilities of the people and non-governmental organisations over the settlement planning, the institution of ombudsman should be introduced.

Channels should be opened and operated which allow the inhabitants of a settlement and their initiatives to develop projects, and platforms should be created to implement these projects. Within this framework, city councils allowing the non-governmental organisations to participate in decision making processes should be expanded and legalised.(358)

In order for the inhabitants of a settlement to access the urban planning decisions to participate and control, transparency should be ensured and transfer of information should be paid due attention, and these channels should also be used to create a sense of civic engagement, and urban information systems should be created and provided to the city dwellers especially in big cities.

The perception that the wish of the voluntary organisations and non-governmental organisations for increased responsibility and effectiveness can be achieved easily, should be avoided. There are various obstacles preventing this wish to be realised. They are not strong and organised enough and do not have a clear definitions of their roles.(359) the laws do not allow for transfer of responsibilities, there is not sufficient communication and co-operation between the existing organisations, and Turkey does not have much experience accumulated. For this reason an approach that makes suc-

(356) Second Report of the Consumer Rights Association.

(357) View of the Federation of Women's Organisations.

(358) View of Kocaeli Provincial Co-ordination Committee of NGOs.

(359) Second Report of İSTAV.

cess easier should be preferred. In the short run, a centre should be established to provide a flow of information between these organisations and a network of communication should be formed. In the long run, new models of organisation should be sought, developed and used.(360) First partnerships should be formed allowing for transfer of responsibility, and the areas of responsibility and duties should be clearly defined in these partnerships. The transfer of responsibility should be realised based upon the accumulation and success in these experiments, and legal modifications should be made.

In order for non-governmental organisations, associations and foundations to fulfil their duties at the expected level, in the field of human settlements, these organisations should on the one hand undertake work that makes their dynamics stronger, and on the other hand legal obstructions blocking the development of this dynamism should be removed and priority should be given to adopting legal revisions that resolve their administrative and financial problems.(361)

During the preparatory work on the Istanbul Conference, the non-governmental organisations have entered a search for a "new civil society ethic" and have started taking steps towards becoming actors. Non-governmental organisations, which until now, have only paid attention "their own backyard" are now undertaking the job of cleaning "the common backyard" which includes them. They no longer wish to leave the job of cleaning the yard to the political organisations. Non-governmental organisations are trying to put forth a new form of organisation besides political organisation by strengthening their lateral relations. the Istanbul Conference Non-Governmental Organisations Forum Host Committee is one of the first examples. This form of relationship which is non-official, with an open member composition, self-regulating, allowing vertical relations without encompassing hierarchy is expected in the future to create its own legal framework.(362)

Monitoring

It will not be very meaningful if in such a multi-actor system based upon flexible planning, monitoring is limited to the implementation or violation of the plan. The success of the city by certain criteria, and the development in the quality of life should be monitored. The per capita active and passive green zones, social infrastructure, the total stock of buildings in the city which have received amnesty compared to total overall stock, the ratio of buildings demolished due to developments violating the plan, the ratio of buildings without a permit etc. can be used as criteria. In settlements which have established a geographical information system, obviously a richer system of indicators can be used.

Actors Making Commitments

TBMM (Parliament): The Building Act number 3194 should be revised in accordance with the previously explained planning approach, and the participation of non-governmental organisations should be institutionalised.(363)

Legal arrangements should be made for instituting the Ombudsman system.(364)

- Undertaking legal arrangements so that the rent created in the cities is collected in an urban development fund.

Central Administration: Developing a new planning approach and urban performance criteria, engaging in an attitude which effectively guides the local administrations, and establishing an Urbanisation and Housing Ministry for this purpose.

(360) View of the Foundation for the Support of Women's Work.

(361) View of the Third Sector Foundation of Turkey; View of the Kocaeli Provincial Committee of NGOs.

(362) View of İSTAV.

(363) View of the Federation of Women's Organisations.

(364) Seventh Five Year Development Plan.

Local Administrations: Adopting a new planning approach, making sure it is open for participation, undertaking common partnership with professional chambers.

TMMOB, Chamber of Architects, Engineers and City Planners: Making it easier for unorganised sections of the society to participate in the planning process.(365)

Non-Governmental Organisations, Labour Unions: Opening the way for the public to propose projects and programs for the city; restructuring horizontal relations, forming a social area outside the hegemony of the political sphere, establishing communication networks with international organisations to share information and experience.

Priority Issue 27

Type: B

Ensuring that certain areas within and in the vicinity of settlements are preserved as development-free zones.

Importance of the Issue and Strategic Choices

This subject refers to an issue that definitely must be resolved both for protecting environmental assets, and for ensuring livable urban forms; in other words in order for land use plans to have a meaning. Owner of a lot regards the constructing of a building on his/her land as his/her right no matter what the consequences are, and achieves this by forcing the legal mechanism. As long as such a tendency is dominant, the protection of ecologically sensitive areas, the establishment of green zones in the cities, the preservation of valuable farmland around the cities, or the opening of the coastal strips to the public cannot be achieved. As a result, the cities become like oil stains, and display a growth pattern which encompasses many problems. In terms of implementing the plans, developing the means for controlling vacant spaces is probably more important than controlling the buildings. In a sense, the resolution of this question is a prerequisite for enabling planning.

The Solution Proposed

A planner may seek to leave vacant areas through three methods. The first is putting limitations on the use of ownership rights for the purpose of attaining the public interest and implementing these limitations. The second is preserving vacant areas by increasing public land ownership and owning up this property, e.g. implementing a conscious land policy. The third is directing the planning decisions and infrastructural investments in such a way as to ensure that some areas remain empty.

The first group consists of means involved in the development law. The most radical attitude would be to re-interpret land ownership. The separation of land ownership from the right of construction makes the right of development a right to be purchased from the public. This revenue can be accumulated in a fund and can be used to improve the quality of the urban environment. If political preferences prevent such measures from being applied, the planners should be authorised to block construction in certain areas where public interest requires such action. For example, ecologically sensitive areas, coastlines, areas within the urban green system etc. can be included within this scope. These areas can be arranged as critical protection areas. Moreover as exemplified by coastal areas, some areas may not be subjected to private property at all.

If political preferences do not allow any limitations to be put on property rights, planning can apply the second method and provide an urban fabric with vacant spaces through a serious land policy. It may choose to increase the amount of publicly owned land in urban areas. It may utilise the land owned by the Treasury and the local administrations, or the mechanism of appropriation. If it does not want to purchase property, it may as well choose to buy the right to build, etc.

The third method is trying to achieve the same end by planning methods such as discouraging construction in vacant areas by making it harder. In this context, limitations upon subdivision, or controlling the supply of infrastructure, etc. can be considered. In order for these means to be effective, a certain planning style needs to be accepted. The understanding which imprisons planning within the limits of the city should be abandoned in favour of a dynamic planning approach considering the regional scale and which is environmentally sensitive.

The experience in Turkey clearly demonstrates that none of the three methods are sufficient by themselves. What should be sufficient is that the will to create planned and livable cities, respectful to the environment, take root in public opinion, and hence in political life.

Action to be Taken

Development law should be reviewed so as to increase the control of the planners over land, and the appropriation code should be revised to ease the implementation of the plans. The development law approach which attempts to control the building of one building in one parcel should be abandoned in favour of a development regulation approach which controls the distribution of buildings within the vacant spaces (open - green zones) and their densities.(366)

Local administrations and the central administration should follow a land policy geared towards meeting the requirements of urbanisation. This policy should be tri-faceted. First, the public should own up its own property, and establish a registration and operation system to achieve its rational use. Second is developing the appropriation mechanism for the purpose of attaining the public interest. A balanced attitude should be adopted and the interests of both the public and the landowner should be protected. The creation of de facto situations by the state by not fulfilling its obligations should be prevented. Thirdly the public should have a long-term transparent policy which aims to ease planned development and how the public will open up its land to use.

In order for the development law and the land policies implemented at central and local administration levels, the area of implementation should be wide enough to enable the control of the urbanisation process. The non-application of urban development plans have occurred to a great extent in areas outside the areas under jurisdiction.

The areas that should be left vacant in order to meet the green zone requirements of cities, and the future requirements of public services should be converted into green zones, and opened to public use as soon as possible. Two developments should be extended for this: 1) The Development Law should be improved so that its jurisdiction covers all the space in the country. 2) The springing of small municipalities in the fringe out of the area of influence of Greater City Municipalities should be prevented, so that they should not be left outside the control of the Greater City Municipality in terms of development. Arrangements should be made so that the town municipalities established in metropolitan areas are subjected to the same provisions as the district municipalities in the same areas in terms of development controls.

