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**STRATEGIC APPROACH FOR INDUSTRIAL AREA DEVELOPMENT IN
GEBZE: FOCUSING ON INTERACTION IN PLANNING PROCESS**

Graduate Thesis By

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**T.C.
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**GEBZE'DE SANAYİ ALANLARININ GELİŞİMİNDE STRATEJİK YAKLAŞIM:
PLANLAMA SÜRECİNDE ETKİLEŞİM**

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Makbule Serap TAŐKIN tarafından hazırlanan GEBZE'DE SANAYİ ALANLARININ GELİŐİMİNDE STRATEJİK YAKLAŐIM: PLANLAMA SÜRECİNDE ETKİLEŐİM adlı bu tezin Yüksek Lisans tezi olarak uygun olduđunu onaylarım.

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ÖZET

GEBZE'DE SANAYİ ALANLARININ GELİŞİMİNDE STRATEJİK YAKLAŞIM: PLANLAMA SÜRECİNDE ETKİLEŞİM

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Bu çalışmada, Gebze'de sanayi alanlarının mekânsal gelişimi incelenmiştir. Sanayi alanlarının gelişimi, ülkesel ve bölgesel kalkınma için önemli bir araç olup, özellikle 1980 yılından itibaren başlayan serbest piyasa politikaları ile birlikte büyük ivme kazanmıştır. Gebze örneğinde ele alındığı üzere, plansız ve rastgele gelişen sanayileşme, kentlerin ve sanayi alanlarının sürdürülebilirliğini tehdit etmektedir. Bu çalışmanın amacı, Gebze'de sanayileşme süreci ve bu süreçte paydaşların etkileşimini, mikro ölçekte planlama aracı olan organize sanayi bölgeleri kapsamında, stratejik planlama yaklaşımı ile araştırmaktır. Günümüzde planlamanın paydaşlar için yapılması yerine, paydaşlar ile birlikte yapılması düşüncesi benimsenmektedir. Bu bağlamda, paydaşların etkin katılımı ve etkileşimi konusunda nerede olduğumuz incelenmiş, Gebze'nin kendi mekânsal gelişim sürecine bakılarak, stratejik planlama yaklaşımı ile Gebze'de mevcut durumu tartışılmıştır.

SUMMARY

STRATEGIC APPROACH FOR INDUSTRIAL AREA DEVELOPMENT IN GEBZE: FOCUSING ON INTERACTION IN PLANNING PROCESS

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This study is about spatial development of industry in Gebze. By 1980s open-door policies and market-led economies, development of industrial areas has been accelerated in a rapid pace. As examined in case study of Gebze, unplanned and spontaneous industrialization threatens the sustainability of urban and industrial areas. Today, strategic approaches find acceptance in urban literature with logic of “developing plans with stakeholders instead of developing plans for them”. In this context, this study aims to explore spatial development of Gebze industry with strategic planning process and stakeholders’ interaction tools - in particular on organized industrial zones. Through A case study is carried out to examine the stakeholder participation in planning phase of industrial area development to understand the forces behind transformation of Gebze. In the light of theories of strategic planning process and stakeholders’ interaction, Gebze industrialization is discussed to get in dept analyzes of spatial development of industry that is vitally important for industrialization attempts of Turkey through globalization.

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LIST OF ABBREVIATIONS

DOSB	: Dilovası Organized Industrial Zone
ESDP	: European Spatial Development Perspective
GOSB	: Gebze Organized Industrial Zone
GTO	: Gebze Ticaret Odası (Gebze Chamber of Trade)
KOSGEB	: Küçük ve Orta Büyüklükte İşletmeleri Geliştirme ve Destekleme Başkanlığı (Small and Medium Enterprises Development Organization)
KSO	: Kocaeli Sanayi Odası (Kocaeli Chamber of Industry)
OIZ	: Organized Industrial Zone
TOSB	: Taysad Organized Industrial Zone
UNCHS	: United Nations Centre for Human Settlements
UNEP	: United Nations Environment Programme
UNIDO	: United Nations Industrial Development Organization

INTRODUCTION

For many nations industrial growth had been a major policy in achieving economic development. Many state policies promoted the industrialization process that was vitally important for the welfare of the country. This also caused a shift from rural-to-urban settlements that have accelerated the process of urbanization in city centers and their hinterlands. However, the countries which adapted the philosophy that nature provide unlimited natural resources and can accommodate unlimited industrial capacity, have been suffered many environmental damages and many social conflicts. According to UNCHS report (2001b): “The implications of rapid urban growth include increasing unemployment, environmental degradation, lack of urban services, overburdening of existing infrastructure and lack of access to land, finance and adequate shelter. Managing urban environment sustainably will therefore become one of major challenges in future”.

Planning industrial areas is important because they have large impact on urban environments of many people. According to Graaf (2005): “It needs careful management to develop a product that performs well in the eyes of all stakeholders. Nowadays, there is a tendency to involve stakeholders in the planning process. The idea is that planners develop plans with the stakeholders instead of developing plans for them”. It refers to that planning of industrial areas has transformed from traditional planning systems to strategic approaches which promotes interactive participation of stakeholders. Clarke (1992) explained this as: “Traditional master plans have been mainly static in nature, attuned to a scenario of slow urban growth. Rapid population growth, lack of infrastructure and services, and shortages of funds and staff in a developing country city, require a more dynamic planning process”. Rakodi (2001) advanced the theory and suggests that the quality of urban planning and management should be improved by a stronger conceptualization, by moving away from inflexible blueprint plans towards a

combination of strategic and detailed action plans and programs. Commitments and inputs from a wide range of public and private organizations and individuals are the key for the successful implementation of strategies and plans (Wong et al., 2006).

The main subject of the study, Turkey industrialization process was a government led model that represented the state policy of continuous development of industrial areas. Since 1963 many regulations and development plans have been achieved in order to encourage the industrialization attempts and arrange the process of developing industrial areas in Turkey. This era came with the revision of anti-urbanized policies of state that resulted with rapid urbanization of cities around industrial areas. Turkey's industrialization policies embraced the establishment of organized industrial zones (OIZ) that was developed to encourage sustainable industrialization and decrease the regional disparities. Although OIZs have been developed as an urban policy tool to plan urban development, the urban congestion and unplanned urban development that were products of rapid industrialization, couldn't be satisfied through years. According to Balaban (2000), the reason behind failure of OIZs is lack of pre-planning; as OIZ implementation process strictly depends on state policies and regulations that discourage the democratic and well-attended planning process.

Being in the heart of industrialization attempts in Turkey, Gebze has been suffered deeply from this rapid industrialization process. Gebze developed as a focal point of industrialization attempts because of its proximity to Istanbul and transportation resources. The industrialization of Gebze was a government-led model that was devoid of pre-planning. The state policies encouraged the industrialization in forms of OIZ that was assumed to be model for planned industrialization in Gebze. The result is not satisfactory as Gebze has been suffering in many problems like urban congestion, environmental degradation and etc... Those were the results of the inability of planning. There are many reasons behind this.

Firstly, Gebze has been developed in high pressure of industrialists to find appropriate land to establish their manufactories. Thus, the planning culture in Gebze depends on forces of industrialists that decrease the effects of various stakeholders to the planning that local administrations and designers are barely participative through the process.

Secondly, the planning process of industrial areas is restrictively connected to regulations that limit the flexibility and transparency of plans. Additionally, the regulative planning tradition of Turkey prevents citizen participation in the planning process as well. Finally, Gebze has been sacrificed in globalization attempts of Istanbul toward being a competing metro pole. Thus, Istanbul has been rescued of industrialization damages by decentralization of industry to Gebze. The process was devoid of planning that predictions over Gebze industrialization capacity have been passed with the invasion of industry from Istanbul.

Gebze, as a rapidly industrialized district, has been run into many problems that have been emerged with contests of various stakeholders. Thus, inability of plans has become apparent that the need to change planning culture in order to meet demands of many stakeholders cannot be objected. However, little is known about the status of planning process and stakeholder's interaction in Gebze aside from legal procedure as limited studies have been achieved over the planning process of industrial areas since. Thus, the planning process and interaction through the process is undetermined issue that is critically important for establishment of sustainable industrialization.

AIM OF THE STUDY

Planning industrial areas is vitally important for sustainable growth of industrial areas and urban hinterlands around. So that, planning process has many effects on various stakeholders whose participation are urgent for the success of the planning. The strategic approach for participation of various stakeholders is considered vital for sustainable development of industrial areas with their hinterlands.

The aim of this study is to understand the planning process of industrial areas in Gebze in the light of strategic approaches and stakeholder participation concepts. Gebze pilot area is evaluated for this study because of being the focal point for planned industrialization attempts in Turkey by accommodating twelve OIZs in the district. Thus, Gebze is explored to get validate consideration of industrialization process and stakeholders interaction, focusing on Gebze OIZ foundations.

The findings of this study are expected to assist the improvement of planning model in industrial area development in Gebze; that can also provide inspiration for other regions. Outcomes are vitally important to raise awareness over the condition of planning process and stakeholders' interaction in strategic perspective. This study also is expected to contribute towards getting attention to dynamic concept of planning industrial areas that should be reconsidered from strategic perspective.

RESEARCH METHOD

The research method of this study is as follows:

1. In order to perform a holistic understanding of urban planning, urban planning has been reviewed through literature survey. The urban planning approaches and their transformation are presented and this transformation is explained through some examples around the world.
2. A comprehensive literature over strategic urban planning has also been achieved in detailed. Strategic urban planning model and stakeholder's analyzes techniques are investigated to structure the theory for case study analyzes. Therefore, this refers to analysis of ;
 - Planning process
 - Stakeholder analyzes
3. The industrialization process and organized industrial zones are investigated taking in to account the sources such as literature, reports of OIZ administrations and relevant reports. First, Turkey's industrialization is surveyed to get an overall picture of the status and then case of Gebze is analyzed.
4. In case study analyzes, three particular OIZs are examined through the theories of planning process and stakeholder's analyses. The required information for evaluation of cases is established from the sources like interviews, legislations and literature.
5. Interviews with various stakeholders have been carried out to understand the success of planning and stakeholder's participation in Gebze.

1. URBAN PLANNING CONCEPT

Urban planning is a complex process that needs to be understood holistically. Towards a balanced and sustainable development, EU member states have accepted the role of cities as motors driving nations ahead in global race. The reorganization of cities and their surroundings have become a crucial issue to achieve sustainable and competitive cities. In this chapter, the theory of urbanization and urban planning is briefly explained and the change in urban planning approaches at international level is described by ESDP (European Spatial Development Perspective) and other international reports. The content of this chapter continues with analyzing urban planning approaches developed until today and ends with explanation of today's planning approach.

This chapter explains the process of strategic urban planning, starting from urban planning concept and its transformation. The transformation of urban planning into strategic urban planning is analyzed in stakeholder concept which is the primary research area of this thesis.

Criticism of traditional urban planning has been commonplace since the 1970s. The ineffectiveness and inoperativeness of plans is commonly accepted in handling the dynamics of changing environment. The outcomes have been dragged a rethinking of planning process of urban areas. As Brechts reflects: "If horrible cities have been made following a plan that was because the plan was horrible, not because there was a plan." Planning has been criticized since by being inflexible and insufficient to handle with turbulent environment. Urban planning has been transformed in form of strategic urban planning, emphasizing the need of commissions for large-scaled projects to solve strategic issues concerning the foreseeable future.

1.1 HISTORY OF URBAN PLANNING APPROACHES

1.1.1 Theory of Urbanization

Urbanization is basically a process of change that generates numerous opportunities and challenges for cities. The most logical indicator of urbanization is change in the proportion of a population classified as urban. Urbanization is portrayed as the process of population concentration in which the ratio of the urban population on the population increases (Schwirian and Prehn, 1962).

As urbanization is a process of change, the outputs of process can be defined as increase in modes of behavior and in problems considered to be essentially urban.

Urbanization is regarded as a process of radiation of ideas and practices from urban centers into surrounding hinter lands. This contributes opportunities like economic development of urban areas whilst causing many problems like social congestion, shortage of housing and poverty.

The world population is rapidly becoming urbanized as the rural population gravitates towards cities. This causes unprecedented urban explosion in many cities. According to the report of UNEP (2008), nearly half of the world's population lives in urban areas, a figure which is expected to grow by 2 percent per year during 2000-15. The environmental aspect of this growth is explained in the same report as:

“Cities occupy just 2% of the world's surface but at the same time half of the worlds' population that consumes up to the three quarters of natural resources”.

Cities are considered in the form that is pivot of future global development. By the age of globalization that is forcing nations for reorganization of existing territories; many paradoxes have been occurred in new system of cities. Globalization has emerged new understanding on the basis of new global economy and culture. This is considered as “windows of opportunities” for many developed countries. However, developing countries have come to face with many challenges like marginalization, subordination, environmental crises and fragmentation of former territorial unity (UNEP, 2008).

Principle affect of globalization to urbanization is the creation of regions of both winner and losers. This output mainly has been observed in developing countries by causing a

great urban-to-rural population shift. Driving forces include the opportunities and services offered in urban areas – especially jobs and education. By the rapid growth of urban areas caused increased unemployment, environmental degradation, lack of urban services, overburdening of existing structure and lack of access to land, finance and adequate shelter (UNCHS, 2001).

Levels of urbanization are correlated with national income – the more developed countries are already mostly urbanized – and in almost every country, urban areas account for a disproportionate share of gross national product (GDP).

The population of major cities of the world is increases inevitability and Istanbul edges in this pace. The population of Istanbul compared to other global cities is shown in Figure 1.1.

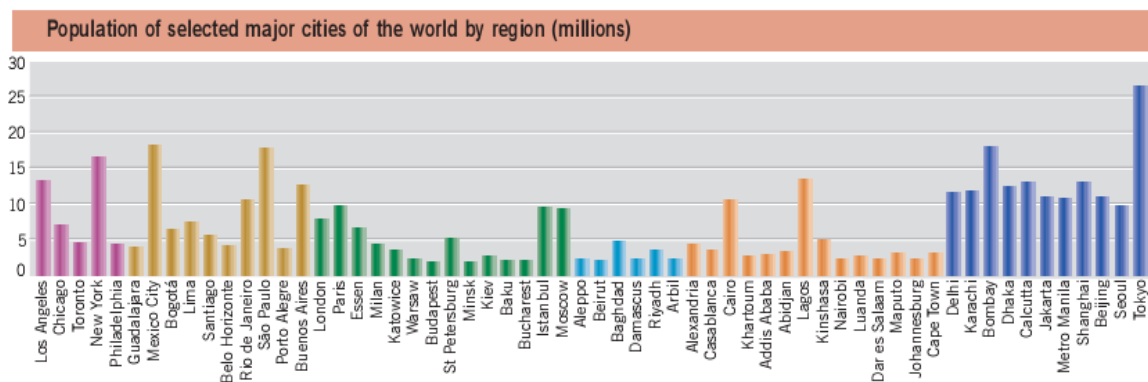


Figure 1.1 Population of selected major cities in the world

By the population of nearly 10 million, Istanbul is the most urbanized megacity in Turkey as shown in Figure 1.2. Being in the hinterland of Istanbul, Gebze is the 7th rapid urbanized district whilst according to GDP shares of district, Gebze is the 4th wealthiest district in Turkey.

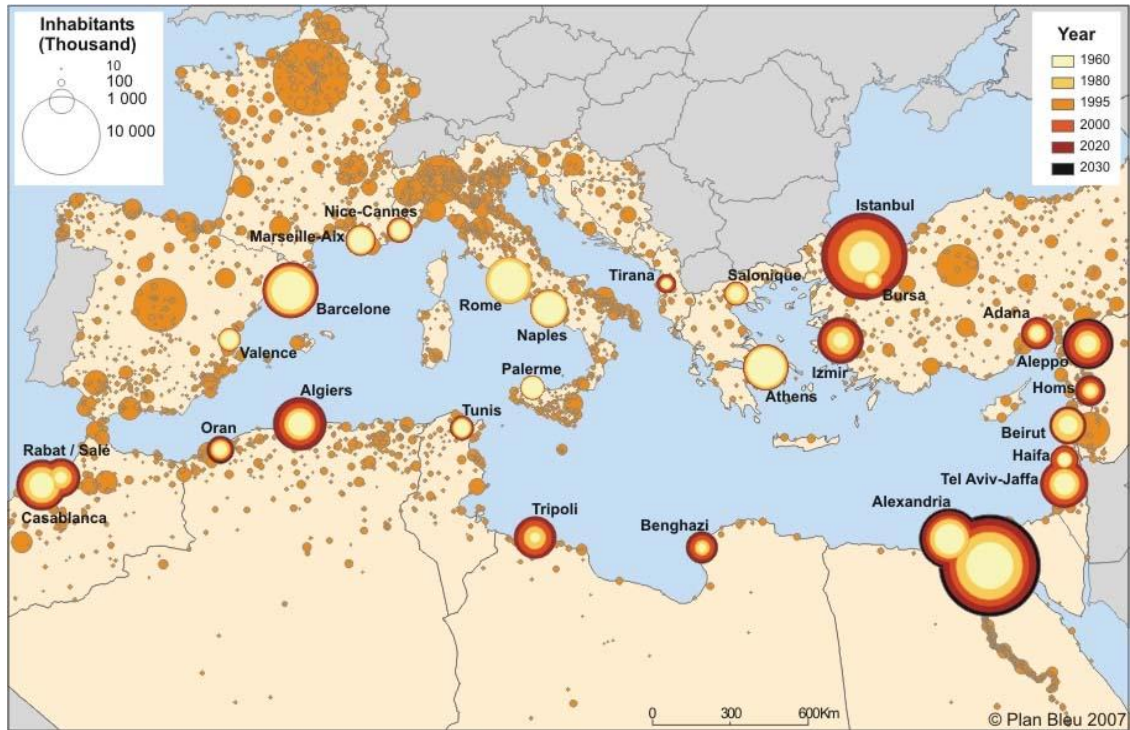


Figure 1.2 The urbanization degrees of cities through the years

1.1.2 Urban Planning Approaches

Urban planning is designed to regulate the use of land and other physical resources in the public interest and can make a tremendous difference in the quality of life and well-being of people living in cities.

At the global age cities perform the role of motor, forcing urban planning to play a critical role on improving people’s well-being and quality of life. Towards global aim of sustainability, urban planning and management has vitally essential for development. Pugh (2000) argues that managing urban development for sustainability is about a range of patterns of growth and change that are environmentally, economically and socially better than alternative patterns.

Since planning was seen as technically led process that concentrated on the areas’ design, there was a lack of attention for social, political and economic aspects in planning. Important points of criticism are the ignorance of the desires of society, the pluralistic social perspectives and values and the political and economic consequences of planning decisions. A second criticism on traditional planning was the inflexibility of the master plans. The master plans were not flexible enough to take new constructions and other

developments into account, which implied that the new developed master plan already was outdated before it even was implemented.

1.2 NEW EXPRESSIONS IN URBAN PLANNING

In the 1970s, a new phase of globalization started with the deregulation of labor markets, liberalization of financial markets and privatization of government functions. As EU (European Union) has driving the national economies and global force of countries, the unbinding policies of EU has been adopted many countries. These regulations have affected the spatial policies of many countries. This effect is also explained in Greece as (Giannakourou, 1998):

“During the last 15 years, we have witnessed the development of European cooperation on spatial planning mainly through inter-governmental consultation and negotiation and cross-border and transnational networking. Although European Union (EU) engagement in spatial planning has no binding force and cannot therefore prescribe concrete legal or institutional requirements, the ongoing European debate and process on spatial cooperation indirectly affect the planning context and practices in the member states.”

Development of Europe’s cities and the relations among them constitute one of the most driving forces for the future of Europe. Further, the relation between urban and rural areas is changing rapidly, often resulting in fading borders between cities and surrounding areas. According to The United Nations Human Settlements Programme (UN-HABITAT, 2000):

“UN-HABITAT recognizes that good urban governance is characterized by the interdependent principles of sustainability, equity, efficiency, transparency accountability, security, civic engagement and citizenship. The agency's Global Campaign on Urban Governance aims to increase the capacity of local governments and other stakeholders to practice good urban governance, promote transparency, and fight crime and corruption”

1.2.1 ESDP (European Spatial Development Perspective)

ESDP is a construction of transnational vision on spatial development in the EU territory. In 1994 in Leipzig, the informal Council of Ministers of Town and Country Planning laid down the principles for the European Spatial Development Perspective as:

- Development of balanced and multi-centric urban system,
- Equal access to knowledge and infrastructure,

- Careful management and sustainable development of natural and cultural heritage.

