

A Participatory Spatial Planning Process: The Case of Bursa, Turkey

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1. Introduction

Spatial planning is a process of shaping places where people live and work and the settlements we live in (PPS 12, 2008). It plays a key role in supporting social, environmental and economic objectives and for sustainable communities. It aims to produce a vision for the future of settlements within the framework of national policy and regional strategies translate this vision into a set of priorities, programmes, policies, and land allocations together with the public sector resources and create a framework for private investment, coordinate the public sector components of this vision with other agencies and processes, create a framework to reduce the effect of climate change; and contribute to the achievement of sustainable development. It goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This includes policies which can impact on land use by influencing the demands, needs for development.

The Sustainable Community Strategy provides a tool to deal with the issues which have conflicts such as the economic, social and environmental issues. Building these factors into the community's vision in an integrated way is at the heart of creating sustainable development at the local level (PPS 12, 2008).

The city of Bursa (Turkey) has adopted a participatory strategic planning approach for spatial planning process. Greater Bursa Municipality has established a planning team who is representative of different sectors and themes . The planning team has been working on providing information and directing study groups. Planning team consist a group of approximately 100 people who is working on several sectors and themes. The head of sectors and themes are; Regional Evaluation (G.Erkut), Protection of Natural Heritage (A.C. Yıldızcı, E. Aksoy, E.Yüzer, F.Karaer), Protection of Cultural Heritage (N.Z. Gulersoy), Industrial Sector (M.Ocakci and C.Girtlioğlu), Service and Tourism Sector (H.Ciraci and F.Geziçi), Housing, Social Facilities and Quality of Life (F.Bolen and H.Turkoglu), Socio-demographic Characteristics (M.Güvenç), Transportation, Infrastructure, Logistics and Energy (H.Gerçek), Urban Risks (H.Turkoglu, E.Yuzer, R.Karagüzel, F.Karaer), Governance (A.Ataov, S.Osmay, M,Usun, A.Işık, U.Guvener).

2. Planning Process

2.1.History of Planning Process

Dynamic planning process became an urgent approach where the pressure on urban land is high. The relationships in urban and regional level and the necessity to establish harmony

between the local authorities in the same region encourage regional planning approach. In other words urban settlements located in the same region affected relations in regional level (outer dynamics) and independent settlements located in the same regions (inner dynamics).

In general regional spatial plans in Turkey, determine basic land-use and urban expansion decisions based on the natural characteristics of the region. In general the conflicts between the regional plans and master plans was one of the common issue in the planning process. Therefore regional plans are usually inadequate to protect the natural environment. The plans also did include appropriate tools to apply of sectoral development strategies in general. Designing regional plans in a strategic way using a participatory process should be necessary in every scale to avoid such problems (Turkoglu, Bölen ve Gezici, 2010).

In Turkey, there were important developments in spatial planning process in last 10 years. Regional Statistical Units and Regional Development Agencies were established according to the EU requirements. There are several changes for the preparation and approval process of the regional plans. Preparing regional plans were localised in 2005 (Law No: 5302) but according to the recent development the process change again and the preparation and approval process centralised again in 2011.

The city of Bursa is located Marmara Region in Turkey (Figure 1).

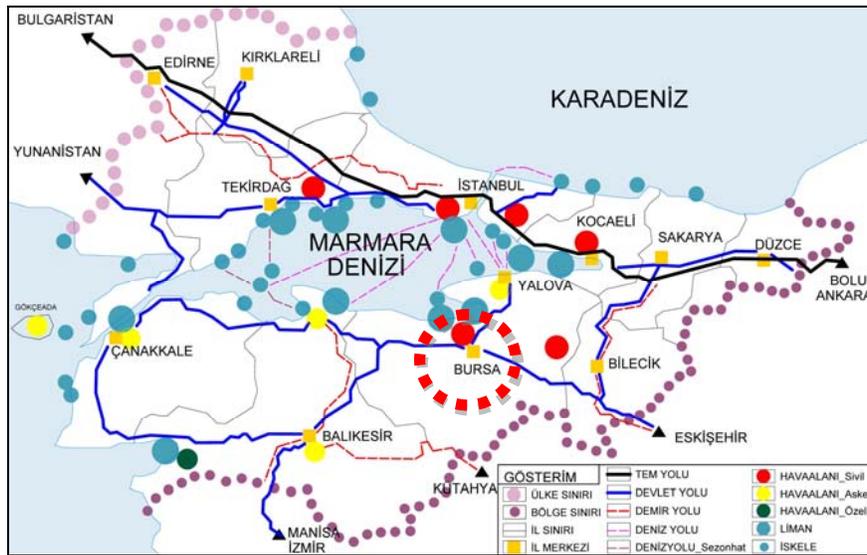


Figure 1: The location of City of Bursa

First Regional Plan of Bursa (Scale 1/100.000) was prepared and approved in 1988 with the prediction year of 2020. The 1998 Plan aims to create a sustainable and livable urban environment, to protect natural and cultural environment and to guide sectoral development. According to the 1998 plan agriculture, industry, commerce and tourism defined economic sectors and manufacturing industry plays an important role among the economic sectors. Based on the following necessities The city of Bursa decided to renew their regional plans (Türkoğlu, Bölen ve Gezici, 2010).