If the right to develop cannot be separated from the rights of ownership, and if the price increases in the urban land cannot be taxed for a large extent, in order for some areas to be left vacant, it seems a requisite to establish a fund to compensate those that suffer losses from planning decisions in order for the State to continue its claim of sustaining equity and the domination of law.

Monitoring

For the required legal arrangements to be made and to be implemented for the public interest, it seems necessary on the one hand to strengthen the non-governmental organisations in a manner that increases public awareness, and on the other hand to make the decision making and implementation processes transparent. Local administrations should annually announce the amount of land planned to be void of buildings, and how much of that land is preserved.

(366) View of TMMOB Chamber of Landscape Architects.

Actors Making Commitments

TBMM (Parliament): Revising the Development Act number 3194 and the Municipalities Act number 1580 so that some areas can be left vacant and ensuring the validity of the Development Act throughout the country.

Revising law number 3030 concerning the jurisdiction of metropolitan municipalities over the small municipalities in the fringe areas.

Revising Appropriation Act number 2942 according to the aforementioned changes.

Revising Title Deeds and Land Maps Lots Renewal Act number 2589 and Map Law number 3402 so that land under the jurisdiction and disposal of the public which is not registered can be registered.

Reviewing provisions of the Environment Act number 2872 concerning leaving some land void of buildings, and revising them.

Developing the preservation of natural assets aspect of Culture and Natural Assets Preservation Act number 2863.

Ministry of Finance, General Directorate of National Estates, Urban Land Office: Owning up public lands, ensuring they are registered and rationally managed, opening them up for use in a manner that assists planning, and transferring them to the non-governmental organisations and local administrations for the same purpose.

Local Administrations: Following a rational policy of land ownership, ensuring harmony between the plans and the land policies.

TMMOB Chambers of Architects, Engineers and City Planners, Non-Governmental Organisations, Individuals: Monitoring construction on land kept vacant in plans for private interests, promoting public awareness against such acts, and providing resistance by applying to judicial means.

Priority Issue 28

Type: A

Establishing a geographical information system and setting up a statistics system to follow up the development of livability of settlements and adequacy of housing.(367)

Importance of the Issue and Strategic Choices

An information system on two subjects should be developed if settlements are to be directed in a rational manner. First of these is establishing geographical information systems.(368) Geographical information systems are required in two different scales. One is the GIS, which allows the pinpointing of spatial situation of the information in a small scale (1/25.000 or smaller). Second are the large scale (1/5000-1/1000) spatial visualisation applications. The ones in this scale can be named as Urban Information System (UIS).(369) Developments in computer technology has now made it possible to establish geographic information systems which is an invaluable tool for city administrations. UIS's have been established in some cities in Turkey such as Istanbul and Aydın. The fact that the maps

(367) Report of TÜBİTAK; Report of SIS (State Institute of Statistics).

(368) View of the İzmir Chamber of Commerce.

(369) View of TMMOB Chamber of Survey and Cadastre Engineers.

of large scale which were emphasised on subject with priority number 4, land production, were produced in a digital basis will ease the establishment of these systems. Very detailed information can be processed by the geographical information systems produced, such as property information, building code information, infrastructure of the company, taxes.(370) The establishment and expansion of geographical information systems for cities will make collecting statistics about settlements much easier.

The fact that geographical information systems have been established does not mean that the need for statistical information system mentioned here is annulled. A statistical information framework needs to be established indicating which data will be collected, how this data will be aggregated to assist in policy development concerning settlements and housing, which indicators will be calculated by what kind of a spatial classification. Also, the establishment of such a system will have a special importance for areas that are not covered by the geographical information system, and information that is not geographically based.

Statistics of level of urban services and the qualitative and quantitative characteristics of the housing stock which indicate the quality of life in settlements in Turkey is not adequate. While information such as infrastructure expenditures of municipalities and urban land production are not aggregated and published, also statistics which would show the differences between the cities and various districts of the city are not collected. Urban Places Household Income and Consumption Expenditure surveys undertaken by the State Institute of Statistics, and the Building Surveys are the most important sources, however they do not fully reflect the characteristics of building stock and housing usage of the people. While the first survey includes the housing usage levels and expenditures about housing in all consumption, it does not define the general characteristics of the housing stock. Building surveys do not allow for the assessment of characteristics about the usage of the housing. On the other hand, statistics about the market prices of land, housing and other immovables is not collected at all.

Transportation statistics are limited with surveys carried out during the preparation of transportation plans in certain cities. Environmental statistics are not collected at a level of detail allowing differences between districts of the city, reflecting all characteristics of environmental quality. For this reason, the level of difference between the quality of life in various areas in the cities and between the cities cannot be determined.

Besides this lack of data about housing, settlements and quality of life, DIE (State Institute of Statistics) does not codify its data according to spatial classifications and publish it by categories. Even if it does not publish the information by spatial classifications, just codifying by spatial categories and allowing researchers to use it in computer medium would cause the quality of the research to make a quantum leap. Also, the spatialisation of the database that the government has which is not codified but meaningful in terms of spatial breakdown, and backtracking this spatialisation to the past would be useful. DIE (State Institute of Statistics) has taken an important step in this direction in the 1990 population census. This step should be carried out in other areas of information.

The Solution Proposed

Four types of statistics should be collected for this subject. First, data and information should be collected at regular intervals in Turkey as is done in many other countries in order to determine the acquirement and usage of immovables (land, lot, house), and the qualitative and quantitative characteristics of the immovable asset stock. This will allow systematic monitoring of developments relevant to immovables, evaluation of the results of the implemented policies and determining priorities for new policies. Data about housing will include the building the house is located in and the state of the usage of the physical and social services in the vicinity of the house. In order for the information to be used for social policies in the subject of housing they should be made compar

(370) View of TMMOB Chamber of Survey and Cadastre Engineers, View of Unity Foundation.

ble with data broken down at the level of gender and age on household basis. Data on household basis will include data about employment status, home ownership, multiple home ownership, leasing, the number of homes changed, workplaces and the house-workplace relationship. Hence, it will be possible to disaggregate the data by cities and districts at the level of both house dweller and housing stock. Also, it will be possible to determine the level of urban service provision on city and district basis.

Second are the statistics about real estate prices. The collection of data about price of immovables, especially land and housing prices along with cost of construction data will make it possible to monitor the developments in the housing and land market as a whole. Hence, any impending crisis in the housing sector will be detectable early on, and crises-fending policies can be implemented in time.

Third is the completion of the undergoing compilation of environmental statistics, and expanding their scope so as to include indicators of urban performance. Statistics used in all other countries should be compiled for determining the environmental quality of the settlement. It should be possible to break down this data on district basis if required by the researcher.

Fourth, transportation statistics should be compiled so as to include all settlements country-wide. Hence the relationship between intra-urban, metropolitan area and the immediate vicinity of the settlement and intercity passenger flow and household mobility and environmental problems related to traffic can be discerned.

Fifth, data should be collected about variables which are harder to measure due to the subjective emphasis such as sense of security, strength of local solidarity, belonging, finding one's life meaningful etc.(371) Collecting this data on the level of monographic research can be adequate.

Action to be Taken

A geographical information system (GIS) at the country level and urban information system (UIS) at the city level should be established to allow rational direction of the development of settlements in Turkey.

A very detailed level of information should be entered into the urban information system to be established, ranging from property information to building information, to the characteristics of the infrastructure of the city. The large scale standard topographical survey digital maps (STM) mentioned in the subject with priority number four form the backbone of the UIS and should be made a prerequisite of any work to be carried out about the issue.

Local administrations should be encouraged to establish geographical information systems, and mutual aid between local administrations should be enticed, and an initial co-ordination should be undertaken to allow future articulation of these systems. Especially during tenders put out for infrastructure works, the local administrations should make it obligatory for the tender data to be presented in a form compatible with the geographical information system.(372)

A Housing and Urban Statistics Unit should be instituted within the State Institute of Statistics. The contents of the housing inventory should be determined by consultations with relevant public institutions and academic circles, and the survey implementation should start from pilot cities to be later expanded to the whole country. Compiling such an inventory may abolish the need to take building tolls. The facilities of urban information systems (UIS) can be exploited in settlements where the survey will be carried out.