Objectives of ESDP are;

1. Bringing together a web of planners to start the process of visioning with signals that promise continuity of the process,
2. Doing with piling up all the information and inputs available concerning the transnational area of activity for analytical purposes,
3. Acting as a ‘facet character of spatial policy’
4. Generating policy program – ‘catalogue function of good practice’.

ESDP is a suitable reference document for encouraging co-operation while at the same time respecting the principle of subsidiary. Competition in the Single European Market is one of the driving forces for the spatial development in EU. Development of Europe’s cities and the relations among them constitute one of the most driving forces for the future of Europe. Further, the relation between urban and rural areas is changing rapidly, often resulting in fading borders between cities and surrounding areas.

ESDP in member states

Within urbanism tradition, planning regulation is mainly undertaken through rigid zoning and statutory plans, while laws at the regulatory level are numerous, substantive and detailed. However, - and this is one of the overriding characteristics of Southern planning – an important gap exists between established plans and reality. Spontaneous urban development and especially unlawful building is one of the major pathologies of Greece, Italy and Spain (CEC, 1999), stressing the formal rigidity of the rules and pointing out the ‘strength’ and the ‘flexibility’ of the informal planning practices.

The absence of planning strategies at the national level is one of the main reasons that rendered southern participation in the ESDP rather weak, while at the same time encouraging-until recently- the monopolization of domestic agendas by issues of physical planning one of the crucial factors effectuating changes in the domestic beliefs and institutions was the commitment to economic and social cohesion and the consequent appearance on the EU scene of the ESDP process.

The transformations can be read as a process of cultural innovation within southern European planning traditions that promotes European integration by accommodating national diversity

1.2.2 Strategic Urban Planning Concept

It is clear from previous chapter reviews that a new strategic approach is needed to manage changes and uncertainties associated with urban development. Strategic planning roots are tied to the need of rapidly changing and growing corporations to plan effectively for and manage their futures when future itself appeared increasingly uncertain (J.Kaufman and M.Harvey, 1987).

Clarke (1992) suggests: “Traditional master plans have been mainly static in the nature, attuned to a scenario of slow urban growth. Rapid population growth, lack of infrastructure and services and shortage of funds and staff in a developing country city, require a more dynamic planning process.”

Urban planning is complex process that should be managed properly to handle changes and volatility with urban development. Thus, it is difficult for urban planning to succeed if it is to operate within rigid statutory framework. This causes a great gap between urban projects and their implementation; thereby main problematic appears for urban planners at this point: “the inability to plan”. In circumstances of uncertain and changing environment, a flexible approach that applies strategies through action plans is needed for urban planning of rapidly expanding cities. Rakodi (2001) reinforces these propositions and suggests that the quality of urban planning and management should be improved by a stronger conceptualization, by moving away from inflexible blueprint plans towards a combination of strategic and detailed action plans and programmes. The need to plan uncertainty and control the dynamics of cities, forced urban planners for strategic planning that has been considered vital for successful planning. The differences of urban planning and strategic urban planning concepts are presented in Table 1.1.

Table 1.1 Comparative analyzes of urban planning and strategic urban planning

URBAN PLANNING		STRATEGIC URBAN PLANNING
1	Research and meetings are primarily focused on the object of planning; the internal conditions or internal environment for planning are barely considered	Planning methods do stress the importance of the internal organization for strategy formulation
2	There is a sharp distinction between the plan-making stage of development and the implementation stage; focus on 'what' will be developed	Strategic planning simultaneously considers goal finding process('what' strategies) simultaneously with aspects of implementation ('how' strategies)
3	Urban planning is not common to explore existing policies and projects deeply.	Strategic planning takes the current projects, policies and developments as its point of departure and tries to develop new strategies based on this
4	Urban planners often develop comprehensive plans; little attention paid to specific opportunities and threats in the environment	Strategic planning exploit specific opportunities that arise in the environment and to develop ways of coping with the negative effect of the threats in the environment

1.3 PLANNING EXPERIENCE IN A FOREIGN COUNTRY

1.3.1 China Industrial Areas Experience

Rapid economic globalization presents major challenges to the sustainable development of 'development zones' in many countries. Development zones in China evolved from the concept of Export Processing Zones (EPZs) in the western world. After China's accession to the World Trade Organization, however, they have lost their special preferential status to the overseas investors in terms of promotion of industrialization and inward investment (Wong and Tang, 2005).

With the changing global and national circumstances, spatial, economic and social transformations are taking place in these development zones. Given the vast number of development zones in China, the successful integration of these development zones into the regional and urban contexts will have great implications on the economic and social development of China.

China in reviewing their development strategies as most of them are sharing similar development problems. Under the national policy of developing city belts, development zones—especially those located in coastal cities—are expected to play a leading role in boosting urbanization. However, given the prevailing institutional structure and establishment, many development zones are not prepared to tackle most of the problems associated with rapid urbanization. Drawing on the experience of GDD, these problems are related to land resources allocation, environmental deterioration, and provision of social security and welfare. Such problems have increased.

Thus, with the respect to many problems encountered in urban management practice in Chinese cities, the importance of a holistic conceptual understanding and a strategic model for enhancing urban management capacities in the Chinese context is highlighted. The Guangzhou Development District is the application of strategic urban management system to assets urban management performance in industrial areas (Wong et al. 2006)

2. STRATEGIC APPROACH FOR URBAN PLANNING

The word ‘strategy’ originates from the Greek word ‘strategos’ which means ‘the art of being a good general’ and can be translated literally as ‘generalship’ (Von Clausewitz, 1976). The use of word strategy in the military was used to describe the maneuvers designed to achieve specific goals; this term later became used in the business sector. It became associated with the organization’s advancement of a variety of ends, whilst, at the same time, an extended range of environmental parameters was incorporated into its formulation. Strategy in the business sector was, therefore, described by Mintzberg (1979): “A mediating force between organization and its environment”

In this chapter, the strategic planning concept is explained both in business and public sector to understand adaptation of strategic approach in urban planning.

2.1 STRATEGIC PLANNING

Strategic planning is a concept, which has been widely and successfully adopted by business organizations for strengthening competitiveness and become more effective under flexible and uncertain conditions. Constable (1980) has defined the area addressed by strategic management as ‘the management processes and decisions which determine the long term structure and activities of the organization’.

The strategic planning in business sector involves the following:

- A clear awareness of environmental forces and the ways in which they are changing,
- An appreciation of potential and future threats and opportunities,
- Decisions upon appropriate products and services for clearly defined market
- The affective management of resources to develop and produce these products for the market – achieving the right quality for the right price at the right time

“The Harvard Policy Model” provides the principal inspiration behind the model of Bryson’ strategic urban planning model that is selected for this study. The Harvard model was developed as part of, and has been included in, the business policy course taught at the Harvard Business School since 1920s(Christensen et al. 1983). The main purpose of the Harvard model is to help a firm develop the best “fit” between itself and its environment; that is, to develop the best strategy for the firm. One discerns the best strategy by an analyzing the internal strenghts and weaknesses of the company and the values of senior management, then identifying the external threats and opportunities in the environment and the social obligations of the firm. In the business world, the Harvard model appears to be best applied at the level of strategic business unit. The strategic assessment of strengths, weaknesses, opportunities, and threats - or SWOT analyses - is the primary strength of the Harvard model. This element of the model appears to be applicable in the public sector to organizations, functions and communities (Sorkin, Ferris, and Hudak 1984).

In Figure 2.1, the core concept of strategic planning is clearly expressed; this model is also known as ‘SWOT analyze’ that was improved by Harvard school.

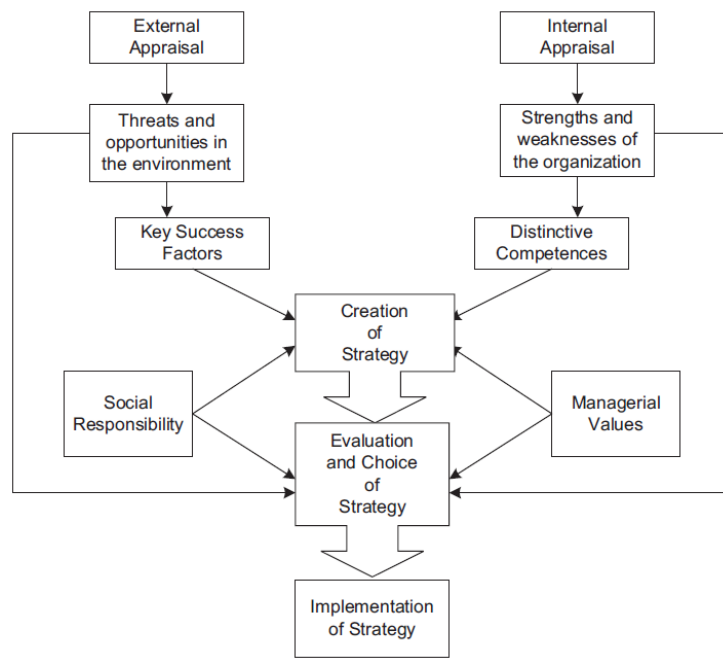


Figure 2.1 Core design adopted from Harvard policy model

2.2 BRYSON & EINSWEILER'S STRATEGIC PLANNING MODEL FOR PUBLIC

A metaphor of Kaufman and Harvey (1987) is useful to understand concept of adoption of strategic planning in public sector:

“Consider the following scene; two rooms adjoin each other with a door between them. In one room, people are busy at work, developing and redefining the strategic planning model for use by private corporations. In the other room, a similar intensity of activity goes on as people work at developing and refining planning process models for use in the public sector. No movement however takes place between occupants of the two adjoining rooms. The door between the rooms is shut tightly. But in the 1980s the door between two rooms has opened and some of occupants are moving between them. Some planning academics are walking into the corporate strategic room, looking around and coming into the conclusion that the corporate strategic model has applicability for public planning”.

It is indicated in literature that strategic approach isn't a new idea in planning literature as they call the situation as: “old wine in a new bottle”. Healey et al. (1997) describes strategic planning as “an interactive social process through which local communities respond to internal and external challenges with respect to the management of local environments. Local communities build new strategic ideas and policy discourses (intellectual capital), build institutional relations (social capital) and mobilize political support (political capital). Through these processes, active stakeholders in urban regions combine in an attempt to exercise power over the forces and pressures in which they are embedded, in an attempt to confront and shift structural power arising from economic and political forces”.

Healey et al. (1997) think: “it is desirable for actors in urban regions to attend carefully to the interrelationships between economic, social and environmental pressures as these affect the qualities of particular places. We also think that a strategic view of these relations as they may evolve over time is helpful to many stakeholders in present conditions. In our judgment, consideration of process and product needs to be closely interrelated in spatial planning”.

Mintzberg et al. (1998) and Albrechts (2004) state: “Strategy making should be concerned with process and product, statics and dynamics, the planned and the learned

and the economical and the political. A combined or interwoven perspective on both multiple spatial functions and on stakeholders seems to be essential to solve the current spatial planning problems.

Strategic planning is seen as a perspective that is able to integrate project and process management in the spatial planning. This theory is derived from the private sector, but is originally developed in the military. In the United States strategic planning in the public sector gained attention in the eighties. Only recently it also started to gain attention in Europe. Several authors recognize that strategic planning provides methods and concepts that are more market oriented, more pragmatic, more realistic and that are able to cope with a turbulent and complex environment and its rapid developments (De Graaf, 2005)

Strategic planning is a planning concept based on the learning process needed to develop mutual understanding between stakeholders. The strategic planning approach is based on the philosophy that interaction programmes need to be based on an analysis of the environment or context. The objective of strategic planning is searching for an 'ideal fit' between the organization (with its strengths and weaknesses) and the environment (with its strengths and opportunities) of the concerning problem (De Graaf, 2005)

2.2.1 Explaining the Model

“Strategic planning is a disciplined effort to produce fundamental decisions shaping the nature and direction of governmental activities within constitutional bounds” (Olsen and Eadre, 1982). The strategic planning process was developed by Bryson and Einsweiler (1988). It is a normative model of how organizations in the public sector can engage in strategic planning. The model that is composed of eight strategic steps are shown in Figure 2.2.

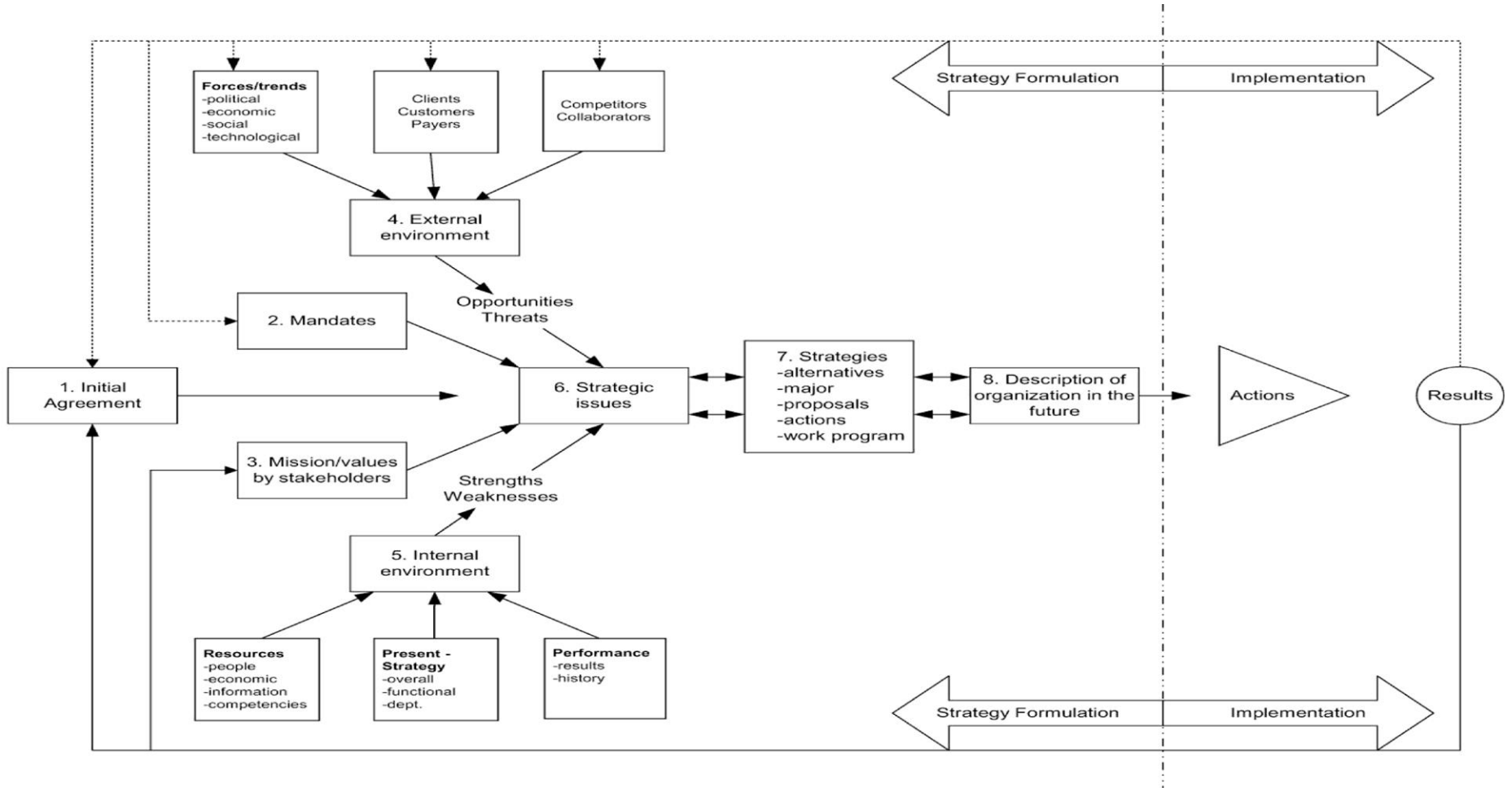


Figure 2.2 Strategic planning model adapted from Bryson and Einsweiler (1998)

The phases of Bryson strategic process for urban planning are:

1. *Development of an initial agreement concerning the strategic planning effort*

According to Bryson and Einsweiler (1988) “the process begins with an initial agreement (or plan for planning) among decision-makers whose support is necessary for successful plan formulation and implementation. Typically they would agree on the purpose of the effort, who should be involved, what should be taken as given, what topics should be addressed, and the form and timing of report.”

Decision-makers from the political and public arena like higher government bodies or powerful private sponsors. According to strategic planning principles, the goals of these decision-makers should be aligned in order to reach some basic agreement about the purpose of the effort, the topics to address, the form and timing of reports, the stakeholders to be involved and so on. As the initial agreement is assumed to be crucial for effective planning, careful analysis is needed to identify how much agreement there is between the multiple key decision-makers.

2. *Identification and clarification of mandates*

The second step is to get insight into the mandates or constraints confronting the planning team (Bryson and Einsweiler, 1988). In the public sector, this step imposes more restrictions on the strategy formulation process than in the business sector. First, there are mandates that come from the political arena. These may be mandates from the local political arena that consist of council members, but may also be mandates from other organizations like higher government bodies that impose claims. Secondly, there are mandates from the public arena, e.g. powerful private sponsors who impose their will on the planning team, or powerful landowners. Thirdly, the planning team has to act in adherence to legally established formal procedures. For example, procedures that prescribe how to deal with the public or procedures that impose time constraints. These procedures can be seen as mandates that impose restrictions on the strategy formulation process. Finally, there are mandates that originate from existing policy which are often stated in documents that have legal binding status.

3. Development and clarification of mission and values

The third step in the strategic planning model is the clarification of the organizations missions and values or wants, because they have such a strong influence on the identification and resolution of strategic issues. According to Bryson and Einsweiler (1988): “The process draws attention to similarities and differences among those who have stakes in the outcome of the process and in what the government’s or agency’s mission ought to be in relation to those stakeholders. Stakeholder is defined as any individual, group, or other organization that can place a claim on the organizations attention, resources, or output or is affected by that output. Examples of a government’s stakeholders are citizens, taxpayers, service recipients, the governing body, employees, unions, interest organizations, political parties, the financial community and other governments.” This step in the strategic planning model needs extensive attention in public sector planning or individuals have access to decision-making, e.g. interest organizations, citizens and environmental organizations. Public planners have the responsibility of giving these parties sufficient access to decision-making and have to consider their interests or, as said by Ring and Perry (1985): “Public managers cannot divest themselves of their responsibilities. Their planning must encompass multiple objectives, some of which may be conflicting or poorly defines”.

4. External environmental assessment

Bryson and Einsweiler (1988) describe the next step as follows: “Next come two parallel steps: identification of the external opportunities and threats the organization faces, and identification of its internal strengths and weaknesses. The distinction between what is inside and what is outside hinges on whether the organization controls the factor which places it inside, or does not, which places it outside (Preffer and Salancik, 1978). To identify opportunities and threats one might monitor a variety of political, economic, social and technological forces and trends as well as various stakeholder groups, including clients, customers, payers, competitors, or collaborators”.

The distinction between public and business sector by the analysis of the external opportunities is in public sector, the political and public arena are much more important and considered. They can also have conflicting interest that makes public sector more

complex process. Additionally, political cycle is important because political parties can become aware, at the end of the political cycle, that they are not able to achieve what they promised to the public.

Other external forces that can influence the strategy formulation process are related to the organization's financial dependency on higher government bodies. For example, municipalities are depended on higher government bodies for subsidies or yearly funding. Many public organizations are characterized by a lack of control over resources and operate from a dependent position.

The final external force to be discussed here is competition. Two types of competition can be considered (Montanari and Bracker, 1986). At first, competitions from other governments are called the 'resource intruders'. The other type of competitors are the so-called 'Private Sector Substitutes'; this concerns those private parties who may do the tasks that were always considered public sector ones. Private parties might be threats because they may be able to perform certain tasks more efficiently and effectively.

5. Internal environment assessment

Bryson and Einsweiler (1988) describe the next step as follows: "To identify strengths and weaknesses, the organization might monitor resources (inputs), present strategy (process) and performance (outputs). Strategic planning focuses on achieving the best fit between an organization and its environment. Attention to mandates and the external environment can, therefore, be thought of as planning from the outside-in. Attention to mission and values and the internal environment can be considered planning from the inside-out. Together, the five elements of the process lead to the sixth, which is aimed at the identification of strategic issues"

One of the aspect is different between internal analyses in public sector and the business sector is related to 'culture'. Many authors mention that the culture of public organizations differs from the culture of corporations. While corporations are mainly focused on economic criteria like profits, returns on investment, market share and so on, the public organization focuses on other variables too, like social values. In the planning process, these values compete for attention. However, values often are implicit, which

makes identifying them difficult. However, as cultural values can influence the planning process, the public planner should consider them.