- Rapid population increase,
- Changing metropolitan boundaries and increases the number of local municipalities in the region,
- Contradictive decisions created by the local municipalities in the region,
- A need to have up to date version of the existing regional plan of Bursa,
- To define a new vision and sectoral development strategies according to changing global and regional and developments,
- Contradictive decisions created by different institutions,
- Changing preparation and approval procedure in planning,

h. A need to building an disaster resilience approach

2.2. Bursa Strategic Planning Process

The new regional plan for Bursa designed as strategic plan with a participatory approach. This approach has adopted two main principles.

First, all planning decisions have been generated based on the data which is provided during the planning process. To increase the applicability of the plan spatial and non-spatial data which is provided during the planning process is used to produce planning strategies. Objective and subjective data such as scientific data, defining vision, defining projects and actions were used together and the tools are defined to increase applicability of the planning decisions.

Second, the planning process is designed as participatory process. Participatory approach is relatively new in planning process especially in regional level in Turkey. Therefore Bursa is one of the pioneer to apply a participatory process in their planning experience. Participatory approach in planning is very important to increase community awareness, education, and capacity in the long period.

Regional Plan of Bursa (Scale 1/100.000) can be defined in short as **'defining their vision based on priorities of the cities, future development, natural thresholds, main economic sectors, and the way map and programs of sustainable, livable and resilient future as the product of common mind'**

Bursa Regional Plan (Scale 1/100.000) designed as parallel four sub process as strategic participatory planning process (Ataöv et al, 2011). These process includes following steps (Figure 2):

- 1) Participatory Planning Process;
- 2) Spatial Planning and Coordination;
- 3) Sectoral Analysis and Evaluation;
- 4) Communication and Dissemination.

Participatory Planning Process, Spatial Planning and Coordination, Sectoral Analysis and Evaluation and Communication and Dissemination processes support each other and provide a mechanism to produce common mind in planning process. Participatory methods and techniques were applied to the group works which are created as regional development, industry and agriculture, natural and historic heritage, commerce and tourism, transportation, infrastructure, energy and logistics, housing and quality of life, urban risks and governances. In each working group consists the representative of community organisations, local decision makers, technical personel and other local representatives.

Data production process starts with situational assesment, and continued with defining vision and strategic axis, objectives and strategies. The process ends with defining details and priorities of projects and actions. Spatial Planning Process was organised by **Planning Management Center** (PMC) established by Bursa Greater Municipality. In this process PMC organised participatory planning process, spatial planning and coordination, sectoral analysis and evaluation and communication and dissemination. Sectoral analysis and evaluation studies include analysis and evaluation of regional issues, natural characteristics, economic sectors, evaluation of existing plans and documents. PCM members evaluate the data which is produced during the participatory process in the several dialog meetings. The data which is produced in the process distributes to public. Several informative meetings organised by PMC.

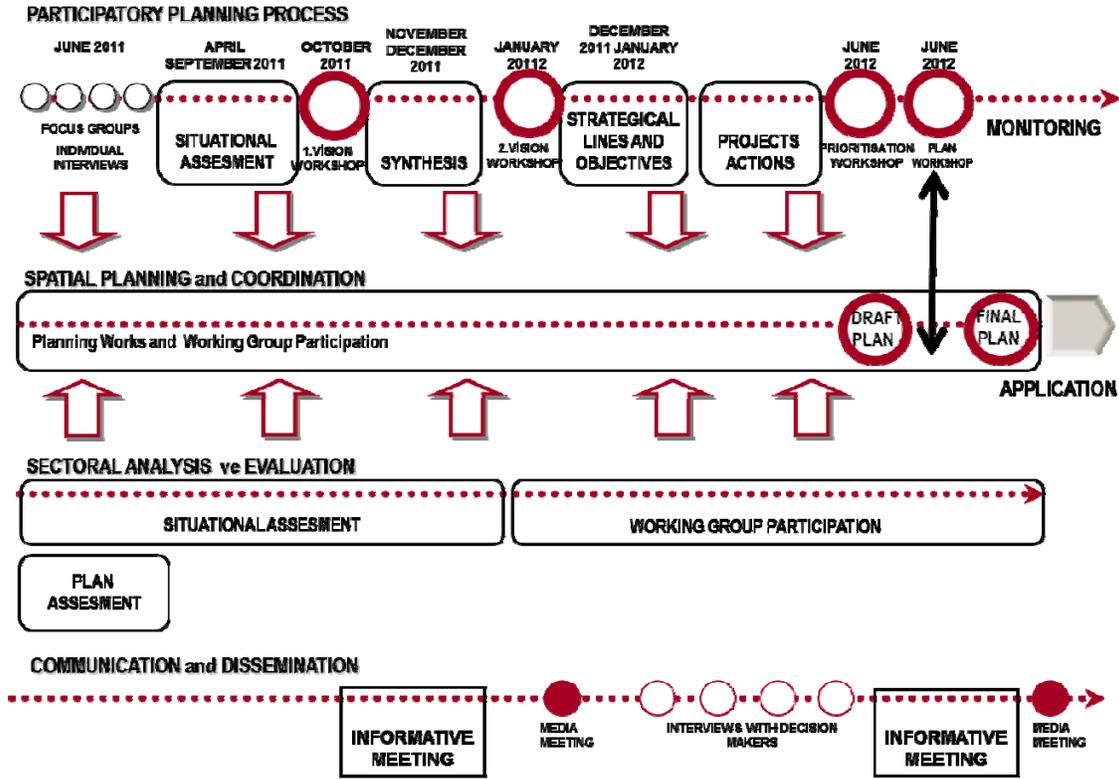


Figure 2: Participatory Planning Process of Bursa Regional Plan (Scale 1/100.000)

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