(371) Report of Dokuz Eylül University, Department of City and Regional Planning.

(372) View of Unity Foundation.

The scope of the Environmental Statistics compiled by the State Statistics Institute can thus be expanded as defined above, in co-operation with the Ministry of Environment and universities. The State Institute of Statistics should compile transportation statistics in co-operation with the Roads General Directorate and Ministry of Transportation. The collection of subjective variables can be carried out by universities and research institutions.(373)

Monitoring

The list of settlements which have established geographical information systems, and the breakdown of data categories in each system should be published.

Actors Making Commitments

General Directorate of Title Registration and Cadastreing: Establishing Title Deed Survey Information system for archiving, updating, and providing for usage the Title Deed and Survey information as required by the GIS and UIS. (374)

State Institute of Statistics: Collecting and presenting to the users in various formats the spatially disaggregated data defined in co-operation with the Ministry of Environment, Ministry of Transportation and General Directorate of Highways.

Local Administrations: Establishing and developing Geographical Information Systems, providing this information for the benefit of researchers and users.

(373) Report of ITU Faculty of Architecture.

(374) View of the Title Registration and Cadastreing Department.

PART D: INTERNATIONAL CO-OPERATION AND FINANCIAL AID

1. THE SITUATION WITH RESPECT TO FOREIGN FUNDS UTILISATION FOR HUMAN SETTLEMENT AND HOUSING

Turkey's requirements for foreign funds in the fields of human settlement and housing are continuing at an increasing rate. Almost all of the projects envisaged for foreign funding in the annual investment programmes of the SPO are financed through funds obtained from governments, multi-lateral finance institutions, and private finance institutions insofar as market conditions allow. The Undersecretariat for the Treasury supervises the use of foreign funds and is a debtor or guarantor towards the lender regardless of who uses the credit.

Foreign funds used in municipal projects within the last ten years (1986-1995) was 5.5 billion dollars. The distribution of these funds were 40 % for transport, 14 % for energy, 13 % for programmes, 11 % for potable water, 8 % for sewage, 6 % for the environment and 8% for other projects. The share of municipal borrowings in total borrowings from abroad within that period was a little over 10 %. The ratio of foreign funds borrowed for housing and urban infrastructure would be higher if the aggregate amount of foreign loans used by central administration for shelter and infrastructure for post-disaster rehabilitation are also taken into account. Furthermore, a much higher ratio would be found on the basis of the World Bank's widely comprehensive definition of infrastructure.

Foreign funding requirements of local administrations began to increase in the 1980's and intensified after 1986. Large scale projects such as metro and light rail transport systems started in recent years account for the major portion of this requirement. Financing of natural gas distribution networks in major cities has also recently gained in importance. Foreign funds are also frequently solicited for such other projects as extension and renewal of potable water and sewage networks, and the building of waste water treatment plants. Foreign funding requirements of local administrations for the purpose of extending potable water supply networks and rehabilitating existing lines to minimise water losses are also increasing.

Foreign loans obtained from the World Bank, governments and commercial banks were largely used by the municipalities or the water and sewage administrations of large cities which were capable of forming foreign relations. Nevertheless, the Erzincan Earthquake Rehabilitation Project funded from the World Bank was implemented by HDA (Housing Development Administration), and the projects for supplying potable water to cities or for treating water were implemented by DSI (State Hydraulic Works). The major actor with respect to loans obtained from the Social Development Fund of the European Council, Islamic Development Bank and the Saudi Fund was the central government. A rising trend can be observed, however, in foreign fund utilisation requests by housing co-operatives and Emlak Bank which now use about 25% of loans from foreign sources.⁽³⁷⁵⁾ European Council Social Development Fund loans are utilised by the Ministry of Public Works and Settlement, particularly in connection with natural disasters. These funds were available for rebuilding houses destroyed and repairing houses damaged in Erzincan earthquake. These funds will also be available for reconstruction following the flood in Senirkent and the earthquake in Dinar.⁽³⁷⁶⁾

2. PRIORITIES AND PRINCIPLES IN UTILISING FOREIGN FUNDS

The basic framework in channelling the increased demand for utilising foreign funds and in negotiations with international finance institutions shall be the Habitat II National Action Plan - Turkey. Within this framework:

(375) Letter of the Prime Minister's Undersecretariat for the Treasury.

(376) View of the Ministry of Public Works and Settlement.

a) Domestic sources including public and private sectors would be mobilised to create the funds required for investment in human settlement and the housing sector as envisaged in the National Action Plan, and foreign funds would be solicited for investment of such scale or in such fields as the former would remain inadequate. Priorities of the National Action Plan would be kept in mind in utilising such foreign resources.

b) Target populations in utilising foreign funds would be selected in view of priorities in the National Action Plan. The characteristics and in particular the purchase power of the target populations envisaged in the National Action Plan shall be taken as the basis where such funds are to be used as subsidies.

After specifying priorities and target populations within this framework, foreign funds shall be utilised in accordance with the principles below:

a) Reliable finance institutions which provide special support for projects and programmes of social or environmental benefit shall be encouraged to take interest in Turkey's requirements in these fields and to provide loans under suitable terms and conditions to satisfy such requirements.

b) Low-interest and long-term foreign loan opportunities shall be preferred in meeting foreign funding requirements. Particular attention shall be placed on obtaining suitable terms and conditions for the foreign funds utilised.

c) Benefits derived from investments where foreign funds are utilised must be capable of responding to social expectations rather than serving individual interests and expectations.

Legal arrangements shall be made to enlarge the opportunities of non-governmental organisations to enter into direct application and transfer of foreign funds.(377)

d) Social actors to be enabled according to the National Action Plan shall be turned into direct users of foreign funds from the international finance system. These actors shall be institutionally consolidated and co-ordinated within the framework of the Build-Operate-Transfer (BOT) Law of 1994 so that local administrations in particular may attract foreign private investors within the framework of such law. BOT shall be considered as an alternative mode of finance for urban infrastructure projects.

e) Foreign funding of the housing sector should be envisaged only for the building of social housing and related infrastructure. Municipalities, co-operatives, and similar social actors in this field should be encouraged to raise funds through this method. Co-ordination in this field, including the function of a guarantor, should be provided by the Housing Development Administration and/or Emlak Bank of Turkey.

3. EXPECTATIONS FROM INTERNATIONAL FINANCE SYSTEMS

The Turkish National Committee and the Government of the Republic of Turkey consider the Habitat II Conference as an opportunity to ensure that the international finance systems provide more adequate funding to meet the financing requirements of human settlements and the housing sector, and desire the development and adoption of innovative and binding proposals which will contribute to an improvement in this field.

(377) Foundation for the Support of Women's Work.

The Turkish National Committee and the Government of the Republic of Turkey also expect multi-lateral finance institutions in particular to become institutionally organised and adopt a policy of procedural flexibility whereby they can co-operate with local actors outside the central administration in line with the principles and decisions adopted at the Habitat II Conference.

Improvements are needed in the terms and conditions of financing provided in connection with disasters by international organisations that provide financing related to natural disasters such as the World Bank and European Council Social Development Fund. The World Bank follows the same procedure of finance with respect to natural disasters as it follows in other projects. This hinders rapid effectuation.

Credit conditions of international finance institutions should be changed for emergency relief, rehabilitation and reconstruction projects after disasters. These loans should be readily available, the proportion of loans to total cost should be increased, and repayment conditions should be improved. The creation of a World Disaster Fund by international organisations should be considered as a more radical project. This fund would be interfaced with the UN for use in financing emergency relief, rehabilitation and reconstruction projects after disaster.(378)

4. TURKEY'S FOREIGN AID FOR HUMAN SETTLEMENTS AND HOUSING

Turkey provides financial assistance for human settlements and housing to member countries of the Commonwealth of Independent States. After the USSR was dissolved, migrations are now taking place between countries of the Commonwealth of Independent States (CIS). Turkey provides aid for the building of 1.000 new housing units in Crimea for the settlement of Crimean Tatars who had been deported under the USSR and who have now returned to Crimea, as well as the completion of the building of a large number of housing units the construction of which had been suspended because of financial bottlenecks.

Turkey's know-how and experience in the housing and construction industry is thus being transferred to CIS countries through housing development projects undertaken in CIS countries by Turkish construction companies.