6. Strategic issue identification

“Strategic issues are fundamental policy questions affecting the organizations’ mandates, mission values, product or service level and mix, clients or users, cost, financing or management. Usually, it is vital that strategic issues be dealt with expeditiously and effectively if the organization is to survive and prosper. Failure to address a strategic issue typically will lead to undesirable results from a threat, failure to capitalize on an important opportunity or both. In the analysis of strategic issues, it is about the confrontation between the external opportunities and threats and the internal or organizational strengths and weaknesses. Through this confrontation it becomes clear what the main problems are, or will be in the future, and if the organization is able to cope with these opportunities and strengths.” (Bryson and Einsweiler, 1988)

Compared with the private sector, in the public sector there are no fundamental differences in strategic issue analyses. However, it should be noted that strategic issues in the public sector may involve more issues from the political and the public arenas. Public planners, therefore, need to consider the main strategic issues and the organizations’ ability to handle them.

7. Strategy formulation

“Strategy development, the seventh step in the outline process, begins with the identification of practical alternatives for resolving the strategic issues. Then it moves to the enumeration of barriers to the achievement of those alternatives, rather than directly to development of proposals to realize the alternatives” (Bryson and Einsweiler, 1988) When strategies are developed in the public sector the emphasis is focused on how organizations can move toward high responsiveness coupled with appropriate action (Nutt and back off, 1995). The basic idea of formulating a strategy is to find optimal fit between the opportunities and threats and the strengths and weaknesses. This principle is the same in both public organizations and private organizations. The main difference between public sector organizations and private organizations in strategy formulation is that private organizations formulate strategy with the aim of fulfilling economic criteria.

An effective and competitive strategy in these terms means doing better than other organizations in your market. An effective strategy in public organizations, however, is not primarily related to economic objectives or market position but is concerned with responding to the perceived needs of the stakeholders. In these terms, the market of public organizations consists of a network of stakeholders which is determined by priority needs that call for action as perceived by organizational leaders, supervisory bodies, legislators, elected officials and other stakeholders who make up the network to which public organizations must respond. An effective strategy is thus the degree of responsiveness to perceived needs.(Nutt and Backoff, 1995)Another difference between the public sector organization is confronted with more constraints in strategy formulation than the private organizations. This has to do with the existence of more mandates and the many stakeholders who impose claims. Therefore, there is less flexibility in developing strategies, or in other words, the bandwidth for developing strategies in the public sector organization is narrower than in the private organization.

8. Description of the organization in the future

“After strategy development comes a typical eight step, describing the organization’s potential future. This description is the organization’s vision of success an outline of how the organization would look if it successfully implemented its strategies and achieved its full potential. Typically included in such descriptions are the organization’s mission, its basic strategies, its performance criteria, some important decision rules and the ethical standards of the organization’s employees.” (Bryson and Einsweiler, 1988)

In this step, the focus is on the criteria that are used to indicate whether the organization was successful in its strategy. The difference between the public and the private sector is, again, related to the criteria that can be used to evaluate performance. In the business sector, there is a stable set of clearly defined criteria to evaluate whether the organization has been successful. In public organizations however, these criteria are lacking and there are more conflicting goals. Because of those conflicting goals, it is difficult to measure the performance of management. The different stakeholders use different performance criteria to judge performance and evaluate the performance of the strategic management process quite differently, often reaching conclusions that are difficult to reconcile (Kanter and Summersi 1987; Ring and Perry, 1985; King, Feltrec and Susel, 1998)

As observed in literature, there is still debate as to what the right criteria are to evaluate performance. King et al. (1998) suggests that multiple assessments should be made and that no attempt to synthesize these assessments into a single measure should occur.

2.2.2 Stakeholder's in Bryson and Einsweiler's Model

Bryson and Einsweiler(1998) have developed an outline of a public-sector strategic planning process that provides a framework for discussing the eight corporate-style strategic planning approaches and their applicability to the public sector (see Figure 3.1). The process begins with an initial agreement (or “plan for planning”) among decision makers whose support is necessary for successful plan formulation and implementation. Typically they would agree on the purpose of the effort, who should be involved, what should be taken as “given,” what topics should be addressed, and the form and timing of reports.

The second step is identification of the mandates, or musts,” confronting the government corporation or agency. Third comes clarification of the organization’s mission and values, or “wants,” because they have such a strong influence on the identification and resolution of strategic issues. Next come **two** parallel steps: identification of the external opportunities and threats the organization faces, and identification of its *internal* strengths and weaknesses. The distinction between what is “inside” and what is “outside” hinges on whether the organization controls the factor, which places it inside, or does not, which places it outside (Pfeffer and Salancik 1978)

Together, the first five elements of the process focuses on achievement of the best “fit” between an organization and its environment, supporting the participation of the stakeholders meaningfully through the process.

2.3 STAKEHOLDERS

2.3.1 Stakeholder Concept

“Stakeholder” concept is not new in literature. Thus, in early phases of planning history, stakeholders were considered as an important issue. However, the stable conditions of environment caused the stakeholders to lose their importance. The expectations of stakeholders were disregarded, because no information was expected from external stakeholders in the stable conditions of the market. Eventually, the economic turbulence and crisis of 1970s changed the general vision about importance of stakeholders. The stakeholder concept gained more attention as a result of the notion that external environment is no more stable and predictable. Thus, stakeholders have become the source of information about environment that makes them inevitable participant of the organization.

Strategic planning concept has come to public agendas to overcome the problems and plan foreseeable future with the promotion of stakeholders in planning. Stakeholder concept transformed itself into “stakeholder management” which is considered vital for survival of organizations in turbulent environment.

2.3.1.1 Stakeholder

The word ‘stakeholder’ first appeared in management literature in an internal memorandum at the Stanford Research Institute in 1963 (Freeman, 1984). Many definitions have been held since to define the term:

“All parties who will be affected by or will affect the organizations attention, resources, or output, or is affected by that output” (Nutt and Backoff 1992)

“Any person, group or organization that can place a claim on the organizations attention, resources, or output, or is affected by that output” (Bryson 1995)

“People or small groups with the power to respond to, negotiate with, and change the strategic future of the organization” (Eden and Ackermann 1998: 117)

“Those individuals or groups who depend on the organization to fulfill their own goals and on whom, in turn, the organization depends”
(Johnson and Scholes 2002: 206)

Stakeholders are needed for the organization to implement its strategies. Pfeffer and Salancik (1978) define the situation as:

“Our position is that organizations survive to the extent that they are effective. Their effectiveness derives from the management of demands, particularly the demands of the interest groups upon which the organization depend for resources and support.”

Stakeholders have become important than ever because of the increasingly interconnected nature of the world. The organizations cannot stand alone deciding the future of the organization, as the turbulence and uncertainties rising inevitably. Problems affect many people; as Kettl (2002) expressed “In this shared power world, no one is fully in charge; no organization contains the problem” In order to solve problems good governance of internal and external environment is vital. As Moore (1995) expressed, “create an authorizing environment” is the challenge of organizations to deal with turbulent market conditions. The terminology of ‘management’ transformed itself into ‘governance’. Good governance has been considered solution for success of organization. The stakeholder analysis is important tool for achieving good governance as Bryson and Moore (1995) expressed:

“Success for public organizations - and certainly survival- depends on satisfying key stakeholders according to their definition of what is valuable”.

In summary, attention should be drawn to the importance that the stakeholders are needed for:

1. Success is defined from the eyes of stakeholders; for valuation of desired condition, stakeholders are needed
2. The legitimacy and acceptability of project/organization, stakeholders are needed
3. The political feasibility of project/organization, stakeholders are needed

Stakeholder participation is a complex issue, primarily in urban planning. The disparities and cultural contrast of multiple stakeholders can lead system inability to success in the planning process primarily. Freeman (1984) model of stakeholder

management refers to the necessity for an organization to manage the relationships with its specific stakeholder groups in an action oriented way. Freeman says:

“We can no more manage in isolation given the turbulence. Thus, we need concepts and processes which give integrated approaches for dealing with multiple stakeholders on multiple issues. For each major strategic issue we think through the effects on a number of stakeholders, and therefore, we need processes which help take into account the concerns of many groups.”

2.3.2 Stakeholder Analyze Techniques

Stakeholder analysis is a term that refers to the action of analyzing the attitudes of stakeholders towards something (most frequently a project). As Bryson (2004) expressed, stakeholder identification techniques have been used to help organizations meet their mandates, fulfill their missions and create public value.”

The identification of potential stakeholders is an essential first step in getting stakeholders to participate. As Bryson (2004) assumed in his research, stakeholder analyzes are now arguably more important than ever because of increasingly interconnected nature of the world. The stakeholder identification is the initial and critical phase of this analyzes that aims to “create an organizing environment”.

According to Bryson (1998), stakeholder identification techniques have been used to help organizations meet their mandates, fulfill their missions and create public value. This comes with the era that value is identified in the eyes of public and private stakeholders. Thus, many stakeholders must somehow take into account by the administrators or project managers. The challenge is to decide “who or what really counts”.

In this study, for mapping stakeholders, the stakeholder identification techniques have been considered in order to get the information below:

1. Who are the stakeholders and what is their relative importance? - Mitchell’ s technique (1997)
2. What are the effects/impacts of stakeholders to the organization? Freemans’ s technique (1984)
3. What are the expected values of stakeholders?
4. What is the interaction/influence of stakeholders? Pröpper and Steenbeek’s technique (1998)

2.3.2.1 Who are stakeholders and what are relative importance? (Mitchell's technique)

The planning affects many people. This comprises much kind of stakeholders including investors, designers, developers, occupiers, local authorities and everyday users. The long list of stakeholders causes a great challenge to organize and govern stakeholders.

“Figuring out what the problem is and what solutions might work are actually part of the problem, and taking stakeholders into account is a crucial aspect of problem solving”(Bryson and Crosby, 1992; Bardach, 1998).

Mitchell's typology of stakeholders is used in this study in order to determine the positions of stakeholders and how to deal with long list of them,. Mitchell typology of stakeholders illustrates who are the stakeholders and what is their relative important to the organization. This helps the managers to decider the degree which is given priority to stakeholder's claims. Mitchell's typology has three main attributes:

- (1) Power,
- (2) Legitimacy
- (3) Urgency

1. **Power:** the ability of one actor to make another actor do something he would not otherwise have done.

Three types of power is expressed under this term: (1) Coercive power, is based on the physical resources, (2) Utilitarian power, is based on financial or material resources, (3) Normative power, is based on symbolic resources

2. **Legitimacy:** the degree to which stakeholders find each other's actions desirable, proper or appropriate.

“Suchman (1995) defines it as “a generalized perception or assumption that the actions of an entity are desirable, proper or appropriate within some socially constructed system of norms, values, beliefs and definitions”.

3. **Urgency:** the degree to which stakeholder claims call for immediate attention

“In the view of Mitchell et al. (1997): “urgency exists only when two conditions are met: (1) when a relationship or claim is of a time-sensitive nature, and (2) when that relationship or claim is important or critical to the stakeholder”.

Power, legitimacy and urgency are the basic attributes of Mitchell's typology of stakeholders. Based on these three attributes, the technique of Mitchell's presents stakeholders in eight groups that provide the positions of stakeholder in the organization as shown in Figure 2.3:

- I. Dormant Stakeholder (P): This stakeholder has power to affect organization, but its participation is not considered legitimate by the other stakeholders and the organization itself.
- II. Discretionary Stakeholder (L): This stakeholder doesn't have resources to affect the organization and feel no urgent need to participate. However it has legitimate power that other stakeholders suggest its participation. Consultative stakeholders can be an example for this stakeholder. They don't have power or urgency to affect the organization, however their thoughts and participation is considered necessary for organization.
- III. Demanding Stakeholder (U): According to Mitchell, this stakeholder is referred as "mosquitoes' buzzing in the ears of managers". This stakeholder feels urgent need to participate although it doesn't have power or legitimacy. It will not receive more than a passing attention from managers.
- IV. Dominant Stakeholder (P, L): This stakeholder has power to affect the organizations whilst feel urgent to participate. Mainly governmental institutions are considered as dominant stakeholders.
- V. Dangerous Stakeholder (P, U): "Mitchell et al. (1997, p.110-111) state that stakeholders that have power and urgency but no legitimacy, will in general take unlawful and sometimes violent action to achieve their objectives."
- VI. Dependent Stakeholder (L, U): This stakeholder has lack of resources, but its participation is desired and urgent by the view of other stakeholders. SMEs and subcontractors can be assumed as dependent stakeholders.
- VII. Definitive Stakeholders (L, U, and P): The involvement of this stakeholder is indisputable and easy process. This is mainly the driving force of the organization that can be considered as initiator. It has enough resources with legitimacy and urgency. Large companies and governmental organizations can be an example of this stakeholder.
- VIII. Non-stakeholders

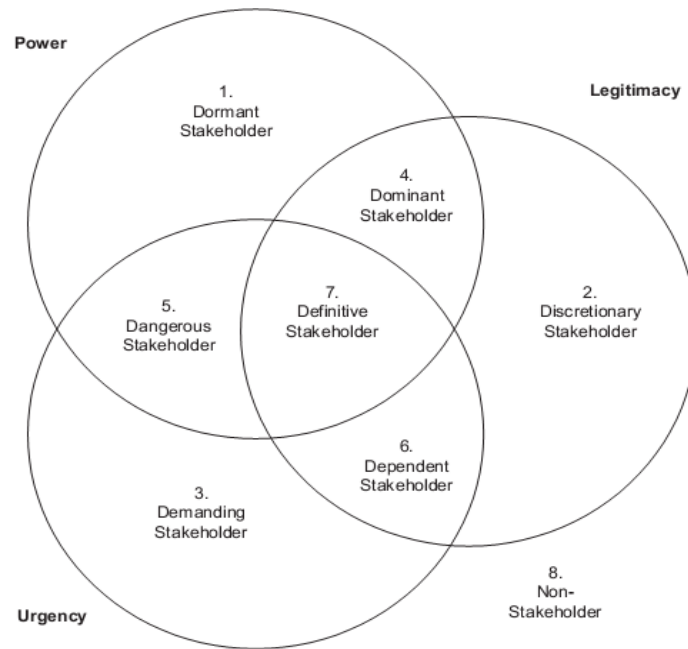


Figure 2.3 Attributes of stakeholders (Mitchell et al. 1997)

2.3.2.2 What are the effects of stakeholders to the organization? (Freeman’s Technique)

According to Freeman (1984), stakes can be defined in terms of the effects a stakeholder can have on the firm:

1. Economic effects
2. Technological effects
3. Social effects
4. Political effects
5. Managerial effects

Freeman(1984) explains these effects as follows:

“At first, a particular stakeholder may have economic effects on the firm, i.e., its action may affect the profitability, the cash flow or the stock price of the firm. Secondly, a particular stakeholder may have technological effects on the firm, by enabling or preventing the firm from using core technologies, developing new technologies, bringing existing technologies to market or by constraining what technologies can be produced by the firm. Thirdly, a particular stakeholder may have social effects on the firm, by altering the position of the firm in society, changing the opinion of the public about the firm. The social effects can translate into political effects on the firm. Fourthly, stakeholders can have political effects on organizations, for example by influencing political leaders. Finally, a stakeholder may have managerial effects on the firm by forcing it to change its management systems and processes, and even its managerial styles and values.

2.3.2.3 What are the expected values/objectives of stakeholders?

The stakeholder theory has been studied early by Freeman and according to his assumptions; managers should put themselves in the stakeholder's position and try to see the world from that point of view. Thus, the manager should understand the objectives of stakeholders. This can be considered as values expected from the organization.

Value is defined from the eyes of stakeholders and each stakeholder has definitive value-added potential to the organization. The views and expectations of stakeholders define the value of the project that is crucial for the success of the organization. The expectations of the stakeholders cannot be classified in fix time period; in this research the time period is defined as long-term expectations and short-term expectations.

To understand the participation of stakeholders in creating value, the attitudes of stakeholder's expectations are represented in value-perceptions (Graf, 2000).

1. Economical value
2. Social value
3. Environmental value

In this study, perceptions of many stakeholders that participated in planning phase are conducted under the study of M.Carmona et al.(2002) to generate the expected value of stakeholder groups.

2.3.2.4 What is the interaction of stakeholders? (Pröpper and Steenbeek)

Interaction is the behaving together, in same recognized relation to one another, of two or more people (McGroth, 1984). Carmona expressed as: "Interaction is the details of the daily routines, discourses, and practices of the stakeholders between structural driving forces and what the stakeholders do in specific episodes of the integrated area development project"

To understand the interaction degrees of external stakeholders, the theory of Pöpper and Steenbeek that is originated from Dutch experience, has been used in this research. The ladder of interaction of Pröpper and Steenbeek (1998) is used to define relationships between stakeholders at planning phase. The ladder shows the degree of influence that stakeholders get; moving up the ladder, the degree of influence increases, and moving down, it decreases. Table 2.1 shows the interaction styles as

facilitative, co-operative, delegating and participative degrees of this ladder are characterized as 'interactive styles of policy making'; the other styles (consultative, open, and closed) are 'non-interactive'.

Facilitative: The participant creates and executes own policies and makes the necessary decisions. The governing body supports with money, time, knowledge and materials. According to Graaf(2005) planning team that is referred as initiator provides resources to other stakeholders. The governing style of initiator is “facilitative” that they provide facilities for the success of organization.

Co-operative: The participant co-operates with a governing body on the basis of joint decision making. “Planning team works together with other stakeholders” The role of this stakeholder is ‘partner’

Table 2.1 Pröpper and Steenbeek’s (1998) Interaction styles

Degree of influence	Description of style	Role of the participant
Facilitative	Planning team provides resources to other stakeholders	Initiator
Co-operative	Planning team works together with other stakeholders	Partner
Delegating	Planning team gives some authority to others for decision making	Joint Decision maker
Participative	Planning team requests advice from participants on open-ended questions	Advisor
Consultative	Planning team consults other stakeholders about pre-determined issues	Consultor
Open	Planning team only informs other stakeholders about her policy	Target group
Closed	Planning team does not inform other stakeholders about her policy	No role

Delegative: The participant can achieve decision making authority over parts of a plan or program within a given framework from the governing body. “Planning team

gives some authority to others for decision-making” The role of this stakeholder is ‘joint-decision maker’

Participative: The participant advises a government authority in the early stages of a policy process with a lot of room for input. “Planning team requests advice from participants on open-ended questions”. The role of this stakeholder is ‘advisor’ (at the early stage).

Consultative: The participant advises on a more or less worked out plan in a late stage or at the end of the policy process. “Planning team consults other stakeholders about pre-determined issues” The role of this stakeholder is ‘consultor’.

Open: The participant listens and answers questions. ”Planning team informs other stakeholders about her policy” The role of this stakeholder is ‘target group’.

Closed: The governing body decides and does not communicate. “Planning team does not inform other stakeholders about her policy” The stakeholder doesn’t have a role in the organization.

2.4 BUILDING THEORY FOR CASE STUDY ANALYZES

Planning process: Bryson and Einsweiler’s(1988) model of strategic planning will be used to understand planning process of industrial areas in Gebze. The plan was adapted by Graaf (2005) for urban planning process in Netherlands experience before. The plan has eight strategic steps for planning process that only the first five steps are considered in this study:

1. Initial agreements
2. Mandate analysis
3. Mission and values identification
4. External environment analysis
5. Internal environment analysis

The first five steps of Bryson and Einsweiler’s model is adapted in this study because these steps constitute the most stakeholder interaction that occurs in planning process.

Stakeholder Analyses In order to study stakeholder’s status in planning industrial area through the case study analyzes, four important attitudes are determined through many literature overviews:

1. Stakeholders and their relative importance: Mitchell's (1997) typology of stakeholders will be used to analyze stakeholder's importance for the organization. The typology consist of 7 groups: dormant stakeholders, discretionary stakeholders, demanding stakeholders, dominant stakeholders, dependent stakeholders, dangerous stakeholders and definitive stakeholders.
2. Stakeholder's effects: Freeman's (1984) typology of stakeholder's effects are economical, technological, social, political and managerial effects
3. Stakeholder's expectation: The expectations of stakeholder's are grouped as economical, environmental and social that constitutes the sustainability measures of industrial areas.
4. Interaction of stakeholders: The ladder of participation proposed by Pöpper and Steenbeek (1998).