The Turkish Co-operation and Development Agency (TİKA) is in the process of producing a regional project with contributions from the United Nations Development Programme (UNDP) to ensure effective participation by many of the member countries of the Commonwealth of Independent States in Habitat II Conference, as well as comprehensive co-operation among them after the conference. Albania, Azerbaijan, Georgia, Kazakstan, Kirghizistan, Moldova, Uzbekistan, Tadzhikistan, Turkey, Turkmenistan and Ukraine are taking part in the project which will include support for such activities as human settlements and urban development, environmental management, participation of women in regional development projects, and preparation of urban statistics. The first activity within the framework of the project was the Habitat II Regional Preparation Meeting in October 1995. This meeting decided to prepare a common approach for presentation to the Habitat II conference and formed a working group for this purpose. The second meeting of the working group was held in January in 1996, which was attended also by representatives from the Republic of Bosnia-Herzegovina where major losses and destruction had been suffered by the cities and the people. A Regional report was prepared at the meeting for presentation to Habitat II.

(378) View HDA (Housing Development Administration).

(379) View of TİKA (Turkish Co-operation and Development Agency)

APPENDIX 1

URBAN INDICATORS

MODULE 1. POVERTY, EMPLOYMENT AND PRODUCTIVITY

INDICATOR 1: Households below the poverty line

EXPLANATION: Percentage of households situated below the poverty line.

**THE NUMBERS OF HOUSEHOLDS BELOW THE POVERTY LINE,
1987 (INDICATOR 1&2)**

SETTLEMENTS	NUMBER OF HOUSEHOLDS	PERCENTAGE OF HOUSEHOLDS	PERCENTAGE OF FOOD EXPENDITURE
TURKEY	2.153.368	19	44,9
URBAN	580.450	10	40,8
RURAL	1.572.918	30	46,7

INDICATOR 2: Poor household's expenditure on food

EXPLANATION: Average share of expenditure on food by households below the poverty line.

DATA SOURCES: Household's Income and Consumption Expenditures Survey Results, STATE INSTITUTE OF STATISTICS, 1987

INDICATOR 3: Income Disparity

EXPLANATION: Ratio of income of the highest 20% of households to income of lowest 20%

INCOME DISPARITY TURKEY 1987 (*)

HOUSEHOLD PERCENTAGES	TOTAL NUMBER OF HOUSEHOLDS	TOTAL MONTHLY INCOMES (TL)	INCOME PERCENTAGES
LOWEST 20%	2.209.512	177.559	5,24
HIGHEST 20%	2.209.512	1.692.009	49,94
INCOME DISPARITY RATIO 9,53			

INCOME DISPARITY (ANKARA URBAN) 1994 ()**

HOUSEHOLD PERCENTAGES	TOTAL NUMBER OF HOUSEHOLDS	TOTAL MONTHLY INCOMES (TL)	INCOME PERCENTAGES
1. 20%	130.901	734.435	7,15
5. 20%	130.901	4.359.600	42,47
INCOME DISPARITY RATIO 5,94			

DATA SOURCES: (*) Household's Income and Consumption Expenditures Survey Results, STATE INSTITUTE OF STATISTICS, 1987.

(**) Household's Income and Consumption Expenditure Survey Preliminary Results, STATE INSTITUTE OF STATISTICS, 1994

INDICATOR 4: Employment Growth

EXPLANATION: Average annual growth rate of the number of employed men and women, aged 15 and above, during the last 5 years.

EMPLOYMENT (1990-1995)

(1000)

YEARS	TURKEY			URBAN			RURAL		
	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE
1990	18.539	12.902	5.637	7.716	6.512	1.204	1.0823	6.390	4.433
1991	18.860	13.039	5.821	7.742	6.581	1.161	1.1118	6.458	4.660
1992	18.710	13.067	5.643	7.946	6.736	1.211	1.0764	6.331	4.433
1993	19.092	13.382	5.711	8.253	6.895	1.358	1.0839	6.487	4.353
1994	19.472	13.534	5.938	8.541	7.072	1.469	1.0932	6.462	4.470
1995*	20.170	14.062	6.108	8.786	7.299	1.487	1.1384	6.763	4.621
YEARLY GROWTH RATE %	1,69	1,72	1,60	2,60	2,28	4,22	1,01	1,13	0,83

*1995 Estimated (April)

DATA SOURCES: Labour Statistics, STATE INSTITUTE OF STATISTICS

INDICATOR 5: Informal /Undeclared Employment

EXPLANATION: Percentage of the employed population whose activity is part of the informal sector.

Percentage of Informal Employed : 15.04

Ankara: 5,4% İstanbul:3,7% İzmir: 4,6%

DATA SOURCES: DPT (İ. Alpar, S. Yener) Gecekondu Araştırması, Ankara, 1991.

Ankara: 5,5% İstanbul: 6,5% İzmir: 4,7% Gaziantep:3,6%

DATA SOURCES: Tansı Şenaylı: "Örgütlenmeyen Nüfusa Örgütlü Çözüm: Çözünsüzlük"

Konut Araştırmaları Sempozyumu, Ankara, TOKİ, 1995

INDICATOR 6: City product per head

EXPLANATION: This indicator couldn't be obtained directly. It is predicted by using secondary data..

GNP	1990	1991	1992	1993	1994
IN PURCHASER PRICE \$	2682	2621	2708	3004	2193
(A)	1,51	1,54	1,46	1,55	1,53
(B)	0,37	0,36	0,38	0,3	0,34

(A) RATIO OF VALUE ADDED PER CAPITA IN NON-AGRICULTURAL EMPLOYMENT TO VALUE ADDED PER CAPITA IN TOTAL EMPLOYMENT

(B) RATIO OF VALUE ADDED PER CAPITA IN AGRICULTURAL EMPLOYMENT TO VALUE ADDED PER CAPITA IN TOTAL EMPLOYMENT

1994 GNP PER URBAN RESIDENT: 3.290 \$

1994 GNP PER RURAL POPULATION: 790 \$

1994 GDP PER INHABITANT IN ANKARA PROVINCE: 3.202 \$

DATA SOURCES: *Turkish Economy: Statistics and Interpretations, April 1995, STATE INSTITUTE OF STATISTICS.*

MODULE 2. SOCIAL DEVELOPMENT

INDICATOR 7: Life expectancy at birth

EXPLANATION: Average number of years a new born baby (e0) would live if patterns of mortality prevail for all people at the time of birth were to stay the same throughout his/her life..

LIFE EXPECTANCY AT BIRTH (1994)

YEARS	1970-1975		1975-1980		1980-1985		1985-1990		1990	1995
	e0	e5	e0	e5	e0	e5	e0	e5	e0	e0
FEMALE	57,30	64,00	59,37	66,05	61,32	65,45	67,26	67,60	69,0	70,3
MALE	52,99	60,85	54,78	61,50	56,88	62,00	62,67	63,70	64,4	65,7
TOTAL	55,09		57,01		59,04		64,91		66,7	67,9

e0: life expectancy at birth

e5: life expectancy at the fifth birthday of the child

DATA SOURCES: *Population of Turkey " STATE INSTITUTE OF STATISTICS, 1994*

INDICATOR 8: Infant mortality rate

EXPLANATION: Proportion of children who die before reaching their fifth birthday.

INFANT MORTALITY RATE (5q0) (PER THOUSAND)

1965-1970	1970-1975	1975-1980	1980-1985	1985-1990	1989-1993
200	212	167	142	82	61*

* Population of Turkey and Health Research, 1993, UNIVERSITY OF HACETTEPE

INFANT MORTALITY RATE(*)

	1972	1977	1982	1987	1991	1994
PER THOUSAND	139	126	109	67	51	47

(*) Proportion of children who die before reaching their first birthday

DATA SOURCES: Population of Turkey and Health Research, 1993, UNIVERSITY OF HACETTEPE
7th Five Years Development Plan, STATE PLANNING ORGANIZATION, 1994**INDICATOR 9: Infectious diseases.**

EXPLANATION: Percentage of deaths due to infectious diseases

INFECTIOUS DISEASES (*)

	1989	1990	1991	1992	1993	1994
TOTAL DEATH	150.475	150.292	150.925	155.106	157.323	163.232
DEATH FROM INFECTIOUS DISEASES	6.084	6.449	5.359	5.286	5.193	5.186
RATIO(%)	4,04	4,29	3,55	3,41	3,30	3,18

(*) Province and district centers only.

DATA SOURCES: Death statistics, STATE INSTITUTE OF STATISTICS, 1994

INDICATOR 10: Total fertility rate

EXPLANATION: Average number of children expected for each woman of childbearing age

TOTAL FERTILITY RATE

1965-1970	1970-1975	1975-1980	1980-1985	1985-1990	1990-1995
5,70	5,59	5,05	4,11	3,29	2,70

DATA SOURCES: Population of Turkey, STATE INSTITUTE OF STATISTICS, 1994.

INDICATOR 11: Adult literacy rate

EXPLANATION: proportion(%) of adults who can read and write a simple paragraph about their everyday life.

URBAN LITERACY RATE FOR 15 AND ABOVE AGES 1990

	TURKEY	URBAN*
FEMALE	71,98	78,73
MALE	88,81	92,50
TOTAL	80,49	85,86

* Province and district centers only

DATA SOURCES: "Census of Population", STATE INSTITUTE OF STATISTICS, 1990.

INDICATOR 12: School enrollment rate

EXPLANATION: Percentage of eligible age by sex who are enrolled in primary and secondary schools

SCHOOL ENROLLMENT RATES OF TURKEY

	1993-1994		1994-1995	
	MALE	FEMALE	MALE	FEMALE
PRIMARY(6-10 age)	93,47	89,26	92,63	88,62
SECONDARY(11-13 age)	75,29	53,11	76,03	54,48
HIGH SCHOOL(14-16 age)	56,05	37,11	58,98	39,45

DATA SOURCES: National Education, STATE INSTITUTE OF STATISTICS, 1995

INDICATOR 13: Mean years of schooling

EXPLANATION: Number of years spent in full time education or equivalent by adults

MEAN YEARS OF SCHOOLING (*) 1990		
TOTAL	MALE	FEMALE
6,76	7,00	6,40

(*)25+ age group were used in calculation of Indicator 13.

DATA SOURCES: *Population and Demography Analysis, STATE INSTITUTE OF STATISTICS, 1994.***INDICATOR 14: Education cost**

EXPLANATION: Mean cost per annum in US dollars to parents for a child in a primary or a secondary school.

EDUCATION COST 1995-1996

	EDUCATION COST IN PRIVATE SCH. (*)	EDUCATION COST IN PUBLIC SCH.
PRIMARY	\$ 1.889	\$ 24,44
SECONDARY	\$ 2.333	\$ 40,00

(*) This cost contains the cost of catering and school bus as well.

DATA SOURCES: *Ministry of National Education, 1995-1996.*

NUMBER OF ENROLLMENT		ENROLLMENT RATE %
TOTAL	9.651.072	100,00
PRIVATE	109.999	1,14

INDICATOR 15: School classrooms

EXPLANATION: Number of school children per classroom in primary and secondary schools.

NUMBER OF CHILDREN PER CLASSROOM IN TURKEY (1994-1995)

	NUMBER OF SCHOOLS (A)	NUMBER OF ENROLLMENT (B)	NUMBER OF CLASSROOMS (C)	(C)/(A)	(B)/(C)
PRIMARY	48.429	6.466.648	277.323	5,73	23,32
SECONDARY	8.897	2.674.986	63.405	7,13	42,19

NUMBER OF CHILDREN PER CLASSROOM IN URBAN AREAS(1994-1995)

	NUMBER OF SCHOOLS (A)	NUMBER OF ENROLLMENT (B)	NUMBER OF CLASSROOMS (C)	(C)/(A)	(B)/(C)
PRIMARY	8.096	4.277.490	117.077	14,46	36,54
SECONDARY	5.174	2.347.080	51.195	9,89	45,85

DATA SOURCES: *National Education Statistics, STATE INSTITUTE OF STATISTICS, 1995.*

INDICATOR 16: Hospital beds

EXPLANATION: Number of persons per hospital bed.

NUMBER OF PERSON PER HOSPITAL BED 1993-1994

	1993	1994
NUMBER OF HOSPITAL BEDS	147.774	150.662
NUMBER OF PERSONS PER HOSPITAL BED	405	406

DATA SOURCES: Developments in Social and Economic Sectors, STATE PLANNING ORGANIZATION, 1994.

INDICATOR 17: Crime rates

EXPLANATION: Number of reported crimes annually per 1000 population

CRIME RATE 1994

	NUMBER	PER 1000
MURDER	3.052	0,0504
THEFTS	6.086	0,1005

DATA SOURCES: Judicial Statistics', STATE INSTITUTE OF STATISTICS, 1994.

INDICATORS 18: Single parent households

EXPLANATION: Percentage of households consisting of a family nucleus with a father or a mother with one or more children

SINGLE PARENT RATIO IN TURKEY, 1990

AVERAGE SIZE OF A SINGLE PARENTS HOUSEHOLD	RATIO OF SINGLE PARENT HOUSEHOLDS(%)
3.03	3.61

DATA SOURCES: Analysis of Demography and Population, STATE INSTITUTE OF STATISTICS, 1994

MODULE 3. INFRASTRUCTURE

INDICATOR 19: Household connection levels

EXPLANATION: Percentage of households with access to potable water, sewerage, electricity, and telephone

HOUSEHOLD CONNECTION LEVELS 1987(*)

	WATER	SEWERAGE (**)	ELECTRICITY	TELEPHONE
NUMBER OF HOUSEHOLDS CONNECTED TO.....	5.489.229	5.795.675	5.786.053	1.970.649
NUMBER OF HOUSEHOLDS IN URBAN AREAS	5.804.496	5.804.496	5.804.496	5.804.496
%	94,56	99,84	99,68	33,95

(**) It shows the total connections: Individual and communal

HOUSEHOLD CONNECTION LEVEL (ANKARA URBAN) 1994(***)

	WATER	SEWERAGE	ELECTRICITY	TELEPHONE
NUMBER OF HOUSEHOLDS CONNECTED	646.571	611.549	654.508	584.095
%	98,79	93,44	100,00	89,24

DATA SOURCES: (*) Households Income and Consumption Expenditures Survey Results, STATE INSTITUTE OF STATISTICS, 1987.

(***) Households Income and Consumption Expenditures Survey Preliminary Results, STATE INSTITUTE OF STATISTICS, 1994

INDICATOR 20: Access to potable water .

EXPLANATION: Percentage of households with access to potable water

POTABLE WATER IN URBAN AREAS

	1990
(1)	97,7
(2)	85,0

(1) PERCENTAGE OF HOUSEHOLD CONNECTED TO THE POTABLE WATER NETWORK (URBAN)

(2) PERCENTAGE OF HOUSEHOLD CONNECTED TO THE POTABLE WATER NETWORK (RURAL)

DATA SOURCES: BANK OF PROVINCES, Unpublished Report, 1995

INDICATOR 21: Consumption of water

EXPLANATION: Average consumption of water in liters per day per person

WATER CONSUMPTION 1993

	PRODUCED (lt./day per person)	CONSUMED (lt./day per person)
ADANA	344,91	160,34
ANKARA	234,94	140,67
ANTALYA	166,46	105,43
BURSA	284,96	112,68
DIYARBAKIR	106,77	94,44
ERZURUM	252,98	167,04
ESKISEHIR	109,74	78,39
GAZIANTEP	170,50	84,43
İÇEL	253,83	101,07
İSTANBUL	228,75	124,92
İZMİR	246,41	98,56
KAYSERİ	402,52	379,68
İZMİT	303,01	204,24
KONYA	266,90	121,41
SAMSUN	201,99	107,75
AVERAGE OF 15 CITIES	238,31	128,73
NATIONAL URBAN AVERAGE	202,04	110,88

DATA SOURCES: "Gas and Water Statistics" STATE INSTITUTE OF STATISTICS, 1993.

INDICATOR 22: Median price of water

PRICE OF WATER 1995

	RESIDENTIAL less than 10m ³	RESIDENTIAL 10m ³ -20m ³	RESIDENTIAL above 20m ³	INDUSTRY less than 10m ³	INDUSTRY 10-20m ³	INDUSTRY above 20m ³
ISTANBUL TL	15.000	35.000	35.000	40.000(5m ³)	100.000(5-10m ³)	150.000(10m ³)
.....\$	0,30	0,78	0,78	0,89	2,22	3,33
IZMIR TL	10.500	20.500	35.000	35.000(10m ³)	47.000(10-20m ³)	52.000(20m ³)
.....\$	0,23	0,46	0,78	0,78	1,04	1,15
BURSA TL	27.000	65.000	65.000	102.000(10m ³)	102.000(10m ³)	102.000(10m ³)
.....\$	0,6	1,44	1,44	2,27	2,27	2,27
ANKARA TL	12.000	30.000	40.000	81.000(15m ³)	105.000(15m ³)	105.000(15m ³)
.....\$	0,27	0,67	0,89	1,80	2,33	2,33

DATA SOURCES: ASKI, BUSKI, ZSU, SKI 1995.