3. INDUSTRIAL AREAS IN TURKEY

3.1 A BRIEF HISTORY OF INDUSTRIALIZATION IN TURKEY

Industry based growth has been the major objective of Turkey that was accelerated with the liberal economies and open door policies. This came along with focus on state's accelerated investment strategies. By the state-led industrial activities, new plants were established mainly in big cities and their hinterlands. This ended up with rapid industrialization and urbanization in developed regions which foster regional disparities.

In 2003, Istanbul and its surrounding provinces (Kocaeli and Bursa), along with Ankara and Izmir, ranked the highest among the 81 provinces for the SEDI index that compiles 58 socio-economic variables (OECD report, 2000) as shown in Figure 3.1.

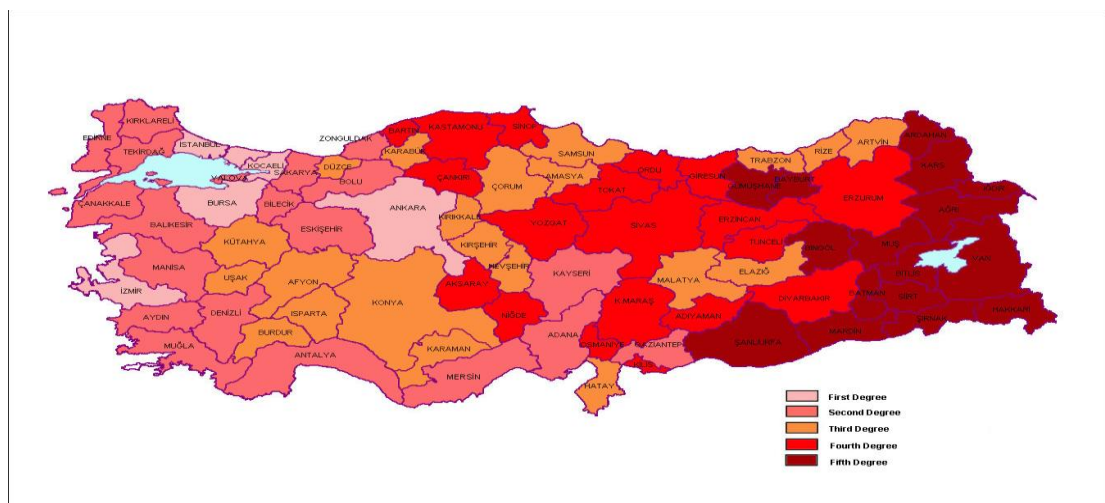


Figure 3.1 Regional Disparities and Territorial Indicators in Turkey

As seen the basic emphasis for economic development of country, industry achieved many opportunities like more jobs, generation of goods and services, rise in the standard of living environments. However it has been realized that the sources of

environment was not unlimited. Rapid industrialization and urbanization came with many problems like social segregation, unplanned urbanization and deficient infrastructure and so on. Giving awareness to problems of rapid and unplanned industrialization in Turkey, new policies have been developed for organization of industry by stressing environmental and social sustainability as well.

3.1.1 Unplanned Period of Industrialization in Turkey

The first years of Republic

In the first years of the Republic, Turkish economy was focused primarily on agricultural facilities whilst small and unorganized entrepreneurs were producing for the domestic market. In the Congress of Economy in Izmir(1923), economic development was considered as a challenge. In the congress, those concept decisions were taken:

- Not getting into new depths from foreign resources
- Not letting foreign capital to invest in Turkey
- Bringing existing foreign capital under state control

Since 1930s, the industrialization attempts were government-led model that was planned by Government Economical Attempts.

I., II., III. Industrial Plan Period

In the first planning period between 1934-1938, the public entrepreneurship was the prime objective for economical development. During this period, many corporations with required infrastructure were founded; thus, this initiated the urbanization and increased population of urbanized society. In this period land selection was done due to the social facts and capability of Turkey industrialization attempts.

Second development plan was an attempt to encourage the economical and social development of Eastern Anatolia Region; however by the fact of World War 2, the plan was cancelled as happened in third development plan.

The period between 1947 – 1960: Economic Development Plan (1947-1960)

In this period, the mixed development of economies (agriculture, industry, communication, energy, iron-steel manufactory, cement and mines) was proposed; however accession of foreign capital to Turkey wasn't actualized until 1950s. By the political changes (multiple parties involvement), private entrepreneurs increased their attempts to invest; in this way development of infrastructure for industry has been initiated. Main objectives of this period were:

- Improvement in agricultural facilities
- Growth of production sites and accelerated urbanization of cities
- Consideration of industry as motor for economical development

3.1.2 Planned Period of Industrialization in Turkey

1. Five Years Development Plan (1963-1967)

The investments were developed for the agricultural sector primarily. Nevertheless, development proportion of industry was far more than agricultural facilities. Industrialization facilities were considered vital for long term development of Turkish economy. The development imbalances between regions were stressed in the plan. Also the first emphasize on the concept of Metropolitan city was mentioned in this process by the effect of urbanization facilities. By the government incentives, the first OIZ was founded in Bursa; Bursa Organized Industrial Zone.

The general aim of the first five-year development plan was the promotion of industrialization in under developed regions as a general policy. The goals were the promotion of industry and balanced regional development.

2. Five Years Development Plan (1967-1972)

In order to achieve planned industrialization, OIZ concept was highlighted in second five year development plan. By encouragement of this plan, foundation of OIZs was announced in Ankara, Erzurum, Gaziantep, Eskişehir and Istanbul. Precautions were improved for the development of SMEs (small and medium sized entrepreneurs). In this plan, OIZ foundation was considered as a tool to direct urbanization.

The plan aimed to obtain a balance between the development levels of the regions as a general policy. It has been stated that “industrial estates with installed infrastructure services would be established near the cities showing development potential” (Ardoğan, 1983). With the second plan OIZs were designed to attract industries to certain urban centers to create development expanding to the environment and to prevent urban congestion deriving from the rapid development industrialization in those centers.

3. Five Years Development Plan (1972-1977)

The main objective of this development plan was to initiate rapid industrialization in Turkey. Planned objectives of this plan weren't reached. OIZ foundation was absorbed as an incentive for organization of industrial facilities in city centers that

shows potential for industrial development. OIZs were perceived as a tool to stimulate and arrange industrial development in a planned way.

4. Five Years Development Plan (1979-1983)

The main logic of 4th development plan was the improvement of industrial facilities. Nevertheless, the objectives of industrialization weren't obtained in this plan. In order to perform industrial development, need for foreign resources were essential; the lack of foreign capital contributed many challenges for the industrialization.

The effects of this plan to urbanization were dramatically viable; the industrialization efforts were conducted to city centers and this cause a rapid industrialization in big cities. The objective of the plan was to disseminate the economic and social improvement in city center to surrounding areas. A comprehensive approach was delivered to handle urbanization problems and reduction of natural resources. Land use plans were implemented by this plan. Nevertheless, it was realized that most industrial facilities were concentrated in Istanbul that caused the failure of objectives in plan.

Within the fourth plan, development of the under developed regions regarding the differences between regional development levels was again taken into account as a general policy and aim. Ardoğan (1983) mentions that fourth plan did not bring out any new policies about OIZs and decided to stimulate the existing policies.

5. Five Years Development Plan (1985-1989)

Site acquisition and establishment processes of OIZs, authorities and duties on OIZs, compatibility of OIZ and the other urban land-uses were considered and discussed within the fifth plan (Özdemir 1990). The important texts about OIZs are:

“759: Organized Industrial Areas will be set up in settlement centers with an industrial potential and having major means of transportation.

760: Specialized Organized Industrial Areas will be established in developed regions.

761: The ancillary industries likely to be attracted by the Organized Industrial Areas including housing areas will be handled with an integrated approach taking them into account at the planning and expropriation stages of Organized Industrial Area.

762: Incentives will be issued for the construction small-scale industrial estates, which perform supplemental operations in locations where Organized Industrial Areas are set up” (Fifth Plan: 1983)”.

The plan is to promote industrial development in cities where such a development could possibly occur. Through the plan, achieving the planned development of industrial firms and prevention of urban congestion did not practice well.

6. Five Years Development Plan (1979-1983)

This plan as a review emphasized that the possible nearby development of housing areas and related industrial settlements operating in contact with the firms in OIZs should be considered through the planning and site acquisition processes of OIZs. Establishment of small industrial sites as complementary areas of OIZs was also proposed within the sixth plan. The only new policy regarding OIZs in this plan is about the training facilities in OIZs. Sixth plan proposed the foundation of training centers in OIZs in order to satisfy the vocational training need of the personnel working in those estates (Özdemir, 1990).

7. Five Years Development Plan (1979-1983)

Policies regarding OIZs have slightly been involved in this plan. Policies regarding industrial development were declared in the sixth sub-heading of the plan named as “Industrialization Approach”. Policies here are grouped into two. First group is on the existing situation and the second one is on proposed policies.

The text of the plan is:

“The transfer of existing industrial firms to finished OIZs will be encouraged and new industrial investments in the areas where OIZs are existing with a low fullness ratio would not be supported except the obligatory cases”.

8. Five Years Development Plan (2001-2005)

The important articles from the plan are:

“**245.** In the 8th Plan Period, main consideration is to direct public and private sector resources into rational and complementary investment areas. In line with this policy, public sector investments will be intensified mainly on economic and social infrastructure fields. Private sector shall be encouraged to carry on its activities while increasingly investing in areas where public sector withdrawn. It is of great importance that private sector give emphasis to investments towards attaining productive power to create high value added enhancing competitiveness of the economy, increasing employment, productivity and exports and development and/or transfer of appropriate technologies.

Through the plan, disparities among regions were still creating a problem in regional development.

“**474.** In Turkey, the basic trend concerning spatial distribution of the industry has arisen in the form of the reduction in relative significance of traditional regional

centres in which industry intensifies. While the share of provinces such as Istanbul, İzmir, Adana and Ankara reduced within Turkey's manufacturing industry production, the share in GNP has increased. The main reason of this is the increase in characteristics of being the centre at regional level through intensification of service functions of finance, banking, marketing, trade and tourism together with the expansion of their industrial activities to surrounding provinces."

By the 8th development plan, EU integration process has been highlighted; thus studies have been accelerated for adjustment of regional development policies and cooperation in regional policies. Urban planning has been also evaluated as an important issue during EU process that contributes competitiveness and innovation of the regions. Through this purposes:

"508. Efforts to make Istanbul an international trade, finance, tourism, culture and art metropolis shall continue"

"501. In addition to the Organized Industrial Estates and Small Industrial Sites implementation introduced to entrepreneurs, having important functions in the formation of new industrial zones and introduced to entrepreneurs with their ready-made infrastructures, Model Industrial Sites implementations shall be initiated in order to expand medium size enterprises."

"56. The main objective of industrialization is to increase competitiveness within an outward oriented structure. In industry, the main objectives will be to develop information and technology intensive industries in the fields of defence and aviation, machinery, chemistry and electronics; to spread utilisation of advanced technologies in industry; while increasing competitiveness of traditional industries and thereby creating an export oriented structure."

9. Five Years Development Plan (2007-2013)

"1. The Ninth Development Plan that covers the 2007-2013 period corresponds to an era where change is multi-dimensional and rapid, competition is intense, and uncertainties develop. In this era where globalization is pervasive in all areas and opportunities and risks for individuals, institutions, and nations increase, this Plan is the fundamental policy document that sets forth the transformations Turkey will realize in economic, social, and cultural areas in an integrated approach. Within this context, the Ninth Development Plan was prepared with the vision of "Turkey, a country of information society, growing in stability, sharing more equitably, globally competitive and fully completed her coherence with the European Union" as well as within the framework of the Long Term Strategy (2001-2023)"

"4. The Plan will serve to provide a long-term perspective and unity in objectives, not only for the public sector, but also for the society. Within this framework, it will contribute to the communication and the cooperation towards common objectives among the public sector, the private sector and non-governmental organizations (NGOs). Thus, in an environment where the entire potential of the society is mobilized with the adoption of the Plan by all segments of the society, economic and social development will be accelerated and within the framework of an inclusive development process quality of life of the society will be enhanced."

“**197.** Structural problems, which restrict rapid development of the manufacturing industry, such as inadequacy in production of technology, inability of spreading modern technology usage rapidly, lack of qualified labor force, limited production capability in high valued-added products, inability to undertake sufficient investments in emerging sectors, need for improvement in production and management structures of facilities, difficulties in investors’ access to information, inability to establish organized industrial zones as much as needed and unfair competition”

“**288.** The work for Territorial Review of the Istanbul Metropolitan Area has been started with the collaboration of the Organization for Economic Cooperation and Development (OECD) and Istanbul Metropolitan Municipality under the coordination of the State Planning Organization (SPO) with the aim of determining the improvement tendencies of the province of Istanbul, identifying the city’s potential and contributing to the prioritization of policies to strengthen its competitiveness.”

“**541.** Joint R&D, joint procurement and marketing activities of enterprises will be emphasized. Physical infrastructure requirements of enterprises will be met and network creation and clustering initiatives will be supported. Establishment of enterprises in predetermined industrial zones and shifting the existing ones to these zones as well will be encouraged”

“**575.** In order to meet the intermediary personnel requirement of the economy, mechanisms that will ensure the broadening of vocational education activities in organized industrial zones, which creates an environment for clustering, will be strengthened through effective collaboration with the relevant service institutions and the private sector.”

3.2 ORGANIZED INDUSTRIAL ZONES

An OIZ could be defined as a subdivided and developed tract of land according to a comprehensive plan to satisfy land supply to entrepreneurs (Bredo, 1960). OIZs have been performed in order to provide planned and sustainable industrial areas.

Economies of scale are the reduction of costs of operation associated with the increasing size of a business or its volume of production (Bredo, 1960).

- Lower the cost of suitable land
- Communication advantages; exchange of information about markets
- Reduction of transportation costs
- Lower the cost of infrastructure installation
- Achieve economies of scale
- Agglomeration of planned industry

3.2.1 Organized Industrial Zones in the World

During the construction period of Europe after World WarII, many policy instruments including OIZs were put into application in order to stimulate industrial growth and economic development (Balaban, 2000). Industrial zones were developed as an incentive to achieve a balanced economic growth and overcome the differences in development levels between various regions (Özgüç, 1999).

By growing idea of OIZs as a new state-urban development policy, OIZs have been implemented in different countries in North and Latin America, Caribbean Region, Europe, Africa and Asia. The OIZ idea was developed by Bredo in 1960. Bredo defines OIZ like: “Organized Industrial Zones are subdivided or developed track of land according to a comprehensive plan to satisfy land supply to entrepreneurs.” As expressed by Bredo, first implementations of OIZs were market oriented. OIZs have been considered as an incentive tool for promotion of manufacturing and economic structure. Nevertheless, since 1990s, OIZs has been considered also as a political tool for planned urbanization by understanding huge and unhindered effects of industrialization over urbanization.

The aims and objectives of OIZs in the world can be classified as follows (Balaban, 2000):

1. A tool to attract or bring industrialists to areas suffering from unemployment or desiring to industrialize
2. A tool to promote and stimulate of industrialization in underdeveloped regions
3. A tool to decentralize and locate industries in suburbs by establishing OIEs could alleviate possible urban congestion resulting from rapid growth of population and industrialization in cities
4. A tool for promotion of small and medium scale industries

Land location and construction time are the main dynamics of OIZ implementations. Land that has been chosen should occupy skilled labor potential, network of transportation, connectivity with national markets and entrepreneurship potential. This comes with the main initiative logic of OIZs; “demand”.

OIZs have been implemented in many countries that have been originated from promoting industrial growth and improvement of economic capacities after Second World War. UNIDO defined OIZs:

“An industrial estate is a group of factories constructed on an economy scale in suitable sites with facilities of water, transport, electricity, stream, bank, post offices, canteen, watch and ward and first-aid and provided with special arrangements for technical guidance and common service facilities” (Özdemir, 1990).

3.2.2 Planning Process for OIZs

Industrialization and urbanization bound up with each other strongly by determinative power of industry over spatial development. Because planning industrial areas has transformative affect over urbanization, organized industrial zones are perceived as a policy instrument for urban planning as well.

Many studies and national experiences stress planning stage of OIZs for successful implementations of OIZs. As Bredo (1960) states:

“CAREFUL PLANNING of each step in the development of an industrial estate is of vital importance, whether sponsorship originates in a governmental or private agency. It must be recognized that a great deal is at stake-financial success of the project and that of its industrial occupants; the safety of investments; and the prevention of wastage of economic resources. Moreover, an industrial estate can have a profound effect on the community where it is placed. To justify the investment the state should have the effect of making a net contribution to the economy of the area and should seek to prevent urban congestion and the development of an industrial slum. To achieve these objectives requires sound planning.”

As explained above, OIZ implementations bring out many problems in economic and urban context. The planning process demands more attention in preventing these problematic, by determination of goals, location, features and scope at early stages. This phase is entitled “pre-planning stage” in this research that is evaluated primarily. Nevertheless, it should be noted that the pre-planning stage is dynamic process, affected by the uncertainties and unpredictable conditions. That is why, a well managed, long-lasting planning process contribute for the success of OIZs.

Bredo(1960) in the above statement emphasizes the planning of the planning of each step in the development of an estate as important. He defines those steps as follows:

1. Integrating of the zone and the community plan
2. Selection of the site of the estate
3. Selection of candidate industries
4. Planning the layout and facilities

5. Planning for long-term management
6. Planning for long-term control

3.2.3 Industrial Organized Zones in Turkey

Organized Industrial Zones Law number 4562 defines OIZs (Organized Industrial Zones) as,

“Goods and services production zones whose borders are registered and which is formed by supplying the land parcels on the basis of particular systems and allocated for the industry, determined according to the requirements and also operated as per provisions of the OIZs Law, with the necessary infrastructure services and the social facilities, techno parks, and also with small production and renovation units, trading, education and health units, research and development regions for the purposes of ensuring that the industry is structured in the approved fields, directing urbanization, preventing environmental problems, allocating resources rationally, benefiting from knowledge and information technologies, placing and developing all kinds of industries according to a certain plan”.

The industry was determined to be “locomotive sector” in the planned development period starting in 1960 in Turkey and long term targets have been set such as providing economic balance, realizing economic and social development jointly, attaching importance to development and industrialization at a certain speed. In establishment and operation of OIZs in Turkey, by reducing the role and effect of the public to minimum, the private sector is almost told “ESTABLISH YOURSELF, OPERATE YOURSELF”. Within this scope, terms of duties of the institutions contributed to establishment of OIZs such as chamber, municipality and private provincial administration are terminated upon starting production of the 2/3 of the industrialists in OIZ and afterwards they are managed by the boards of directors and auditing elected in the General Meeting attended by the OIZ participants.

The establishment of OIZs have come up with the 1st Five Year Development Plan that was an incentive for the foundation of the first OIZ in Turkey; Bursa OIZ. OIZs have been founded in two objectives:

- Being an incentive for promotion and stimulation of industry and achievement of regional balance by dissemination of industrial activities to the other regions
- Sustaining the planned development of industrial areas

However, OIZs have been hardly succeeded about those intentions. Thus OIZ were also designed for the prevention of unplanned settling of industrial firms within city macro form that possibly end with urban congestion (Çezik and Eraydin 1982)

3.2.3.1 Legal Framework of OIZ in Turkey

Regulation on Organized Industrial Estates Foundation Fund (1967)

In order to regulate “Regulation on OIZs Foundation Fund” was passed by Ministry of Industry and Commerce in 1967. The regulation was mainly about fiscal dimension of the subject and processes like crediting, fund transfers and etc. were explained in detail.

According to regulation, the foundation of OIZ starts with a demand of an enterprising organization derived. Enterprising committee is compromised by:

- Provincial Chamber of Trade
- Provincial Chamber of Commerce
- Provincial Chamber of Trade and Commerce
- Central Municipality
- Provincial State Administration
- Cooperatives
- Associations of entrepreneurs approved by Ministry of Industry and Commerce

Dominant authority in process of foundation of an estate is determined as the enterprising organization established by the attendant of some local agents. The whole process of foundation starting with declaration of the local demand for OIE and ending with the management of estate is given under the authority and responsibility of the enterprising organization. Local and provincial governments were also included in the process as local agents.

An evaluation regarding the relation among the site and other urban land-uses, planning decisions and possible further developments accelerated by OIZ had not been done during the site selection process. Site selection process does not include a study about integrating the OIZ within physical plans of the area.

Regulation on Organized Industrial Estates Foundation Fund (1982)

Like the old regulation, this new regulation also aimed to regulate the fiscal dimension of the foundation of OIZs. Çezik and Eraydın (1982) mentions that the aim of this regulation is not to bring out new and effective measures to regulate the foundation processes of OIEs but it is to collect the industrial funds given by MIC in various fields at one hand.

Organized Industrial Zones Law – 3143 (1985)

The law numbered as 3143 were passed in 1985 as the institutional law of Ministry of Industry and Commerce. Law declared the functions of MIC on foundation of OIZs as follows:

“To permit the foundation of industrial zones and industrial sites, to control and support these areas, to cooperate with related institutions about the subject, to prepare the necessary legal framework, to execute all the necessary research and development services about small industrial activities and hand crafts, to coordinate all the facilities and processes on the foundation of OIZs and Small Industrial Sites”.

According to this law the functions and responsibilities on foundation of OIZs were given to the General Directorate of Industrial Estates and Industrial Sites under MIC.

The 11th article of the law declared the details of the mentioned functions as follows:

“To plan OIZs and SISs that are going to be established in different cities in relation with the urban master plans if exists, to support whole of the infrastructure provision and 70 percent of superstructure provision of SISs with credit allocation, to credit OIZs, to control the legal framework parallel to the plans in cooperation with the related institutions and to coordinate the whole process, to satisfy the payment of land prizes according to a protocol prepared with the other ministries or public institutions if the sites selected for the establishment of OIEs and SISs are under the property of other those ministries and public institutions” (MIC 1998).

According to report of SPO (State Planning Organization), the required characteristics of appropriate land for OIZ foundation:

“The area should have a potential for industrial development and available labor power, the area should be in the regions that have developed priority, the area should have accessibility to raw materials and markets, the area should not have immense problems and congestion of urbanization and industrialization” (SPO, 1992).

Site selection stages are also defined in this report:

1. General Assessment of The City
2. Determination of Alternative Sites for OIZs
3. Examination and Evaluation of The Alternative Sites
4. Assessment of the Alternatives

Organized Industrial Zones Law – 4562

OIZs law is the final stage of the development of legal framework regarding industrial zone foundation in Turkey. This law has been newly put into application. It has been approved and adopted by the Parliament in 12 April 2000. The aim of the law is explained as to regulate the principles regarding the establishment, construction and management of OIZs in the first article (Law No: 4562):

“OIZs are incorporated by being registered in the “OIZ Registration Book” and by the approval of the OIZ establishment protocol by the Ministry of Industry and Commerce. This protocol includes the approval of at least one of the authorities of the Chamber of Industry, or the Chamber of Industry and Commerce, or the Chamber of Commerce (if there is one in the establishment place) and also the approval of the province county or district municipality if it is needed. Besides, the protocol includes the governor’s approval that is also signed by the authorities of the metropolitan municipality if the OIZs is in a metropolis (L.N. 4562 Art.4/9).”

3.3 GEBZE SPATIAL ANALYZES

Gebze is a district of Kocaeli that has a west borderline to Istanbul by Tuzla. Being proximity to Istanbul, Gebze has a great logistic importance. Thus, as Istanbul has become one of largest metropolitan city (OECD Report, 2000), Gebze has been affected primarily by being in administrative territory of Istanbul:

“Metropolitan areas frequently have a larger influence beyond their administrative boundaries and Istanbul is not the exception. Istanbul is located on the western end part of Turkey within the Marmara Region, stretching itself on both sides of the Bosphorus which connects the Black Sea and the Sea of Marmara, and separates Asia and Europe”

Gebze founded in connection of rail, air, road and sea transport that links Anatolia to Istanbul and European countries. By the eligibility of transport advantages, Gebze has become preferred industrial development area for private sector and foreign investors. The transport network of Gebze is explained in report of Kocaeli Chamber of Industry as follows:

“The E-6 TEM and D-100 National Highway both skirt the region, enabling travel directly to Europe or the Middle East. Istanbul is but some 30 km away. Rail links also exists, neither area is further than 4 km from the nearest national or international connection. As for air travel, the two international airports mentioned in previous sections (Sabiha Gökçen and Istanbul Atatürk) at 12 km and 60 km distance respectively, are within easy reach. Finally by sea, the ports of Istanbul and Izmit Bay are quite accessible and those of Derince (35 km distant) and Haydarpaşa (38 km) likewise available for national and international maritime transport”.

The location of Gebze in Istanbul Metropolitan Region

Although Gebze is an administrative district of Kocaeli, Gebze forms in the complex structure of metropolitan city. Gebze is standing on the east end of Istanbul Metropolitan Region (Figure 3.2) As urban planner Polat Sökmen, who developed master plans of Gebze mentioned this as follows:

“...the development of population in surrounding administrative municipalities of Metropolitan Region is faster than Metropolitan Region itself. In this context, Gebze is an end point municipality on east side of Metropolitan Region and having impacts of this inclination of expanding outside metropolitan region strongly”

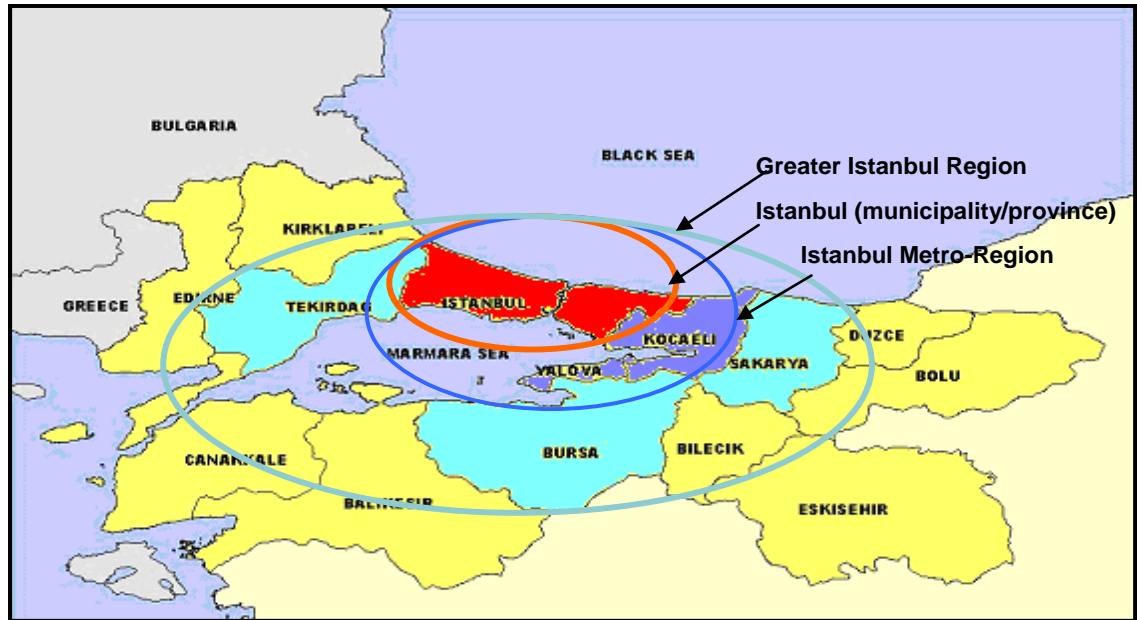


Figure 3.2 Istanbul Metropolitan Municipality (IMP)

According to master plan report of Gebze, it was depicted that, most industrial facilities located in surrounding districts of Metropolitan Region. On the east coast, Gebze is the prime development district that industrial facilities have been agglomerated randomly. Most private sector investors preferred Gebze as new investment area by the state-led policies, pointing out the advantages of Gebze:

- Proximity to Istanbul and local networks
- Logistic importance: infra-structure for air, rail, road and sea transport
- Basic infra-structure for water, electricity and roads...etc
- Wide range of space for building up and further expansion (compared to Istanbul).

4. CASE STUDY ANALYZES

In this chapter, evaluation of three specific organized industrial zones (OIZs) is presented. The cases are taken in hand systemically to address the research question:

“What is the interaction of stakeholders in planning process of industrial zones?”

Considering the characteristic properties that constitute reliable information for Gebze, three cases are selected in this study. Each of the cases is systematically described in order to understand the factors in the development of industrial areas.

The cases are:

1. Gebze Organized Industrial Zone (GOSB OIZ)
2. Taysad Organized Industrial Zone (TOSB OIZ)
3. Dilovaşı Organized Industrial Zone (DOSB OIZ)

4.1 STRUCTURING CASE STUDY

The aim of the case study analyzes is to understand the stakeholders in planning process of industrial areas through real-life context. The specified OIZs are evaluated systematically to enhance applicable information for Gebze industrialization, concerning stakeholder’s interaction through planning.

In the case study, **the first part** starts with the identification of features of OIZs in order to understand basic characteristics of the industrial area. The information concerning location (1), size (2), types of industries (3), scope and profile (4) of the OIZs are presented.

The second part comprises the information about stakeholders that represents the private, public and community interest to the organization. The determination of the stakeholders is achieved through information from regulations, interviews, websites and researches. In order to understand the stakeholder’s position in the organization, each stakeholder is analyzed through the attitudes of:

1. Importance of stakeholders, Mitchell's (1997),
2. Effects of stakeholders to the organization, Freeman's (1984),
3. Expectation of stakeholders,
4. Interaction of stakeholders, Pröpper and Steenbeek,(1998)

Stakeholders are indentified according to these attitudes that are described comprehensively in chapter 2. The findings of stakeholder's analyzes are represented in tables separately to get an overall picture of the stakeholder's position in the organization.

The third part of analyze is the interaction. As this study concentrates on "interaction of stakeholders", the interaction of stakeholders are explained comprehensively in order to understand what happens, why it happens and how it happens. The interaction of stakeholders are evaluated within typology of Pröpper and Steenbeek, that explains in terms of facilitative, co-operative, delegating, participative, consulter, open and closed. The definition of interaction types of this typology is explained comprehensively in chapter 2.

The last part compromises the general findings and outcomes from the case study analyzes in shared tables. The OIZs are compared according to stakeholder's interaction in planning process of industrial areas.

4.2 CASE STUDY 1: GOSB OIZ (Gebze Organized Industrial Zone)

Gebze Organized Industrial Zone (GOSB) was established in location of Gebze with the provision number 85/ 9695 of the Council of Ministers in 1985. Being the first industrial zone that was financed with the investment of industrialist without any incentives from government, GOSB OIZ established in the need for:

1. offering planned and well-developed industrial areas for decentralized industry from Istanbul from Gebze
2. encouraging urban planning that has been accelerated with the rapid industrialization
3. offering well-planned investment area for foreign capital (proximate to Istanbul)

4. maintaining developed infrastructure for industry; as water, gas and electricity supplies
5. reducing bureaucracy in investment process and simplifying the procedures.

The settlement of decentralized industry from Istanbul is the major motivation for establishment of GOSB OIZ. GOSB has been established with fiscal sources of private sector without loans from Government, embracing the “not to expect everything from the government” principle. The continuous transfer of fiscal sources reduced the construction time of OIZ. Thus, GOSB OIZ is the fastest OIZ in Turkey in construction by establishment of infrastructural system in a year. The process of GOSB OIZ foundation is explained as:

1985 _ Gebze industrial Zone was established in Gebze the provision number 85/ 9695 of the Council of Ministers

1986 _ the first meeting of the Board of Directors of GOSB took place 230 ha of GOSB OIZ land was purchased and location plans were established

1987 _ the demand for infrastructure was identified and the field projects were put together

1988 _ the construction for infrastructure began

1989 _ the construction for infrastructure ended

1990 _ the first factory was in production

4.2.1 Features of the GOSB OIZ

Location: GOSB has always been a centre of attraction since its establishment thanks to its logistic importance and proximity to the global metro poles. GOSB is located at the north side of the TEM highway, 7 km from Gebze city centre and 55 km from Istanbul, Kadiköy. The zone is located at a convenient location with a distance of 15 km to the Sabiha Gökçen airport and 34 km to Derince Port. GOSB sits at the centre of the Marmara region which accounts for 2/3 of the Turkish market.

Size Gebze OIZ was established on 230 ha (1st phase) industrial land with expansion areas of 180 ha (2nd phase) and 550 ha (3rd phase). Total area of GOSB OIZ is 965 ha. Through planning phase of Gebze OIZ also comprises establishment of services like social centres, educational buildings, parks, healthy services...etc. The distribution of lands according to functions they provide can be seen in Table 4.1.

Table 4.1 GOSB land dispersion

Land Dispersion	Ha	
Industrial Areas	ha	750
Shared Used Areas (service areas)	ha	173
Green Areas and Forrest	ha	42

Type of industries: The types of industry that would be accommodated in Gebze OIZ were established during planning phase of zone. TUBITAK established a pre-planning work that identifies the suitable industries which would contribute to the establishment of a model and sustainable industrial zone. The major concern for categorizing industry is to minimize environmental effects and use of infrastructure in perfection. The types of industry are (1) food industry, (2) plastics industry, (3) optic and electronic industry, (4) basic chemical industry, (5) metal industry, (6) machinery industry, (7) electronic device and tools industry, (8) automotive industry.

Scope and profile: GOSB OIZ’s vision is expressed as: “Achieving perfection in universal quality standards with our services, maintaining participant satisfaction at maximum level with the difference we create and branding by creating a sustainable and exemplary OIZ model with our innovative approach inspired by yesterday’s experience.

4.2.2 Stakeholder Analyzes

Industrialists: GOSB OIZ is a mixed OIZ that compromised multiple types of industrialist, determined by TUBITAK institute. The structure of industrialist can be grouped in three: (1) decentralized industry from Istanbul metropolitan area, (2) existing industry settled in Gebze and encouraged to move into the OIZ, (3) newly investigated industries-mainly foreign investors. The main motivation of GOSB OIZ is the settlement of decentralized industry that was forced by the global ambitions of neighbouring metro pole. It can be said that Gebze OIZ was established on demand of need for settlement in the rapidly industrialized region. The specified typed of industrialists participated in planning phase of industrial area to handle many subjects like technical needs and bureaucratic obligations. Also private industrialists supplied the fiscal resources of foundation without getting any incentives from the central government.

From the typology of Mitchell (1997), the industrialist can be regarded as a **definitive stakeholder** by having power, legitimate and urgency attributes.

Industrialist supplied the fiscal sources of foundation without getting incentives from the central government, so they possess the attribute of power. Additionally, they possess the attribute of legitimacy by being the key user of the area that makes them validate and applicable without any objection. Industrialists aim to establish their foundation and apply in global markets immediately in order to reach economic ambitions, so their participation calls for time attention. That's why they provide the attribute of urgency as well.

In GOSB OIZ case study works, the specification of industrialists has been showed that high-tech manufacturing industries preferred to settle in the GOSB OIZ. Especially after the open door policies of Turkish government, foreign companies demanded for investigation in GOSB that fostered the quality standard of construction and technical standards of manufacturing industry. Okan Çağlar, former Regional Manager of GOSB OIZ, expressed the situation as:

“Gebze Industrial Park (GOSB, Gebze Organize Sanayi Bolgesi), has established a record of remarkable success among industrial parks not only in Turkey but also in Europe, Middle East and North Africa. In the recent years, many global companies including US based Alarko Carrier, Colgate-Palmolive, Procter & Gamble, Corning Cable have chosen GOSB for locating their factories and management centers. Both the investment and export volume at GOSB has been increasing steadily over the years. With the completion of phases II and III, GOSB now plans to host 400 companies with a total investment volume of USD 6 billion, and their 45,000 employees” (Çağlar, [URL-1](#)).

This affected the quality of the zone as well. It can be said that the demand of industrialists for qualified and high-tech industrial site has shaped the substructure and technical base of the site. Industrialists have definitely technological effects (1) on the organization, by acquiring technical improvement for their high manufacturing capacities. The fiscal sources of private sector have been the major force behind the establishment of Gebze OIZ; “trust in private entrepreneurship” was established in GOSB OIZ case study. So industrialists have definitely economic effects (2) on the organization. According to regulations in Turkey, industrialists have delegated power of managerial works and they participate at management committee to express their views. Thus, industrialist have power on the management committee and can force the organization to follow another course. So they have also managerial effects (3) on the organization.

The industrialist expectation that are perceived as value that can be classified in two: (1) economical value and (2) environmental value. Industrialist expects to grow in economical value and profitability. Joint investment and cooperation of manufacturers in a shared industrial land provides many opportunities for industrialists. This shared profitability is mainly known as “win-win “strategies that many industrialists benefit from agglomeration of manufacturers. The profit of agglomeration also helps joint solutions for environmental issues. It has been understood that sustainability of environments are in threat of insensitivity of rapid industrialization Industrialists aim to provide a more efficient, productive and comprehensive environment to sustain their industrial areas. So it can be said that they also expect environmental value from the organization.

In GOSB OIZ case study, the establishment of OIZ was initiated with the demand of industrialist to settle their manufactories. The process was carried out with governmental bodies and other related institutions, but it is clear that the major force behind the idea was the industrialist demand. Industrialists provide many resources as fiscal resources, technical knowledge, human resources and marketing capabilities. So, in this study industrialist are regarded as ‘initiator’, by being the trustworthy stakeholder to initiate the whole process. With regard to its economical, managerial and technological effects to organization, industrialist can be referred as facilitative stakeholder.

Province: GOSB OIZ foundation was initiated with demand of private sector under political orientation of Province. OIZ becomes legal entity after the incorporation protocol approved by the governor that is obligated with the law of 3142 (1985) and law of 4562 (2000. According to law of 4562, demand of public sector should be approved by Province primarily. So the Province has the juridical position to check, judge and approve demand of OIZ foundation and spatial outcomes of foundation. So it can be stated that the Province is the powerful public institution that decides whether to implement an OIZ or not. This is also shows the importance of the Province for the organization that is considered as Dominant Stakeholder. Province has power that was stated by law. Also it is the general perception that the Province should be involved in planning process inevitably.

Province is the first approval institution in planning industrial areas. Province also has authority to change the organization course and structure. Thus, Province has the

managerial effect on GOSB OIZ foundation. The governor is the Project Manager/Chairman of the organization that also has legitimacy and validity for the central government. The communication between the central government and organization is established by the Province. Thus, province is the institution that represents the political views of the government. Thus Province has also political effect on the organization.

Province expectations are clearly stated in Provincial Strategic Plan as economical, environmental and social value.

The expectations of Province are:

Economical value

1. Growth in value and the profitability of the companies settled
2. Attraction of economic values
3. Economic progress of the community

Social value

1. Improvement of working conditions
2. Education and working
3. Reinforcing cultural identity and the area's vocation
4. Equity, solidarity and social cohesion

Environmental value

1. Sustainable use of natural resources
2. Reduction of emissions
3. Reduction in waste production
4. Sustainability for people and goods
5. Quality and diversity of habitat and landscape

Province is a dominant stakeholder in the organization that has juridical task like approval, communication with central government and compatibility of project with central and provincial policies. The knowledge of political bureaucracy and communication are held by Provincial bodies; thus Province possesses the resource of knowledge to other stakeholders. That's why the Province is considered as initiator that interacts in a facilitative degree.

Special Provincial Administration Special Provincial Administration has legitimate duties that are stated by law as approval of spatial plans and land use decision of OIZ. So, Special Provincial Administration is considered legitimate by having general perception by the other stakeholders. The participation of Special Provincial

Administration is not obligation that is stated by law. Thus, the stakeholder doesn't have power to affect the process of organization and decisions through the planning. That's why Provincial Administration Board is considered as discretionary stakeholder (L).

This stakeholder has political effects on organization that was stated in OIZ Implementation Regulation. However, this effect is mainly stable that was stated by the policies of central government and Provincial strategic plans.

Value is considered economical, social and environmental value as Province. In actual fact, the mission and ambitions of Special Province Administration match with Province's.

Involvement of Provincial Administration Board is due to the selection of the organization. In GOSB OIZ case study, influence of Provincial Administration Board is co-operative that stakeholder works together with other stakeholders in spatial development and bureaucratic processes. This stakeholder's role is delegating through the planning of industrial area.

Chamber of Commerce: Kocaeli Chamber of Commerce and Industry (KCI) with its 34 employees is conveniently located within Kocaeli. KCI serves the interests of its 1567 members/companies. Geographically the Chambers' administrative boundary embraces Gebze as well.