INDICATOR 23: Sewerage disposal

EXPLANATION: Proportion of households with following types of latrine facilities

IN URBAN AREAS SEWERAGE NETWORK CONNECTIONS OF HOUSES 1990

	PERCENT
CONNECTIONS FULLFILLING TECHNICAL SEWERAGE STANDARTS	23,60
CONNECTIONS WITHOUT FULLFILLING TECHNICAL SEWERAGE STANDARTS	58,50
PHOSEPTIC	8,81
OTHERS	9,09

DATA SOURCES: BANK OF PROVINCES, Unpublished Report, 1995.

INDICATOR 24: Electricity price

	industry(active)	industry(reactive)	residential
ELECTRICITY PRICE	3.395	1.698	3.250
.....(\$)	0.075	0.037	0.072

DATA SOURCES: Turkish Electricity Agency 1995, September.

INDICATOR 25: Power cuts

EXPLANATION: Average number of interruptions to power supply per month

NOTES: There is no regular information.

MODULE 4. TRANSPORT

INDICATOR 26: Modal split

EXPLANATION: Proportion of work trips undertaken by car, train, bus or mini bus, nonmotorised, other

PERCENTAGE OF MODAL SPLIT

	ISTANBUL 1985*	ANKARA 1985**	ESKISEHIR 1990***	ANTALYA 1995****
SUBURBAN TRAIN	3,39	2,05	-	-
JITNIES	3,94	-	-	-
BUS	18,25	24,59	40,70	11,48
BLUE BUS	9,15	7,79	-	-
MINIBUS-MIDIBUS	22,05	23,90	21,10	29,67
TAXI+JITNY	15,96	11,27	12,00	2,83
PRIVATE CAR	19,31	21,86	12,30	26,01
SERVICE VEHICLE	4,57	5,12	6,00	20,04
OTHERS	2,62	3,41	7,80	9,61

THE REMAINDER OF INDICATOR 26: Proportion of work trips undertaken by car, train, bus or mini bus, nonmotorised, other.

PERCENTAGE OF PEDESTRIAN TRIPS IN THE INTRA-URBAN TRANSPORTATION

	ISTANBUL 1985	ANKARA 1985	ESKISEHIR 1990	ANTALYA 1995	IZMIR 1990	ADANA 1990	BURSA 1990
BY VEHICLE	72,33	81,10	50,00	77,50	59,00	63,70	50,00
PEDESTRIAN	28,67	19,00	50,00	22,50	41,00	36,30	50,00

DATA SOURCES:

"*Innercity Transportation Study*", STATE PLANNING ORGANIZATION, 1985-1990.

**Ilhan Tekeli "Yazelli Yilda Toplu Ulasim" Istanbul, 1992 sayi 2.*

***Ilhan Tekeli "Development of Intra-urban Trips and Their Organisation in Ankara" Ed. Mubeccel Kiray: Structural Change in Urban Society, Indiana University Turkish studies, in 1991.*

****Cüneyt Elker: Antalya Ulasim Planlamasi, Nisan 1995.*

INDICATOR 27: Travel time

EXPLANATION: Average time in minutes for a work trip

AVERAGE TRAVEL TIME

	(minute)
ANKARA (1985)	34
ISTANBUL (1985)	49
IZMIR (1990)	33
ADANA (1991)	30
BURSA (1990)	22

DATA SOURCES: "*Innercity Transportation Study*", STATE PLANNING ORGANIZATION, 1985-1990.

INDICATOR 28: Transport fatalities

EXPLANATION: Proportion of deaths per thousand in the last year due to transport related causes in cities.

PROPORTION OF DEATH (per thousand)

	1991	1992	1993	1994	1995*
TURKEY (URBAN)	0,085	0,083	0,086	0,072	0,058
ANKARA	0,087	0,049

(*) It shows preliminary results

DATA SOURCES: Ministry Of Internal Affairs, General Directory of Inner Security, Traffic Statistics 1994.

INDICATOR 29: Fuel price

FUEL PRICE (U) 1995

PER L.	PETROL	DIESEL	LPG
FUEL PRICE (TL)	27.980	19.560	11.853
FUEL PRICE (\$)	0.62	0.43	0.26

DATA SOURCES: STATE INSTITUTE OF STATISTICS 1995 June

INDICATOR 30: Transport fuel consumption

EXPLANATION: Annual number of liters per person of transport fuel consumed

TRANSPORT FUEL CONSUMPTION 1994

	PETROL	DIESEL	TOTAL 1	POPULATION OF TURKEY 2	1/2
TOTAL CONSUMPTION IN METRIC TONS	3.556.000	7.645.000	11.201.000	61.110.000	0.18

DATA SOURCES: "Road Statistics", STATE INSTITUTE OF STATISTICS, 1994.

INDICATOR 31: Roads in poor repair

EXPLANATION: Percentage of roads which are deemed to be in poor repair.

(There is no information)

INDICATOR 32: Expenditure on road infrastructure

EXPLANATION: Per-capita expenditure in US dollars on roads.

(There is no information)

INDICATOR 33: Automobile ownership

EXPLANATION: Ratio of automobiles to people in driving age

AUTOMOBILE OWNERSHIP TURKEY 1995(*)

POPULATION IN DRIVING AGE	NUMBERS OF AUTOMOBILES	RATIO PER 1000 PERSONS
37.691.000	3.058.511	81,1

AUTOMOBILE OWNERSHIP (ANKARA URBAN) 1994()**

TOTAL NUMBER OF HOUSEHOLDS (1)	NUMBER OF AUTOMOBILES	RATIO PER 100 HOUSEHOLDS
654,508	179,025	27,35

(1) Average household size is 4 persons

DATA SOURCES: (*) Road Statistics, STATE INSTITUTE OF STATISTICS, 1995

(**)Households Income and Consumption Expenditures Survey Preliminary Results, STATE INSTITUTE OF STATISTICS, 1994.

INDICATOR 34: Public transport seats.

EXPLANATION: Number of public transport seats per 1000 population.

PUBLIC TRANSPORT SEATS 1988

	ISTANBUL	ANKARA	IZMIR	KONYA	ESKISEHIR
POPULATION (A)	6,310,000	2,511,000	1,691,000	509,000	407,000
MUNICIPAL BUS	1,798	896	844	157	92
SERVICE BUS	1,000	1,500	-	-	269
BLUE BUS	1,000	200	35	-	-
MINIBUS	5,000	1,881	6,509	496	201
JITNEY	1,000	-	1047	-	130
TAXI*	15,000	7,200	2,020	820	420
TOTAL SEAT (B)	261,920	130,174	126,286	13,224	18,164
SEATS PER 1000 POPULATION (A/B)	41,51	51,84	75,81	26,04	44,62

DATA SOURCES: Compiled from STATE PLANNING ORGANIZATION 1988

*Taxi seats are not included

MODULE 5. ENVIRONMENTAL MANAGEMENT

INDICATOR 35: Percentage of waste water treated

EXPLANATION: Percentage of all wastewater undergoing some form of treatment.

AMOUNT OF WASTEWATER AND WASTEWATER TREATED

TOTAL AMOUNT OF WASTEWATER DISCHARGED (m ³ /year)	TOTAL AMOUNT OF WASTEWATER TREATED (m ³ /year)	%
1 033 501,297	209 508,941	20,27

DATA SOURCES: "Environment Statistics", STATE INSTITUTE OF STATISTICS, 1991.

INDICATOR 36: Percent of BOD removed

EXPLANATION: Average fraction of Biochemical Oxygen Demand removed in major wastewater receiving bodies

POLLUTION LOAD IN INDUSTRIAL WASTEWATER 1991

	HAVING NO WASTEWATER TREATMENT PLANT		HAVING WASTEWATER TREATMENT PLANT	
	NUMBER OF ESTABLISHMENTS	POLLUTION LOAD TON/YEAR	NUMBER OF ESTABLISHMENTS	POLLUTION LOAD TON/YEAR
SS	525	363,078	55	3,868
BOD	355	205,437	38	5,360
COD	335	1,493,166	59	39,776

BOD: biochemical oxygen demand

COD: chemical oxygen demand

SS: suspended solid

DATA SOURCES: "Environment Statistics", Industrial Wastes Statistics, STATE INSTITUTE OF STATISTICS, 1991.