According to OIZ Regulations, Chambers are one of the institutions that can approve the legal framework of OIZ foundation. The legal base of Kocaeli Chamber of Commerce and its entrepreneurship structure makes this stakeholder legitimate to participate in the organization. In GOSB OIZ case study, the chairman of Kocaeli Chamber of Commerce governs the organization in absence of Governor. Being the foundation of entrepreneurship of manufactory, the chamber has also ambitions to support industrial development in GOSB OIZ and it has urgent intention to implement the project. So this stakeholder is considered dependent stakeholder by its urgency and legitimacy importance to the organization.

The Chamber of Commerce and Trade also provide technological support on issues of substructure and quality standards, so it has technological effects on the organization as well as managerial effects.

The aim of KSI is “to be an organization that creates value for our country, people, society and industry”. So the expectations of this stakeholder can be considered as economical, social and environmental value that facilitates the sustainability of the environment.

This stakeholder’s influence on organization is co-operative that participates on joint-decision making.

Chamber of Trade: Gebze Chamber of Trade (GTO) founded in Gebze in 1989, with the provision of law 5590. GTO has been perceived as a legitimate stakeholder in the organization that participated through the process. Thus, it is considered as a Discretionary Stakeholder in the organization. GTO also joined in decision-making process by expressing views and vision. So it has managerial effects in the organization. While GTO is legal chamber of Gebze, sustainability of trade and industry is the main expectations. Thus, it can be clearly set that GTO has expects social, economical and environmental value from the organization.

GTO participates in decision-making process; but it doesn’t have power to effect the organization itself. So, the interaction of GTO is perceived as delegating (joint decision maker)

Water Boards: During establishment of GOSB OIZ, many interviews and meetings held with the institutions of water boards, ISU and DSI. The reason for participation was to achieve sustainable solutions for the water usage of the zone. Projects were defined and established, compromising scenarios of occupancy rate and types of industries settled in the zone at the early stages. The institutions about water were participated during the planning phase as advisor. The interaction of public water boards was Discretionary that ISU and DSI participation wasn’t an obligation; thus the process was established in the will of Management Committee and Water Boards.

The water boards have technological effects on the organization by establishing .knowledge about water gathering technologies. This stakeholder is considered as ‘advisor’ by its influence of ‘participative’ to the organization.

TUBITAK: The Scientific and Technological Research Council of Turkey (TÜBİTAK) is the leading agency for management, funding and conduct of research in Turkey. It was established in 1963 with a mission to advance science and technology, conduct research and support Turkish researchers. Setting its vision as to

be an innovative, guiding, participating and cooperating institution in the fields of science and technology, which serves for improvement of the life standards of our society and sustainable development of our country, TÜBİTAK not only supports innovation, academic and industrial R&D studies but also in line with national priorities develops scientific and technological policies and manages R&D institutes, carrying on research, technology and development studies.

Other stakeholders: Through the planning process of GOSB OIZ many governmental bodies have been informed whether participate. These institution comprises the Ministry of Public Works, Department of Energy, the Ministry of Transport and so on. The institutions expressed their views in reports; however a meaningful participation of these stakeholders wasn't established.

Local municipality has limited power on planning process that mainly consisted of hearing and information. The fact has caused many difficulties in accelerating the problems of OIZs on Gebze comprehensively. Designers (architects, urban planners, city developers,..) weren't considered as stakeholders in planning process. At implementation phase, the design was established in one hand designer, without negotiation and expressions. Environmental organizations were hardly involved in the process. Citizens were also debate from planning; thus they have mostly opposite views over industrialization of Gebze.

In accordance with the Mitchell, Freeman, Pröpper and Steenbeek's typology, the importance, effects, expectations and interactions of each stakeholder are summarized in Table 4.2.

Table 4.2 Stakeholders, Importance, effects and expectations of stakeholders and interaction of stakeholders for GOSB case

STAKEHOLDER	Importance <i>Mitchell's typology</i>	Effects <i>Freeman's typology</i>	Expectations	Interaction/Role <i>Pröpper and Steenbeeks's</i>
Industrialists	Definitive Stakeholder	Technological, Economical and Managerial	Economical and Environmental	Facilitator /initiator)
Province of Kocaeli	Dominant Stakeholder	Managerial and Political	Economical, Environmental and Social	Facilitator /initiator)
Special Provincial Organization	Discretionary Stakeholder	Political	Economical, Environmental and Social	Co-operative /partner
Kocaeli Chamber of Industry(KSO)	Dependent Stakeholder	Technological and Managerial	Economical, Environmental and Social	Co-operative /partner
Gebze Chamber of Trade(GTO)	Discretionary Stakeholder	Managerial	Economical, Environmental and Social	Delegating/Joint-decision maker
Water Boards	Discretionary Stakeholder	Technological	Environmental and Social	Participative/Advisor
TUBITAK (University)	Discretionary Stakeholder	Technological	Environmental and Social	Participative/Advisor

1.1.1. Interaction of Stakeholders in planning process

The interaction of stakeholders in this case is illustrated in Figure 4.1.

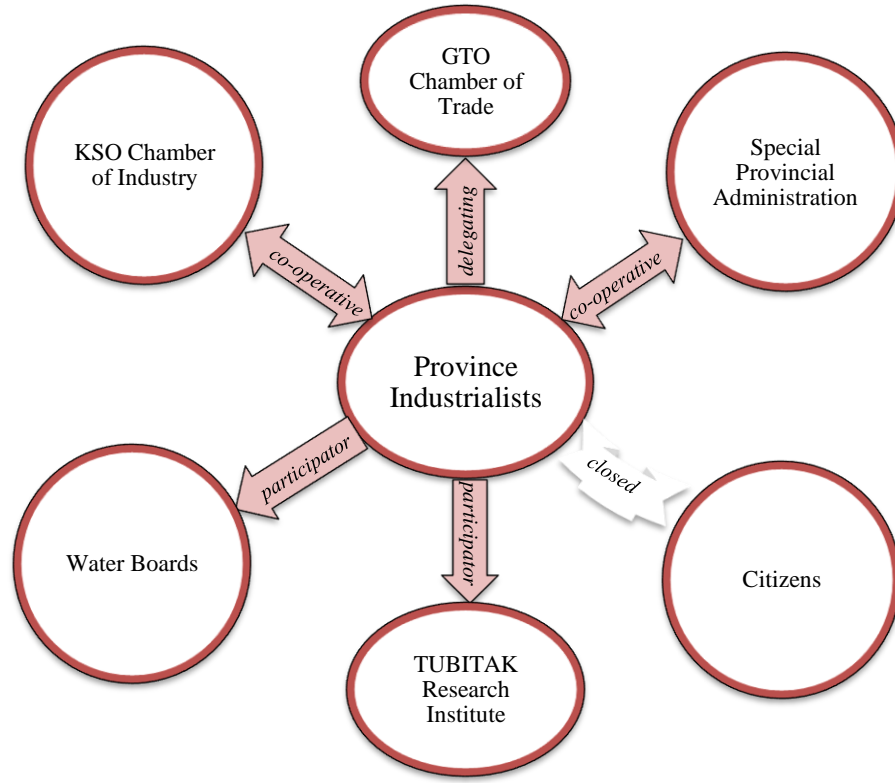


Figure 4.1 Interaction of stakeholders with each other

GOSB OIZ established in demand of industrial area by the fiscal sources of private sector, shaping the model of “self-built” in Turkey. A group of industrialists that demanded occupancy in newly established OIZ, also provided the financial source of land supply, expropriation, infrastructure works and etc. The demand was clearly determined before the planning phase that this constituted the trust between industrialists and governmental institutions. The investors (private sector) and governmental institutions executed the interactive process of planning, compared to prior implementations in Turkey. The coordination of **industrialists** and **Province of Kocaeli** was the main initiator of the project. The province possessed the link between central government and industrialists, applying the bureaucratic stages of legal framework. On contemporary, the industrialists provided the fiscal sources for spatial arrangement of OIZ. Thus, it can be said that the province and industrialists performed the public-private partnerships that they participated at higher degrees of interaction by supplying resources to the organization at the planning phase of the project. On the other hand, industrialists performed high power on the organization,

as they also gave rise to legislations of OIZ applications through governmental institutions.

The project team interacted with KSO (Kocaeli Chamber of Commerce and Trade) and Special Provincial Organization in co-operative way on these grounds that they also formed the legal base of the OIZ. KSO has been co-operative stakeholder of the organization that can affect the organization with technological base as well. So the project team preferred to interact with KSO to establish high-qualified OIZ and meet demands of industrialists. The SPO interacted with the organization in critical phases of land selection and expropriation mainly and participated in diction making co-operatively.

GTO (Gebze Chamber of Trade) is another local chamber; consist of members from trade. Through the planning phase, the project team prefer the participation of GTO as a delegating stakeholder; by being the only local chamber representing the demands of trade and commerce in Gebze. TUBITAK and Water Boards are the consultants of the organization that organizations apply for superior knowledge at the later stages of the OIZ establishment, after land selection was done. TUBITAK prepared a short list of industry types that were appropriate to welcome in GOSB OIZ and maintained interaction through the organization in other phases.

From interviews and other resources, it can be said that citizens were ineffective during the planning process of the organization. The main reason was that they have opposite ambitions according to other stakeholders. On the other hand, some citizen interest organizations attempted to participate in later stages but the planning phase was devoid of citizen participation.

4.3 CASE STUDY 2: TOSB OIZ (Taysad Organized Industrial Zone)

TOSB Organized Industrial Zone was established in the region of Kocaeli-Gebze along E5 highway which links Istanbul to Anatolian regions. Being the first specialized organized industrial zone on automotive sector in Turkey, TOSB entrepreneurs offer globally competitive parts and components to giant automotive industry. TOSB OIZ is a private enterprise zone, initiated by TAYSAD foundation which aims to support the industry of automotive parts and components. The members of TAYSAD have initiated the process of OIZ foundation in order to:

1. Form a clustering prototype that promotes innovativeness and competitiveness of sector by establishing knowhow information transfer
2. Be close to the global markets (by proximity to Istanbul)
3. Get advantages of being in organized industrial zone like infrastructure, shared service expenses, bureaucracy...etc
4. Reach quality standards that are required to be supplier for well qualified automotive industry

TOSB OIZ site selection was concentrated on proximity to automotive industry (in Kocaeli and Bursa especially) and to Istanbul that is strategically important for development. Whilst it is advantageous for investment in Gebze for new manufacturers, it is also preferred area for settlement of decentralized industry from Istanbul (like Kanca and Güçlüpres).

Expropriation of TOSB OIZ lands were done by Managing Committee consisting of TAYSAD entrepreneurs. However it should be noted that trials on expropriation are still on route and there are confessions on expropriation process in Gebze.

TOSB OIZ foundation process is:

1990 _ First applications have done by the leadership of Kocaeli Province for assignment of land to TAYSAD entrepreneurs for establishing an OIZ.

1992 _ Land selection was approved by Municipality of Industry and Trade. On April 7, 1992, under the Ministry of Trade and Industry's Fund Regulations Act (No. 4920, amended section 31), and the leadership of the Kocaeli Governor's Office, and with the involvement of TAYSAD (Association of Automotive Parts and Components Manufacturers), the Kocaeli Chamber of Industry, Kocaeli Provincial Administration and KOSGEB (Kocaeli

Small/Medium-Size Enterprises Support and Development Board), an organized industrial zone for the automotive-components sub-sector was established.

1993 _ TOSB land has been added to master plans of Gebze as a new OIZ

1996 _ Land use, plots and master plans were approved.

1997 _ Construction of infrastructural works started (1st phase)

1999 _ the first phase construction works have been completed and 2nd phase has been started.

2001 _ the first factory construction has been finished (Pelzer Pimsa); assignment of first land for foreign investment has been established.

TOSB OIZ has finished foundation and construction of infrastructure works in 9 years and started to welcome investors rapidly since then.

4.3.1 Features OF TOSB OIZ

Location: TOSB OIZ founded in the north district of Gebze, along E5 highway. TOSB OIZ is separated from its neighbor, GOSB OIZ with forest land border in the east. Boundaries with GOSB OIZ provided opportunities for competition and innovation between two industrial zones.

TOSB founded in an advantageous geographical location owing to its proximity to city centers primarily to Istanbul, and to important industrial facilities, particularly those related to automotive and to such industry supporting units as universities and research institutions. Being in the heart of transportation networks, TOSB has been an attractive investment area primarily for automotive industry that has adapted the philosophy of “just in time”. The accessibility to transport networks like highways, airports, sea ports and train stations makes TOSB OIZ attractive for private investors.

The logistic advantages of TOSB OIZ are presented briefly in the report of TOSB Management Committee:

“TOSB is a model and leader industrial zone of expertise thanks to its surrounding management structure free from bureaucracy, geographical location and logistic advantage, modern infrastructure and supporting services along with its human and environment friendly sense of project designing and its privilege of being the first choice of capital investments.”

Size of estate: A 1.748.000m² industrialization area and 103 industrial plots exist in 2.300.000 m² TOSB site. Plots range from 5.700 to 70.000m². 91 plots have completed infra-structure provisions and the members are ready to begin construction or even production. At present 72 plots have been allocated to 76 companies; the remaining 552.000m² is earmarked for road construction, administration buildings and recreational green areas as shown in Table 4.3.

Table 4.3 TOSB Land Dispersion

Land Dispersion	Ha	
Industrial Areas	ha	182
Shared Used Areas (service areas)	ha	414
Green Areas and Forrest	ha	541

Size of firms: TOSB OIZ is an example of specialized industrial zone, clustering automotive manufacturer and supplies. By given the scope and priority of OIZ from the planning stage has given opportunity to manage size of firms in the estates.

Types of industries: TOSB is a “cluster organization” model, organized by an enterprising group to offer globally competitive parts and components to the giant industry of the Marmara Region. The industries that established in TOSB are manufacturer of automotive industry. Thus, the privilege requirement for taking part in TOSB OIZ is membership of TAYSAD foundation that means 60% of manufactory of firm should be automotive components and parts.

Scope and profile: Towards being an institution, TOSB established strategic plans for further development of district in global race.

“Having been established in the region of Kocaeli-Gebze in 1992, the primary objective of TOSB is to create a global-scale manufacturer park that continuously improves service quality, unites all kinds of appropriate services and products as well as advancing and supporting the competitive capacity of the local participators with its expert employees and meeting all needs at the highest level with its infrastructure. And TOSB has already reached this objective” (TOSB service report, 2009).

The advantages of TOSB are also presented in the same report:

“TOSB is a model and leader industrial zone of expertise thanks to its surrounding management structure free from bureaucracy, geographical location and logistic advantage, modern infrastructure and supporting services along with its human and environment friendly sense of project designing and its privilege of being the first choice of capital investments.”

The strategy of TOSB OIZ is expressed:

“Our vision is becoming an exemplary and chief of an Organized Industrial Zone by creating synergy for participants, obtaining knowledge and skills in the global market to sell, being sensitive to global environmental rules and people, doing this by providing qualitative infrastructure facilities.

Our mission is an infrastructure which continuously increases the quality of service and responds to all requirements with specialized top-level employees.

Our quality policy is in line with fundamentals of quality and continuous improvement, OSB is aiming to high quality service which provides highest benefit by increasing the competitiveness of the participants in his area” (TOSB service report, 2009).”

4.3.2 Stakeholder Analyzes

TAYSAD Business Association: TOSB OIZ is a private and self-supporting enterprise that has been initiated from demand of TAYSAD foundation members to establish an organized industrial zone for the manufacturer of automotive parts and components to agglomerate dispersed supplier industry. With the tension for foundation of a specialized industrial zone, 59 of the 210 TAYSAD members has worked in cooperation with Province of Kocaeli to achieve the idea of organized industrial zone in scope of “clustering”.

TAYSAD is a powerful stakeholder in planning process of OIZ that comprehends the members of investors in TOSB OIZ. (This means %70 of its production must be automotive parts and construction). Representing the fiscal sources of the organization, TAYSAD has power on the organization. Also, TAYSAD has legitimacy in the organization by being the key user of industrial area. It is also clear that urgency is definitively an attitude of TAYSAD Association in order to keep up with changing automotive industry; adopting the philosophy of “just in time”. They expect to settle their investments in a limited time period. Thus, it can be clearly stated that TAYSAD is a **definitive stakeholder** for the organization.

In Turkey, it is a phenomenon that industrialist perform a very powerful structure in planning process of OIZ, in the logic of attracting industrialist for investment and TAYSAD members are not exception. Effectiveness of TAYSAD is high in planning process that mainly affects the structure of the organization. Effects of TAYSAD to the organization can be grouped as: (1) economic, (2) technological and (3) managerial. TAYSAD members provide fiscal sources as well as information and support for high-qualified automotive industry. The power position of industrialists

in Turkish planning process, contributes the industrialist's association, TAYSAD to have managerial effects on the organization.

TAYSAD association expects economical and environmental value from the organization. It is also stated in TAYSAD mission statement as well: "To provide the environment and conditions for developing the Turkish automotive industry as a whole and making Turkey one of the leading supply centers of the global automotive industry, by supporting its members as a collective organization.". TAYSAD expects a high-value added and environmental friendly industrial area for automotive industry. TAYSAD Association members are the initiators of the organization by facilitating many sources of fiscal, technological and political demand.

Province of Kocaeli: Province is often seen as the link between central government and investors of TAYSAD industrialists. As similar to case study of GOSB OIZ, the legal process of OIZ foundation has to be approved by the Province. In many stages including planning, implementation and management phases, the Province of Kocaeli is an effective partner that has authority to involve in decision making process of TOSB OIZ and sometimes as a leader stakeholder to change the course.

Province is an approving authority in establishment of TOSB OIZ. Thus, views and expectations of Province are critically for the organization that participation of Province is clearly considered legitimate for the organization. Being the approving authority give the Province power through the organization. By having attributes of power and legitimacy that is a **dominant stakeholder** to the organization.

Provincial expectations are similar to GOSB OIZ that are classified as economical (1), environmental (2) and (3) social. Additionally, being a clustering automotive plant brings TOSB critical importance in performing the motor of industry. Automotive industry is very important for Kocaeli industrialization; thus many important automotive plants are established in this city as Toyota and Ford. By being the "clustering" site of automotive suppliers, TOSB has a critical importance for Province of Kocaeli and its strategic expectations.

Chamber of Commerce: Kocaeli Chamber of Commerce and Industry (KCI) is a dependent stakeholder as similar to GOSB OIZ case. That, establishment of clustering automotive OIZ is an urgent objective of KCI as well.

The Chamber of Commerce also provide technological support on issues of substructure and quality standards, so it has technological effects on the organization as well as managerial effects. The expectations of this stakeholder can be considered as economical, social and environmental value that facilitates the sustainability of the environment. This stakeholder's influence on organization is co-operative that participates on joint-decision making.

Other stakeholders: KOSGEB (Small and Medium Enterprises Development Organization) was established with the "Small Enterprises Publishment Development" international agreement which is approved with the 17.06.1983 date and 83/6744 no. KOSGEB is education and development institute for enterprises that has facilitated in TOSB OIZ foundation as well. KOSGEB is also a technologically effected stakeholder for the organization; but the project team preferred to interact in open relationship that the project team informed KOSGEB about the policy.

Citizens are also affected by the establishment of TOSB OIZ; however the citizen participation is also neglected in planning process. This comes with many conflicts like expropriation difficulties, shanty settlements, and unsatisfying environmental and social conditions.

In accordance with the Mitchell, Freeman, Pröpper and Steenbeek's typology, the importance, effects, expectations and interactions of each stakeholder are summarized in Table 4.4.

Table 4.4 Stakeholders, Importance, effects and expectations and interaction of stakeholder for TOSB case

STAKEHOLDER	Importance	Effects	Expectations	Interaction/Role
	Mitchell's typology	Freeman's typology		Pröpper and Steenbeeks's
TAYSAD Business Organization	Definitive Stakeholder (P, L, U)	Technological Economical Managerial	Environmental and economical value	Facilitative - Initiator
Province of Kocaeli	Dominant Stakeholder (P, L)	Managerial Political	Environmental, economical and environmental value	Facilitative - Initiator
Special Provincial Administration	Discretionary Stakeholder (L)	Political	Environmental, economical and social value	Co-operative - Partner
Kocaeli Chamber of Industry	Dependent Stakeholder (L, U)	Technological Managerial	Environmental, economical and social value	Co-operative - Partner
KOSGEB	Discretionary Stakeholder (L)	Technological	Environmental and economical value	Open – Target Group

4.3.3 Interaction of stakeholders in planning process

Industrialists and Province performed the role of initiator in the organization that facilitated and managed the process of planning. Thus, the fiscal sources have been achieved through the investors before the establishment phase. Through this process, co-operative dialog has been achieved with KSO (Chamber of Industry), in achieving participation of industrialists and understanding their needs.

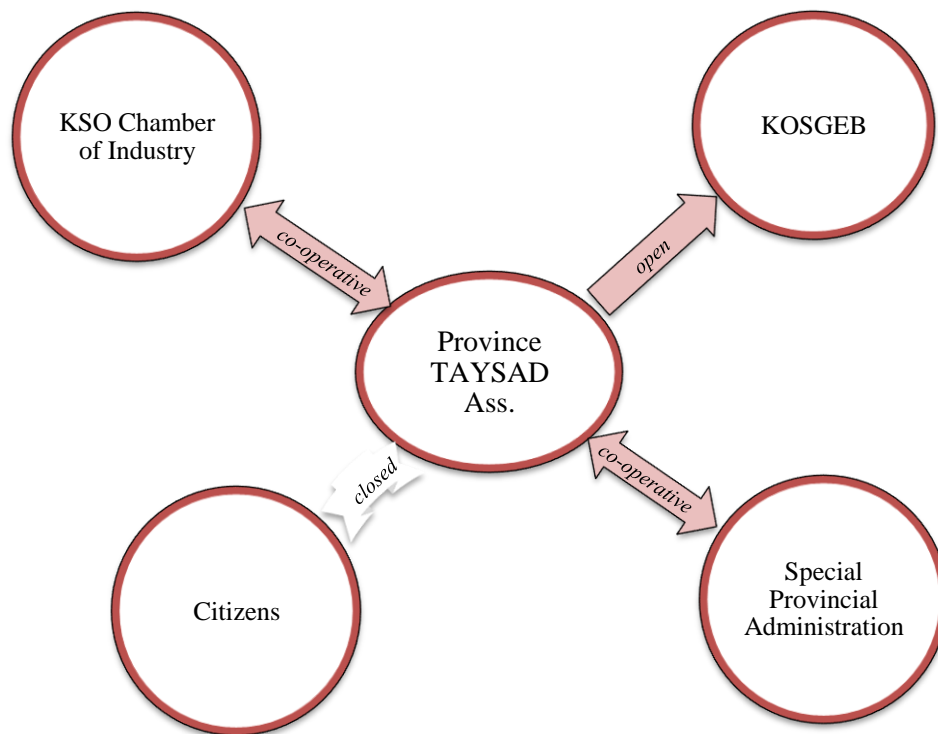


Figure 4.2 Interaction of stakeholders with each other

TAYSAD foundation is the main force behind establishment of TOSB OIZ in need of a clustering OIZ. Thus, the industrialists association is a dominant stakeholder that can decide the interactive way of the organization. Local authorities didn't participative through the process. Industry related organizations as KOSGEB and KSO has participated and interacted through the process.

4.4 CASE STUDY 3: DOSB OIZ

Dilovası is adjacent to the Kocaeli district of Gebze, comprising many manufacturing enterprises. The industrialization pace of Dilovası goes back to 1960s policies. In view of the area's decidedly irregular layout, housing developments have been organized very close to the industrial sites. Dilovası Municipality was established in 1987 but it did not function as a regulatory mechanism for industrialization. The former interest in industrialization doubled and subsequent to the establishment of municipality the region attracted much more industry and migration.

To avoid further disarray and establish co-ordination between the various manufacturers, work began in the 90's under the leadership of DİSAV (Dilovası Manufacturer's Foundation), to reorganize the industrial zone in terms expressed within the Organized Industrial Zone Law (No: 4562): negative environmental impact was to be kept at a minimum and benefits of this fully presented to the local industrialists. A long and arduous task was foreseen, and consequently in late January 1998 in repeated runs of its official magazine (No: 23238). The Organized Industrial Zone clearly advertised itself. Later, on 28 June 2001 the proposed boundaries of the zone were publicized together with the 1/25000 scale Environmentally-Orientated Regulation Development Plan.

DOSB has been established in order to:

- Achieve coordination between industrialists
- Getting benefit from the law 4562 of Organized Industrial Zone(mainly bureaucratic easiness)
- Minimizing the effects of industrialization on environment

DOSB OIZ finished its foundation in 2002 and began to operate.

4.4.1 Features of DOSB OIZ

Location: DOSB OIZ is composed of 822 ha industrial land. DOSB industrial lands are surrounded by D-100 highway and forest land of Çerkeşli Village on north and east; TEM connection on west. Having in the centre of highways and railway, DOSB OIZ is an attractive OIZ for investors.

Size of estate: DOSB total area is 3.420 ha and 170 industry manufacturers operates in this land as shown in Table 4.5. By being established in early industrial land,

DOSB doesn't have green health safety boundaries that are obligatory for OIZ foundation.

Table 4.5 DOSB land dispersion

Land Dispersion	Ha	
Industrial Areas	ha	342
Shared Used Areas (service areas)	ha	98
Green Areas and Forrest	ha	-

Types of industries: Metal and metal ware (1), chemicals(2), transport, cargo, bonded goods(3), coal, timber, minerals, mining(4), machines and industrial products(5), paper, packaging, and printing(6), energy, liquid fuel, natural gas(7), glass, ceramic, marble, porcelain(8), construction and decoration(9), furniture, beds and carpets(10), health(11), agricultural products(12) and other

Scope and profile: Dilovasi industry's history has started with establishment of huge chemical manufactory settlements which came here in 1967, but the idea of an organized industrial zone appeared only in 1994 and the industrialists of the region applied for such a status in 1997 and subsequent to the law made in 2000. Dilovasi industrial location became an organized industrial zone in 2002. In other words unlike the law, the DOSB is constituted not in a pre-planned area, but was transformed into an organized industrial zone (Dinçer, 2007).

The main objective of the DOSB OIZ is to arrange the unplanned agglomeration of industry by protecting the environment as well.

4.4.2 Stakeholder Analyzes

DOSB Industrialist Association: Dilovası industrialization pace goes back to 1967 with the settlement of chemical and steel manufactory in the district. Since Dilovası has growth its industry capacity with accelerated environmental and social problems. Industrialist also suffered many problems as utility deficiencies, bureaucratic difficulties and environmental damages. Industrialists gathered around to solve some of their problems in a more organized way and constituted a foundation called *Dilovası Sanayicileri Vakfı* (DISAV). With the attempt of DISAV in respect to local administration, DOSB OIZ established in 2000.

DOSB OIZ established not in a pre-planned area; the industrialists preferred to transform their manufactory lands into OIZ. Thus, industrialists are the main force behind the process. Their participation in the organization is legitimate and urgent by being the main beneficiary of the project. Also DISAV provides fiscal sources to the organization, thus DISAV has power on the organization. In summary, DISAV is a **definitive stakeholder** in the organization.

DISAV expectations can be grouped as: (1) economic, (2) technological and (3) managerial as similar to other cases.

DISAV expects to lower the cost of the expenditures and the difficulties of bureaucracy. Also, in respect to accelerating environmental problems, DISAV aims to establish an OIZ that has minimum effect in natural life. Thus DISAV expects environmental and economical value from the organization.

DISAV Association members are the initiators of the organization by facilitating many sources of fiscal, technological and political demand.

Province of Kocaeli

Province is often seen as the link between central government and investors of DISAV industrialists. As similar to case study of GOSB OIZ, the legal process of OIZ foundation has to be approved by the Province. Thus, Province is a **dominant stakeholder** in the organization.

Provincial expectations are similar to GOSB OIZ that are classified as economical(1), environmental(2) and (3)social.

Chamber of Trade: Gebze Chamber of Trade (GTO) is considered as a Discretionary Stakeholder in the organization that participated in decision making. Thus GTO has managerial effects in the organization. While GTO is legal chamber of Gebze, sustainability of trade and industry is the main expectations. Thus, it can be clearly set that GTO has expects social, economical and environmental value from the organization.

GTO participates in decision-making process; but it doesn't have power to effect the organization itself. So, the interaction of GTO is perceived as delegating (joint decision maker)

Municipality of Dilovası: DOSB OIZ has been established with the demand of DISAV in respect to local municipality of Dilovası. Thus, Dilovası Municipality has been joined in the planning team from the beginning of project. The participation of Municipality was considered legitimate by being the participant of the project team. Thus Municipality of Dilovası is a **discretionary stakeholder** in the organization.

Municipality has managerial effects on the organization that participates in decision making process.

With regard to accelerating problems of Dilovası, Municipality expects social, environmental and economic improvements from the organization.

Differently from other case studies, Dilovası Municipality is a joint decision making stakeholder in the organization that interact with other stakeholder through the process. Thus Municipality of Dilovası is a delegative stakeholder in the organization.

Other Stakeholders:

Dilovası is suffering from many environmental problems; thus participation of environmental interest is critical. However, the environmental interest organizations have been disregarded through the planning process.

Citizen participation was also disregarded.

Table 4.6 Stakeholders, Importance, effects and expectations and interaction of stakeholder for DOSB case

STAKEHOLDER	Importance	Effects	Expectations	Interaction/Role
	<i>Mitchell's typology</i>	<i>Freeman's typology</i>		<i>Pröpper and Steenbeek's</i>
Dilovası Industrialists Organization (DİSAV)		Definitive Stakeholder (P, L, U)	Technological Economical Managerial	Environmental and economical value Facilitative - Initiator
Province of Kocaeli		Dominant Stakeholder (P, L)	Managerial Political	Environmental, economical and environmental value Facilitative - Initiator
Gebze Chamber of Trade		Discretionary Stakeholder (L)	Managerial	Environmental, economical and social value Delegating – Joint decision maker
Kocaeli Chamber of Industry		Dependent Stakeholder (L, U)	Technological Managerial	Environmental, economical and social value Delegating – Joint decision maker
Dilovası Municipality		Discretionary Stakeholder (L)	Managerial	Environmental and economical value Delegating – Joint decision maker

1.1.2. Interaction of Stakeholders

The interaction of stakeholders in this case is illustrated in Figure 4.3.

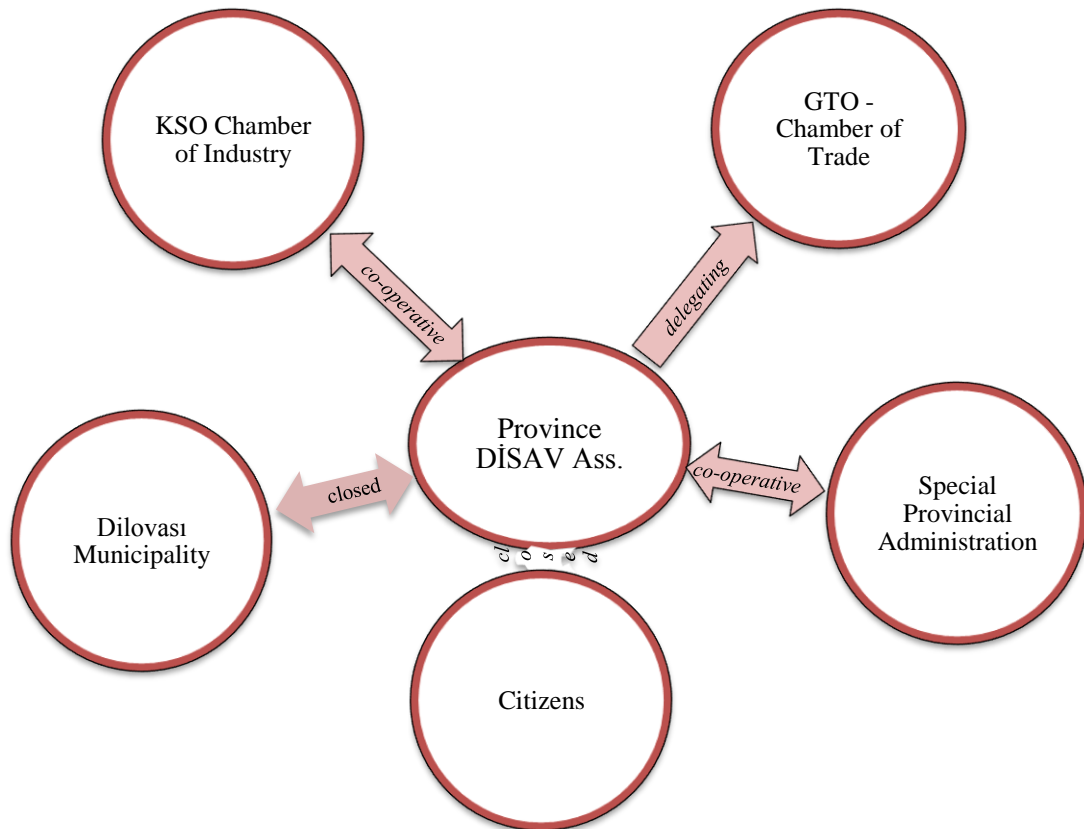


Figure 4.3 Interaction of stakeholders with each other

5. EVALUATION OF CASE STUDY ANALYZES

Gebze industrialization process was accelerated with 1960's planned development era that supported Gebze economy to reach at global rates. With the rapid settlement of industry, Gebze has been developed rapidly, by being the 4th wealthiest district in Turkey. However this wealthiest costs Gebze many social and environmental problems like social segregation, urban sprawl, shanty settlements, environmental disease and etc. With the new expression of sustainability in global world, Gebze case has become critically important under the tread of unsustainable industrialization. From shared point of view, Gebze has been suffering many environmental and social problems because of unplanned agglomeration of industry. Although OIZs are established in order to prevent unplanned industrialization, this couldn't prevent social and environmental problems they caused. This chapter explores the situation of Gebze industrialization in respect of stakeholders in case study works. The first part consists of cross-case analyzes that are presented to oversee the participation and interaction of stakeholders in classification of community interest, public interest and private interest. The second part is the presentation of stakeholders views, based upon interviews with stakeholders and researches over.

5.1 Analyzing stakeholder's interaction in planning process

Through Cross-case analyses, stakeholder's interactions are presented to give overall picture of degree of participation through planning process in Table. 5.1. As it was assumed by many researchers, the interaction and participation of related stakeholders to the organization affects the success of the project. With regard to interaction of stakeholders, it has found that:

Industrialist and their associations have achieved high degree of interaction in each case as facilitator of many resources. Industrialists performed the role of motor for OIZ establishment in cooperation with public institutes. Besides, by

being a determined stakeholder of the organization, industrialists have significance effect on the organization and can change the structure by itself. As in GOSB OIZ case study, industrialists have put courage on public institutions to arrange legal framework of OIZ.

Province is facilitative stakeholder that provides strategic resources that vitally important for the establishment of process. Province is the link between private organization and governmental policies that are in secure of Provincial institutions. Governor preferred to participate in OIZ planning processes in each cases and

Local Municipality of Gebze had limited effect on the organization. The Gebze Municipality was informed through the process.

Gebze Chamber of Trade participated in planning process in GOSB and DOSB OIZ as a delegating stakeholder that had limited power on the organization. In TOSB OIZ, the organization didn't prefer to interact with GTO, because as chief of the TOSB expressed, "trade and industry has conflicting ambitions".

GOSB OIZ preferred to interact with TUBITAK research institute to establish the available types of industries, approved to settle in GOSB. In TOSB OIZ, the industrialists were presumed as automotive industry indeed. The similar situation for DOSB OIZ that DOSB was transformed from previously established types of industries.

TOSB OIZ preferred to participate with KOSGEB in provision of educational and development sources.

None of cases preferred to interact with community interest stakeholders that have conflicting ambitions for the organization.

Table 5.1 Comparison of Three Cases

STAKEHOLDERS		GOSB OIZ	TOSB OIZ	DOSB OIZ
PUBLIC INTEREST	Province of Kocaeli	Facilitative	Facilitative	Facilitative
	Special Provincial	Co-operative	Co-operative	Co-operative
	Water Boards	Participative	Closed	Closed
	Local Municipality	Open	Open	Delegating
PRIVATE INTEREST	Investors/ Industrialist	Facilitative	-	-
	Taysad Business Association	-	Facilitative	-
	Dilovası Business	-	-	Facilitative
	KSO (Kocaeli Chamber of	Co-operative	Co-operative	Co-operative
	GTO (Gebze Chamber of	Delegating	Closed	Delegating
	TUBITAK – Universities	Participative	Closed	Closed
	KOSGEB - Small and	Closed	Open	Closed
COMMUNITY	Citizens/ Citizen Interest	Closed	Closed	Closed
	Environmental Interest	Closed	Closed	Closed

5.2 Stakeholders views over planning industrial areas

Gebze industrialization is a critique subject that constitutes advantage and disadvantages for the district both. Stakeholders views over the process, therefore is important to generalize the condition of Gebze.

The stakeholders are categorized as public, private and community interest stakeholders through generalizing the view of stockholders over Gebze and industrial areas. The structure of the stakeholder's views established through those methods:

- Interviews with stakeholders
- Sources of local newspaper's news
- Thesis and researches over Gebze industrialization (interwee's views also used)

5.2.1 Public Interest Stakeholders

Interviews were held with stakeholders that were considerably disregarded from the planning process of industrial areas to get their perceptions about industrialization in Gebze. Their opinions about the situation of Gebze and the industrialization process were asked to various stakeholders individually.

Former Mayor of Gebze, Ibrahim Pehlivan*

“Gebze is face to face with an organized brutal attack of industry. It is impossible to understand how the basin in Dilovası became an organized industrial zone comprising the neighbourhoods within. It at most can be an “un-organized” industrial zone. There are three bases in the constitution process of an organized industrial zone; those are industrialists, local politician and bureaucracy. We cannot know who was involved in the constitution of the Dilovası organized industrial zone.”²¹

²¹ **“Organize Bir Saldırı Altındayız” Gebze, sanayinin organize olmuş vahşi bir saldırısı ile karşı karşıya. Dilovası’nda sanayi kuruluşlarının yer aldığı havzanın beldeden mahalleleri de içine katarak nasıl organize sanayi bölgesi olduğunu anlamak mümkün değil. Burası olsa, olsa “aorgani-ze” bir bölge olur. Organize sanayi bölgelerinin kuruluşunda sanayici, yerel siyasetçi ve bürokrasi olmak üzere üç ayak var. Dilovası OSB’nin bu şekilde kurulmasında kimlerin olduğunu ise bilemeyiz.”**

* Interview notes from the thesis of Evren Mehmet Dinçer, “The Transformation of An Industrial Location: Dilovası from 1990s to Present” (2007)

Zinnur Büyüköz, Gebze Municipality:

“Unfortunately in Turkey, too, the state has not assumed a guiding and pioneering role with respect to the planning process. On the contrary, it has lagged behind. People came and formed those self-built overnight dwellings (gecekondu) and then the state came and began to make plans or to provide road, water and electricity. That is, it was the first gecekondu first came to being, not planning.”²³

In term of public stakeholders, the shanty settlements are primarily stressed that was occurred inevitably with the un-planned agglomeration of industry. None of the stakeholders can directly blame an institution; however the approval autonomy and the forces behind industrial development is granted. The autonomy of state is weak in guiding and governing the industrialization process; eventually public sector demands have become more effective.

Zinnur Büyüköz, deputy mayor of Gebze Municipality, complains mostly about the autonomy of private sector in planning OIZs. According to deputy mayor, the reason of the land speculations over OIZ implementations grows out of the fact of self-acting private sector.

Zinnur Büyüköz, Gebze Municipality

“Today, organized industrial zones in Gebze started to become expensive due to high operating costs. The entrepreneur is compelled to come to the organized industrial zones to stay in prestigious place or to dispose of some other problems. But if you go to an organized industrial region in Çankırı or in another province, the situation is the direct opposite. In Gebze, the excess demand results in high operating costs.”²⁵

23 Interview by autor: “Türkiye’de kamu, planlama süreci itibariyle yönlendirici ve öncü değil, tam tersine arkadan takip edici olmuş. İnsanlar gelmişler önce gecekondu kurmuşlar, arkadan kamu gelmiş plan yapmaya başlamış ya da yol, su, elektrik getirmeye başlamış. Önce gecekondu yerleşmiş sonra planlama gelmiş.”