POLLUTION LOAD IN DOMESTIC WASTE WATER 1990

	BOD	SS	NITROGEN (N)	PHOSFOR (P)
TON/YEAR	792,780	891,695	132,495	25,550

DATA SOURCES: "Environment Statistics", Industrial Wastes Statistics, STATE INSTITUTE OF STATISTICS, 1991.

Report of (TMA/OB) Chamber of Environmental Engineers

INDICATOR 37: Cost of wastewater treatment
 EXPLANATION: Average cost in US dollars per cubic meters = \$ 0,15

AVERAGE COST IN US DOLLARS PER CUBIC METERS

DOMESTIC WASTEWATER		INDUSTRIAL WASTEWATER	
COST OF INITIAL INVESTMENT	COST OF OPERATION	COST OF INITIAL INVESTMENT	COST OF OPERATION
120\$	0,04-0,05\$	(*)	---

NOTE: By biological methods of treatment

(*) Treatment cost of industrial wastewaters changes with respect to the quality of wastewater. For example, in the treatment of wastewater generated by textile industries, initial investment cost of it occurs between 150-200 m³/S and initial investment cost of wastewaters generated by leather industries occurs between 500-700 m³/S.

DATA SOURCES: Occupational Chamber of Environmental Engineering

INDICATOR 38: Solid waste generated per person in cubic meters per annum.

GENERATED WASTE QUANTITY 1993

	MUNICIPAL	INDUSTRIAL	POWER PLANTS
TOTAL (1000 tones)	22.315	5.379	12.250
PER.....	592 kg per/capita	25 per unit of GDP kg/\$1000	3861 per unit of energy (t/Mtoe)

DOMESTIC WASTES 1993(*)

	JULY		DECEMBER	
	SOLID WASTE (ton./mth)	PER CAPITA (gr/day)	SOLID WASTE (ton./mth)	PER CAPITA (gr/day)
ADANA	24.448	865	13.370	473
ANKARA	46.857	615	48.945	635
BURSA	16.293	613	21.092	793
DIYARBAKIR	4.385	365	2.996	250
IZMIR	35.421	723	23.717	484
ISLANTICI	109.745	554	101.972	514

* Household solid wastes trends survey and composition research, STATE INSTITUTE OF STATISTICS, 1993
 DATA SOURCES: Environmental indicators for Turkey", STATE INSTITUTE OF STATISTICS, 1980-1993.

INDICATOR 39: Disposal methods for solid waste
EXPLANATION: Proportion of solid wastes disposed

SOLID WASTE DISPOSAL METHODS 1991

	BURNING IN OPEN AREA	SEA DISPOSAL	LAKE DISPOSAL	RIVER DISPOSAL	COMPOST PLANT	BURIAL	LANDFILL	DUMPS	DUMPED TO AGRI FIELDS	BURNING AT MUNICIPALITY OPEN DUMPING	TOTAL
WASTE TON/DAY	1061,10	36,10	1,40	9035,80	1045,00	162,10	699,00	48909,30	20,50	166,20	61095,2
%	1,74	0,06	0,002	14,78	1,71	0,27	1,14	80,0	0,03	0,27	100,00

DATA SOURCES: *Municipal Solid Waste Statistic, STATE INSTITUTE OF STATISTICS, 1991.*

INDICATOR 40: Regular solid waste collection.

EXPLANATION: Proportion of households enjoying regular solid waste collection service.

REGULAR SOLID WASTE COLLECTION 1991

TOTAL NUMBER OF HOUSEHOLDS	HOUSEHOLDS WHOSE GARBAGES ARE COLLECTED	HOUSEHOLDS WHOSE GARBAGES ARE NOT COLLECTED
9.134.626	8.366.863	767.763
%100	%91,6	%8,4

DATA SOURCES: *Household Solid Wastes' Trends Survey and Composition Research, STATE INSTITUTE OF STATISTICS, 1993.*

INDICATOR 41: Energy usage per person

EXPLANATION: Total energy usage per annum per person in metric tonnes of coalequivalent

1,038 kg petrol/person
 1483,3 kg coal/person

NOTES: 1tonne petrol equivalent (tep) = 1.429 tonne coal equivalent (tec)

DATA SOURCES: *'Developments in Social and Economic Sectors', STATE PLANNING ORGANIZATION, 1994.*

INDICATOR 42: Housing on fragile land
EXPLANATION: Number of dwellings in the city which are located on land that is subject to natural disaster.

HOUSES ON FRAGILE LAND 1990

TOTAL NUMBER OF HOUSES 1990	NUMBER OF HOUSES ON FRAGILE LAND (*)	RATIO
11,188,636	2,349,000	20.99

(*) in areas which are subject to first degree earthquake hazards.
DATA SOURCES: Ministry of Public Works and Resettlement, 1990.

MODULE 6. LOCAL GOVERNMENT

INDICATOR 43: Government level providing service and type of supplier (check boxes)

SERVICE PROVIDED	LOCAL GOVERNMENT	NATIONAL GOVERNMENT	SEMI PUBLIC	PRIVATE
WATER	1	1	0	0
SEWERAGE	1	0	0	0
REFUSE COLLEC	1	0	0	0
ELECTRICITY	0	1	1*	1*
TELEPHONE	0	1	0	0
PUBLIC TRANS.	1	0	1	1
EMERGENCY	1	1	1	1**
ROAD MAINTENANCE	1	1	0	0
EDUCATION	0	1	1	1
HEALTH CARE	1	1	0	1
PUBLIC HOUSING	1	1	0	0
RECREATION/ SPORTS ACTV.	1	1	0	1

1 YES

0 NO

* ONLY DISTRIBUTION

** ONLY FOR AMBULANCE

DATA SOURCES: 'Special Commission Report for Local Governments', STATE PLANNING ORGANISATION, 1995

INDICATOR 44: Major sources of income

INDICATOR 44.1: Local government per capita income

PER CAPITA INCOME IN MUNICIPALITIES

	1990	1991	1992	1993
TOTAL REVENUE (BILLION TL)	6,472	11,544	21,430	48,569
PER CAPITA INCOME \$ (1)	62,88	67,88	74,97	101,90
PER CAPITA INCOME \$ (2)	109,98	123,89	137,36	186,87

(1) Calculated according to Current Exchange Rates

(2) Calculated according to Purchasing Power Parities

DATA SOURCES: Finance Statistics, STATE INSTITUTE OF STATISTICS

INDICATOR 44.2: Percentage of local government income by sources

INCOME SOURCE OF MUNICIPALITY

	1990 (%)	1991 (%)	1992 (%)	1993 (%)
MUNICIPAL SHARE OF TOTAL GENERAL BUDGET TAX REVENUE	51,35	53,72	50,52	44,90
MUNICIPAL TAXES	12,33	7,66	6,62	4,80
MUNICIPAL DUTIES	4,22	3,49	3,37	3,40
CONTRIBUTION OF EXPENDITURES	3,92	1,62	1,41	2,10
REVENUES & PROFITS OBTAINED FROM INSTITUTIONS & ENTERPRISES MANAGED BY MUNICIPALITIES	6,92	6,56	6,63	5,20
OTHER REVENUES WAGES AIDS & FUNDS	21,26	26,96	31,46	40,40

DATA SOURCES: Municipal Budgets Statistics, STATE INSTITUTE OF STATISTICS

INDICATOR 45: Per-capita capital expenditure

EXPLANATION: Capital expenditure in US dollars per person by local governments

PER CAPITA EXPENDITURES IN MUNICIPALITIES

	1990	1991	1992	1993
TOTAL EXPENDITURE (BILLION TL)	6,973	12,935	26,375	56,526
TOTAL INVESTMENT EXPENDITURE (BILLION TL)	1,190	2,366	5,988	13,708
PER CAPITA EXPENDITURE \$	1	67,74	76,06	91,74
	2	118,49	138,82	168,09
PER CAPITA INVESTMENT EXPENDITURE \$	1	11,56	13,91	20,83
	2	20,22	25,39	38,16
				52,74

(1) Calculated according to Exchange Rate

(2) Calculated according to Purchasing Power parities

DATA SOURCES: *Finance Statistics, STATE INSTITUTE OF STATISTICS*

INDICATOR 46: Ratio of debt service charge to total expenditure

EXPLANATION: Total principal and interest repaid, including bond maturations, as a percentage of total expenditure by local governments

RATIO IS 9,06 %

DATA SOURCES: *Financial Accounts of Municipalities and Special Provincial Administrations SIS, 1993*

INDICATOR 47: Elected and nominated councilors

EXPLANATION: Total number of elected and nominated local government representatives, per 10000 population, by sex.