* Interview notes from the thesis of Evren Mehmet Dinçer, “The Transformation of An Industrial Location: Dilovası from 1990s to Present” (2007)

²⁵ “Bugün Gebze’de bir organize sanayi bölgesi yüksek işletim maliyetleri dolayısıyla pahalı hale gelmeye başladı. Fakat fene de prestij alanında olmak ya da başka bir takım sorunları yaşamamak

“Consider private organized industrial zone. The investors willing to build the private industrial district do not appropriate the land for industrial use at first hand. They gather it as regular agricultural land or in other forms. Until they gain the monopoly of lands in the region and resort to the Ministry of Industry, it is uncertain that that land will attain organized industrial zone status. After attaining the industrial land status, the land prices in the region go ahead sturdily. The process is blatant to monopolization and mafiazation. Today interagency in land sales is substantially prevalent.”²⁶

“OIZs have only obligation of tax payment to Municipality. Beside this, OIZs are self-governing body.”²⁷

Former Mayor Halit Yaşar *

The sin of the organized industrial zone belongs to the mayor. He exceed his powers and signed for the organized industrial zone without consulting the assembly. This is the greatest betrayal that could be done to Dilovası. It was a project designed with the aim of getting rid of the municipality's

için organize sanayi bölgelerini tercih etmek zorunda kalıyor. Eğer Çankırı'daki veya başka bir ildeki bir OSB alanına giderseniz, durumun tam tersi olduğunu görürsünüz. Gebze'deki talep yüksekliği işletme giderlerinin fahiş hale gelmesine neden oluyor”

²⁶ *Bir özel OSB düşünelim. Özel organize sanayi bölgesi kurma niyetinde olan sermayedarlar başlangıçta sanayi arazisi olarak almıyor organize sanayi bölgesinin arazisini. Normal tarım arazisi olarak ya da başka şekillerde alıyor. Bu bölgenin parsellerini tek elde toplayıp, Sanayi Bakanlığı'nın kapısına gidene kadar, bölgenin OSB olacağı belli değil. Sanayi arazisi olduktan sonra arazi fiyatları fırlıyor. Bu sürecin tekelleşmeye, mafyalaşmaya kadar açık olduğu aşikar zaten. Aracılık oldukça yaygın zaten, parseller alınıp satılıyor.*

²⁷ *Sadece kanundan gelen emlak vergi mükellefiyetleri var belediyeye. Onları veriyorlar. Onunda dışında imar ve yönetim yönüyle tamamen özerk.*

restrictions and forming a ghetto for themselves, without fulfilling any of the conditions for being an organized industrial zone.”²⁸

With regard to general views of public stakeholders, the reason for unplanned and uncontrolled development of the OIZ, the force of private sector on public institutions.

5.2.2 Private Interest

From a local newspaper in Gebze:

The regular meetings of Dilovası industrialists were held at the Atabay Touristic Facilities on Sunday.(...) Dr. Metin Eriş, the vice president of BASF Sümerbank and the head of the committee, delivered a speech at the closing session of the meeting and offered that the industrialists in the region should found an association called “Dilovası Industrialists Association” The suggestion offered by Metin Eriş was received favourably by the industrialists of the region.(...) The complaints of Dilovası industrialists ... (...) The industrialists, who complained about the efficiency of various investments realized in the region through the medium of the industrialists of the region, wanted that a doctor should officiate in the SSK Hospital which had public housing. The industrialists, who said that the PTT did not work efficiently, explained that they would like to change the power house by establishing contact with ministry officials. The industrialists, who emphasized the threat of the roads from industry installation to E-5, decided to contact with the Overseers of Highways, 1st Region in order to build a side road in a short time.”²⁹

²⁸ Interview with Halit Yaşar, OSB olmasının vebali eski belediye başkanının boynundadır. Yetkisini aşarak ve meclise danışmadan osb olmasına imza attı. Bu dilovasına yapılabilecek en büyük ihanettir. Çünkü böyle bir OSB Türkiye de dünyada yok. OSB olmanın hiçbir şartına haiz olmayan, sadece belediyenin sınırlamalarından kurtulup kendilerine ait bir getto oluşturma amacıyla düşünülmüş yapılmış bir şeydir.

* Interview notes from the thesis of Evren Mehmet Dinçer, “The Transformation of An Industrial Location: Dilovası from 1990s to Present” (2007)

²⁹ “Dilovası’ndaki Sanayiciler Dernek Kuruyor: Sanayiciler Bugüne Kadar Dilovası’na 5 Milyarlık Yardım Yaptılar” Gebze Gazetesi, 23 November 1988. Dilovası sanayicilerini aylık mutat toplantıları Cumartesi günü Atabay Turistik Tesislerinde yapıldı.(...) Toplantının kapanış oturumunda bir konuşma yapan komite başkanı ve BASF Sümerbank Genel Müdür Yardımcısı Dr. Metin Eriş bölgede

Chief executive of Çolakoğlu Metalurji; argues that both Dilovası and the Marmara region is hungry for industrial expansion:

“Now people say that Kocaeli region is saturated with industry. According to what? In other words this place should still be industrialized. But you can do that, as a state you can develop mass housing projects and prevent shanty towns while industrial plants are constituted. People working in those factories live decently in mass houses. No problem. Yet some facilities should go to Anatolia as well. But you should provide incentives. For instance, we have nine million kilometres square of land here. Three and a half million of it are not yet activated. What are we going to do? Are we going to raise corn in the middle of an organized industrial zone? Of course we will build industrial plants. Three more organized industrial zones are being built to the northern side, Makinacılar, Kimyacılar and Makina İmalatçıları...and there is Kömürcüler. What has been done is being done to be beneficial.”³⁰

Polat Sökmen, Urban Planner

“The implementation of the plan is all dependent on this: Who are the decision makers that are determining the development of the city? What are their forces and capacities? What are their personnel approaches? Whatever you do, even the consent of city council is empty of meaning. Eventually, you put in the plan a milieu in which these actors, players are efficacious.”³¹

bulunan sanayicilerin Dilovası Sanayiciler Derneği adı altında bir dernek kurulmasını teklif etti. Metin Eriş tarafından yapılan bu teklif olumlu karşılandı. (...) Dilovası Sanayicilerinin Şikayetleri (...) Sanayicilerin katkıları ile bölgeye çalışmadığını bildiren sanayiciler bakanlık yetkilileri ile temas kurularak bu santralin değiştirilmesi yolunda çalışmalar yapacaklarını açıkladılar. Sanayi kuruluşlarından E-5 e çıkan yolların çok tehlikeli olduğunu söyleyen sanayiciler, en kısa zamanda bir yan yolun yapılması için Karayolları 1. Bölge Müdürlüğü ile irtibat kurulmasını kararlaştırdılar. yapılan çeşitli yatırımların çalışmadığından yakınan sanayiciler lojmanı olan SSK Hastanesinde geceleri bir doktorun görev yapmasını istediler. PTT'nin randımanlı çalışmadığını bildiren sanayiciler bakanlık yetkilileri ile temas kurularak bu santralin değiştirilmesi yolunda çalışmalar yapacaklarını açıkladılar. Sanayi kuruluşlarından E-5 e çıkan yolların çok tehlikeli olduğunu söyleyen sanayiciler, en kısa zamanda bir yan yolun yapılması için Karayolları 1. Bölge Müdürlüğü ile irtibat kurulmasını kararlaştırdılar.

³⁰ Interview with Mustafa Türker. *Şimdi Kocaeli bölgesi doydu deniyor. Neye göre doydu? Bana göre de aç. Yani buraya hala sanayi gelmesi gerekiyor. Ama siz şunu yapabilirsiniz, sanayi kuruluşları kurulurken devlet olarak toplu konut olayını geliştirirsiniz, gecekonduyu önlersiniz. O tesislerde çalışan insanlar toplu konutlarda yaşarlar ve insanca teşvikler vermek gerekiyor. Ama burada mesela bizim burada 9 milyon metrekaşe aramız var. Bunun 3 buçuk milyon metrekaşinde henüz tesis yapılmamış. Peki ne yapacağız? Organize sanayi bölgesinin içinde mısır mı yetiştireceğiz? Tabii ki sanayi tesisi kuracağız. Yukarıya üç yeni oşb yapıyoruz; makinacılar, kimyacılar ve makina imalatçıları... Bir de kömürcüler var. Yapılan herşey daha düzenli olsun diye yapıyor*

³¹ “Planın uygulanması falan hep şuna bağlı; Bir kentin gelişmesini belirleyen karar veren hangi çevreler? Bu çevrelerin güç ve ağırlıkları nedir? Çok belirleyici oluyor. Onların kültür düzeyleri

“There is a planning approach in Gebze through those political decisions’. Parcels are too big, thus competitiveness is high. It is logical to establish OIZ. However, there are planning difficulties as inability of Highway Administration to develop project for transport and huge traffic problems. Highway Administration was informed of the OIZ establishment, so couldn’t they establish a better plan? This is a common phenomenon of Turkey: The private sector that sets the production and living condition are ahead of public sector that sets the urban conditions.”³²

5.2.3 Community Interest

A community worker, Yaşar Gündoğan,

“The workers from the Gebze district generally obtain a job in the organized industry or in small enterprises. There are many subcontractors in one large enterprise and these people work for these subcontractors. In my workplace, there are 9-10 subcontractors. In each, fifty to sixty people are employed. One subcontractor deals with steel construction. One other works on electrical components. Another does the whitewashing. Or mopping up...”³³

nedir? Onların yaklaşımları nedir? Ne yaparsanız yapın, belediye meclisinden onay bile almış olsanız, sonuçta o oyuncuların, aktörlerin oluşturduğu bir ortam içine plan koyuyorsunuz.”

³² Gebze’de bu politikar sonucunda zaten bir planlama var. Parseller de çok büyük, rekabetçi ortam var. OSB kurulması bu açıdan çok mantıklı. Ama mesela bunun planlanmasında en büyük problemlerden biri hala karayollarının yeterince iyi projeler geliştirememesi, hala çok büyük bir trafik probleminin olması. Karayolları buraları planlarken buraların sanayi bölgesi olacağı bilincindeydi. Daha iyi bir plan yapılamaz mıydı? (ps) Türkiye’nin bir genel gerçeği şu. Üretim ve yaşam ortamlarını düzenleyen özel taraflar bu ortamların içinde yer aldığı genel kentsel ortamı düzenleyen kamudan daima daha önde.

³³ “Gebze’li işçiler genelde organize sanayide veya küçük işletmelerde çalışıyorlar. Zaten büyük işletmelerin çoğunda da taşeron firmalar var ve insanlar bu taşeron firmalarda çalışıyorlar. Benim çalıştığım işyerinde 9-10 tane taşeron firma var. Her birinde 50-60 kişi çalışıyor. Biri çelik konstrüksiyonları yapıyor. Bir tanesi elektrik aksamalarını yapıyor. Bir diğeri badana boya işlerini yapıyor. Meydanları silip süpürmeyi yapıyor mesela.”

Local newspaper in Çayırova:

“TOSB OIZ doesn’t have benefit to Çayırova(district of Gebze). The presidents of TOSB dont make a contribution to social and work life of Çayırova.(...) Although TOSB OIZ established by expropriation of fertile agricultural lands, workers of the land are mostly employed from other regions. TOSB stands insensitive to unemployment problems of Çayırova, beside using all opportunities of Çayırova.(...) The reaction of citizen over the insensibility of TOSB is getting accelerated.

5.3 Strategic Planning Process in Gebze, is it possible?

In the case of Gebze, it can be said that there is not a strategic planning approach, applied in previous industrialization attempts. This generalization has been gathered through analyzes and researches over organized industrial zones that are typically selected for case study. The development of initial statement is usually with the attempt of industrialist, in cooperation with the Provincial Administration. Little attention is given to local public administrators and their representatives. No analyses have been done since about the potential political and economical changes; that the main ambition of the attempts is direct settlement of decentralized industry. Stakeholder’s analyze is not a proper implementation in OIZ planning in Gebze; thus the management committees are not willing to deal with many stakeholders that they prefer to interact with them in condition of need. All mission and vision statements, physical planning and management are achieved with the attempt of industrialists and central governmental organizations, under the lack of stakeholder commitment.

As a whole, strategic planning is not a common implementation in Gebze. However, a new strategic approach is critically needed for planning industrial areas with regard to accelerating problems they produce. On this occasion, Bryson and Einsweiler’s Model of Strategic Planning is proposed as a reference model that is appropriate for planning industrial areas. The question in mind is “How can the model be applied for the case of Gebze?”, that is proposed an effective solution for successful planning.

As Gebze OIZs are selected for case study, it is preferred to work out model through a selected OIZ; GOSB OIZ. The work-out of model for Gebze case is explained below, by focussing the initial planning phase of strategic approach. Thus, only first

five phases of model is evaluated with GOSB OIZ case to understand the implementation of the model. The workability of the model for GOSB OIZ case is also shown in Figure 5.1

First Step-Initial Statement: Development of an initial agreement concerning the strategic planning effort

Demand for OIZ establishment is clearly comes with investors and is supported with central government and its agencies. Strategic planning of the OIZ starts with the commitment of various stakeholders on initial statement of organization that requires detailed stakeholder analyses. The project managers (constitutes of industrialists and Province of Kocaeli) decide who are the stakeholders and their contribution to the organization. As industrial areas have many effects on living environments of many people, various stakeholders should be considered both from public, private and commercial arena. Especially citizens which are the daily users of the development zone should be considered in spite of their powerless condition through the organization. Water Boards and Transport Boards are also critical stakeholders that should participate at the initial phase. With regard to accelerating accommodation problems of Gebze, Ministry of Public Works is also an effective stakeholder in physical planning and its requirements. Also designers including architects and engineers are of important participants that give their concern on aesthetic and sustainable design of industrial areas.

Also IMP (Istanbul Metropolitan Planning) is another important stakeholder that is critical for physical planning of the zone; that GOSB pull high range of industry by its perfect localization, close to Istanbul. Thus, GOSB planning should be considered with IMP participation.

The team apply their views in the organization on many various issues concerning as:

- The land selection of the industrial area and sustainable use of land
- Sustainable use of utilities
- Manufacturer's transport and public transport
- Environmental impact of the industrial area
- Settlement of employees
- And so on

As topics are handled, the team is shaped to solve the possible problems that the organization will face. This comes with future predictions and its relevant solution from the initial statement. The team agrees on many issues as timing and form of the organization. Critically, the time is the urgent issue in this organization that many stakeholders agree on.

In the first statement, stakeholders analyze, topics to consider, time and form of the organization are considered in order to form the initial statement of OIZ implementation.

Second Step-Mandates: Mandates are important initially for project of public concern. In planning OIZ, various mandates should be considered that impose their claims and will in the organization:

Political Mandates: Local political arena; Gebze and Kocaeli Municipalities
Higher governmental agencies; Ministry of Public Works, Ministry of Energy, Ministry of Industry and Trade, so on.

Public Mandates: Powerful private sponsors(business organization), Land owners

Formal Procedures: OSB legislations and laws

Third Step-Mission Statement: In clarification of mission statement of OIZ, the commitment of mission statement with involvement of various stakeholders is critically important that every stakeholder should put their interest in the organization. Multiple objectives should be given.

Fourth and Fifth Steps – External and Internal Environment: This phase constitutes the SWOT analyzes of the development of OIZ. This phase is the identification of strengths, weaknesses, opportunities and threats that are critically important because every strategy build on strengths and take advance on opportunities while it overcomes threats and weaknesses.

The commitment of stakeholders on SWOT comments is vital for effective strategy implementation phase. It is rather useful to establish SWOT analyses in planning phase of the industrial area development after a detailed analyze of who are the stakeholders and how they will interact.

Through this process, project team and other related stakeholders declare their comments on strengths, weaknesses, opportunities and threats like:

- Unpredictable economic arena that is affected with crisis (T)
- Migration capacities of industrialized land (T)
- Contribution to county economical welfare (O)
- Competition (O)
- Clustering advance of utility share and little impact on environment (S)
- Lack of bureaucracy (S)
- Land price speculation (W)

Planning that lies upon the SWOT analyzes is therefore successful for sustainable industrial development.

INITIAL STATEMENT

•**Stakeholder Analysis** : (1) **PUBLIC INTEREST** (Local Municipalities, Province of Kocaeli , Higher governmental bodies, Water Boards, Transport and Trade Municipalities) (2) **PRIVATE INTEREST** (Industrialists, Chamber of Commerce and Trade, TUBITAK/Universities, Business Interest Organizations) (3) **COMMUNITY INTEREST** (Citizens, Daily users -employees, Environmental Interest Organizations, Chambers of Architects , Chambers of Engineering)

•**Topics that should be addressed**: *physical planning of OIZ; sustainable layout of industrial areas *sustainable industrial process * types of industries that will involve * joint collection and removal of waste substances *joint use of utilities and industrial functions *combining the transport of goods and persons *more intensive use of space *high yield utilities *transport and public transport * business oriented commercial facilities

•**Timing and form of the organization**

MANDATES

POLITICAL MANDATES – Kocaeli and Gebze Municipality, Ministry of Industry and Trade; PUBLIC MANDATES- industrialists; FORMAL MANDATES – OIZ legislations and laws

EXTERNAL ENVIRONMENT

Opportunities and Threats (O-T)
Forces/trends: Political, economical changes in industry sector; social and environmental impacts; technological innovations
Clients/Payers: Industrialists demands
Competitors: Subsidiary OIZs (TOSB, DOSB)

MISSIONS/VALUES

Commitment of several stakeholders on OIZs mission including public, private and community stakeholders – special interest on environmental and social issues

INTERNAL ENVIRONMENT

Strengths and Weaknesses (S –W)
Resources _ inputs (economical, employment, technology, clustering)
Present Strategy_ process
Performance_ output (demand, sustainability, utility sources...)

PLANNING

SWOT

SWOT

Planning outside-in

Planning inside-out

STRATEGIC ISSUES

•Strategic issues through the implementation phase

Figure 5.1 Strategic Model Application for GOSB Case

6. CONCLUSION

Planning industrial areas is a critical issue that directs urban development and contributes the economical welfare of the community. However, industrial areas cause many environmental and social damages in living areas of people. This generates the perception that planning industrial areas is not only a matter of urban planners; also a matter of “governance” that requires the participation of many people, effected and influenced by the process. On this occasion, Participatory principles of strategic approach in urban planning provide much more pragmatic, realistic and flexible solutions for planning industrial areas by establishing urban governance model. With a similar approach, strategic urban planning of industrial areas has been emphasized in many international declarations with given explicit attention to the various stakeholders.

Gebze industrialization is the main subject of this study to oversee the planning efforts of Turkey industrialization. Gebze is a high densely industrialized district of Turkey, hosting the transformed industrialization attempts in forms of organized industrial zones. To survey the planning process of OIZs in Gebze, analyzes and interviews have been established through the process and those outcomes have been achieved:

- OIZ establishments in Gebze are out of strategic approach that depends on power position of stakeholders without democratic participation.
- Province of Kocaeli and Industrialists are the major interacted stakeholders in each case that manage the process of planning. However, local public and private participants are reckoned that cause the organization to be fully blind to its external environment.
- The ambitions and scope of the OIZs are established from point of industrialists; the community and public expectations are hardly concerned.

- No scenarios for possible future treats are considered in Gebze; many difficulties such as utility source, empowerment, accommodation and etc have been appeared since.

In Turkey, the application of strategic urban planning approach is clearly a difficult process. There are some bottlenecks, concerning the application of strategic approach in planning industrial areas. Firstly, as expressed in case study of Gebze, the power positions of industrialist is the major force behind planning and mostly governs the planning process by industrialists will. The transformation of planning system into a more democratic and negotiate system can be contestable by the industrialists. Second bottleneck is the planning culture in Turkey. There are much legislation, rules and laws that arrange the planning process of industrial areas that is difficult to change, both in public and private arena.

However, it is still possible to implement strategic approach in Gebze case with regard the accelerating need of governing culture. As it was tried to implement in GOSB case, with the democratic and justified participation of related stakeholders, problems can be farsighted and a flexible system can be achieved with possible problems. The SWOT analyzes that are established during the planning process of OIZ, may prevent many problems before.

The case study of Gebze demonstrates that there is still much way to establish strategic approach in planning industrial areas, as central government and private entrepreneurs are still the major force behind the turn of fortune wheel. However, with the increased rate of problems that are threatening the sustainability; a reconsideration of planning approach under strategic planning approaches has come into the agenda. The discussion in this research is expected to generate interest in a more thorough understanding of planning industrial areas and application of strategic approaches in planning industrial areas in Gebze context.

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