ELECTED COUNCILORS 1994

	ELECTED COUNCILORS PER 10000 (MALE)	ELECTED COUNCILORS PER 10000 (FEMALE)
ANKARA	0,80	0,07
BURSA	0,96	0,01
ADANA	0,40	0,02
IZMIR	0,66	0,09
KAYSERI	1,26	0,02
ISTANBUL	1,75	0,04

ELECTED WOMEN COUNCILORS 1996

IN THE NATIONAL ASSEMBLY	IN THE CABINET	IN THE GENERAL PROVENCE ASSEMBLY	IN THE MUNICIPALITY ASSEMBLY	MAYOR
2,6	9,4	0,64	1,28	0,47

DATA SOURCES: *Ministry of Internal Affairs, General Directorate of Status and Problems of Women*

INDICATOR 48 : Control by higher levels of government.

CHECK BOXES IF THE ANSWER TO THE FOLLOWING QUESTIONS IS AFFIRMATIVE

CAN HIGHER LEVELS OF GOVERNMENT (NATIONAL) :	
(/)	CLOSE A LOCAL GOVERNMENT (e.g. appoint an administrator or new council , call new elections)
	Remove councillors from office ?
	ALL (*) SOME ()
CAN A LOCAL GOVERNMENT , WITHOUT PERMISSION FROM HIGHER GOVERNMENT :	
	* Set local tax level ?
	ALL (**) SOME ()
	Set user charges for services ?
	ALL (/) SOME ()
(/)	BORROW FUNDS ?
	Choose contractors for projects
	ALL (/) SOME ()
IS THE AMOUNT OF FUND TRANSFERS FROM HIGHER GOVERNMENTS KNOWN IN ADVANCE OF THE LOCAL BUDGET SETTING PROCESS	
(/)	TRANSFERRED FUND IS 56 % OF LOCAL BUDGET
* It is possible by the decision of the High Administrative Court on application of the Ministry of Internal Affairs	
** All kinds of taxes are set (and annulled) by laws	

INDICATOR 49: Local government employees

EXPLANATION: Total local government employees per 1000 population = 3,3

NOTES: It include full time and part time employees 1993

DATA SOURCES: "Special Commission Report for Local Governments", STATE PLANNING ORGANISATION, 1995

INDICATOR 50: Personnel expenditure ratio

EXPLANATION: Proportion of recurrent

Expenditure spent on wages =% 52 (1993)

DATA SOURCES: "Special Commission Report for Local Governments", STATE PLANNING ORGANISATION, 1995

INDICATOR 51: Contracted recurrent expenditure ratio
EXPLANATION: Proportion of recurrent expenditure spent on
 Contracted activity = % 22,76
DATA SOURCES: STATE INSTITUTE OF STATISTICS 1992

HOUSING INDICATORS

HOUSING AFFORDABILITY AND ADEQUACY

INDICATOR H1: House price to income ratio
EXPLANATION: Ratio of the median free-market price of a dwelling unit and the median annual household income

HOUSE PRICE TO INCOME RATIO 1993

	ANKARA	BOLU	MANISA	ISTANBUL
RATIO	5,3	5,2	6,3	5,0

DATA SOURCES: Turel, Ali (1993) - Center for Housing Research, METU, ANKARA

INDICATOR H2: House rent to income ratio
EXPLANATION: Ratio of the median annual rent of a dwelling unit and the median annual household income of renters.

HOUSE RENT TO INCOME RATIO 1987(*)

	WITH LODGEEMENT %	WITHOUT LODGEEMENT %
TURKEY	13,02	14,87
URBAN	15,50	17,06
RURAL	9,74	10,98

HOUSE RENT TO INCOME RATIO 1994()**

ANKARA	WITH LODGEEMENT %	WITHOUT LODGEEMENT %
	14,07	16,64

DATA SOURCES: (*) Households Income and Consumption Expenditures Survey Results, STATE INSTITUTE OF STATISTICS 1987

(**) Households Income and Consumption Expenditures Survey Preliminary Results, STATE INSTITUTE OF STATISTICS 1994

INDICATOR H3: Floor area per person

EXPLANATION: Median usable living space

FLOOR AREA PER PERSON 1987

URBAN	RURAL	TURKEY
20,29 m2	16,41 m2	18,25 m2

FLOOR AREA PER PERSON 1994()**

	TOTAL PERSONS	USABLE SPACE (M2)	M2/Capita
ANKARA URBAN	2.670.008	58.399.919	21,87

DATA SOURCES: (*) Households Income and Consumption Expenditures Survey Results, STATE INSTITUTE OF STATISTICS 1987

(**) Households Income and Consumption Expenditures Survey Preliminary Results, STATE INSTITUTE OF STATISTICS 1994.

INDICATOR H4: Permanent structures

EXPLANATION: Percentage of housing units located in structures expected to maintain their stability for 20 years under normal maintenance conditions

RATIO=69.35 (TURKEY)(*)

RATIO=68.39 (ANKARA)(**)

DATA SOURCES: (*) Census of Buildings-1984 STATE INSTITUTE OF STATISTICS 1984

(**) Households Income and Consumption Expenditures Survey Preliminary Results, STATE INSTITUTE OF STATISTICS 1994.

INDICATOR H5: Housing in compliance

EXPLANATION: Percentage of the total housing stock in compliance with current regulations

RATIO=77% (Estimated completions from construction permits)

RATIO=48% (occupancy permits)

DATA SOURCES: According to Construction Statistics, STATE INSTITUTE OF STATISTICS, 1970-1990

INDICATOR H6: Infrastructure expenditure

EXPLANATION: Total per capita expenditure by all levels of governments on infrastructure services during the current year

RATIO=66\$

NOTE: This figure can be realized by %20 lower due to budgetary constraints imposed by government

DATA SOURCES: Published investment program for state establishments 1995, Official Gazette

HOUSING PROVISION

INDICATOR H7: The housing credit portfolio

EXPLANATION: Ratio of mortgage loans to all outstanding loans in both commercial and government financial inst

DATA SOURCES: STATE INSTITUTE OF STATISTICS

HOUSING CREDIT RATIO 1990-1993				
	1990	1991	1992	1993
RATIO	7,76	9,35	11,76	12,0

INDICATOR H8: Housing production

EXPLANATION: Total number of housing units produced in previous year per 1000 population

DATA SOURCES: STATE INSTITUTE OF STATISTICS

HOUSING PRODUCTION PER 1000 PERSON 1990-1994					
	1990	1991	1992	1993	1994
PER 1000 POPULATION	7,8	8,2	8,3	8,6	7,7

INDICATOR H9: Housing investment

EXPLANATION: Total investment in housing (formal and informal) as a percentage of gross domestic product.

DATA SOURCES: STATE PLANNING ORGANIZATION

HOUSING INVESTMENTS 1990-1993				
	1990	1991	1992	1993
PERCENTAGE	4,1	3,7	3,7	4,1

NOTE: GNP is used in calculation

INDICATOR H10: The land development multiplier

EXPLANATION: Average ratio between the median land price of a developed plot at the urban fringe in a typical subdivision and the median price of raw land.

LAND DEVELOPMENT MULTIPLIER: 2.37 (NATIONAL AVERAGE)

LAND DEVELOPMENT MULTIPLIER: 3.07 (ANKARA)

DATA SOURCES: *Municipalities Survey, Planning Department, General Directory of BANK OF PROVINCES, TURKEY, 1996*

INDICATOR H11: Tenure distribution in Ankara

TENURE DISTRIBUTION IN ANKARA 1994			
TENANTS (EXCLUDING LODGEMENTS)	TENANTS IN LODGEMENTS	OWNER OCCUPIERS	OTHERS*
31,48	2,85	54,57	11,01

* Households who live without paying rent

DATA SOURCES: *Households Income and Consumption Expenditures Survey Preliminary Results, STATE INSTITUTE OF STATISTICS 1994.*