

**THE CHANGING ROLE OF PLANNERS IN LOCAL
PLANNING PRACTICES:
A COMPARATIVE ANALYSIS OF TWO
PLANNING STUDIES OF İZMİR**

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ABSTRACT

THE CHANGING ROLE OF PLANNERS IN LOCAL PLANNING PRACTICES: A COMPARATIVE ANALYSIS OF TWO PLANNING STUDIES OF İZMİR

The main goal of this thesis is to understand the changing role of urban planners in a historical perspective. Moreover, the historical perspective of the role of planners is investigated parallel to the changes in planning. To understand the role of planners, especially in the planning practices of Turkey, the period before and after the 1980s are examined.

Initially, planning theories and relevant theoretical studies as well as case studies from around the world are analyzed in terms of the role of planners. To understand the role of planners before and after the 1980s, two comprehensive planning studies are selected from İzmir, Turkey. One of them is the 1973 Master Plan prepared by İzmir Metropolitan Planning Office and the other is the 2007 Master Plan prepared by İzmir Metropolitan Municipality.

The in-depth interview method with the planning staff is used as the methodology of the thesis.

ÖZET

YEREL PLANLAMA PRATIĞİNDE PLANCININ DEĞİŞEN ROLÜ: İZMİR'İN İKİ PLANLAMA ÇALIŞMASININ KARŞILAŞTIRILMALI İNCELENMESİ

Bu tezin temel amacı tarihsel perspektif içinde plancının rolünü anlamaktır. Buna ek olarak, planlamadaki değişime paralel olarak plancının değişen rolünün tarihsel perspektifi incelenmiştir. Plancının özellikle Türkiye planlama pratiğindeki rolünü anlamak için 1980'ler öncesi ve sonrası incelenmiştir.

İlk olarak, planlama teorileri ve ilgili teorik çalışmaların yanı sıra dünyadan yapılmış örnekler plancının rolü açısından analiz edilmiştir. Plancının bu zaman dilimindeki rolünü kavramak için 1/25000 ölçeğinde İzmir, Türkiye'den iki örnek seçilmiştir. Birincisi, 1973 yılında İzmir Metropolitan Planlama Bürosu tarafından hazırlanan plan, diğeri ise 2007 yılında İzmir Büyükşehir Belediyesi tarafından hazırlanan plandır.

Tezde, planlama çalışmasında yer alan plancı ve mimarlarla derinlemesine mülakat araştırma yöntemi olarak kullanılmıştır.

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CHAPTER 1

INTRODUCTION

1.1. Aim of the Study

The aim of this thesis is to understand the changing role of planners in the local planning practices of Turkey considering 1980s as a break point for the role of planners. The role of planners in the period before 1980s is analyzed and compared with the role of planners in the period after 1980s.

The role of planners is investigated based on the changes in planning theory and practice. Both the theory and practice of planning are affected from the major developments in the world. On this account, the role of planners is analyzed by investigating planning studies considering the legal and institutional framework of planning in parallel to economic, social and political atmosphere.

The changing role of planners is studied by analyzing two master planning processes of the city of İzmir in two periods as before and after 1980. One of these planning studies is the 1973 Master Plan prepared by İzmir Metropolitan Planning Office (İzmir Metropolitan Planlama Bürosu) and the other one is the 2007 Master Plan prepared by İzmir Metropolitan Municipality (İzmir Büyükşehir Belediyesi). Consequently, it is aimed to demonstrate whether the positions, responsibilities and roles of planners in these two local planning processes differ in the period before and after the 1980.

1.2. Problem Definition

Planning has been changing in historical context. Throughout history, parallel to the economic, social and political changes in the world, several changes occurred in the field of planning as well as many other fields. In planning literature, many studies emphasizing these issues have been carrying out. Taylor stresses that "...the town planning have changed over the fifty year period since the end of the Second World War" (Taylor 1998). Sofhani identifies the shift of planning as from state-driven

planning system to the empowerment participatory planning (Sofhani 2006). Albrechts explains that shift with the change in the mode of production to the more market oriented production (Albrechts 1991). Moreover, Taylor and Sofhani explain the shift in planning as a result of the transformation from modernism to postmodernism (Taylor 1998, Sofhani 2006).

In 1950s and 60s, modernism and rational comprehensive planning were seriously criticized in theory, but these criticisms were seen in planning practice after 1980s. Taylor expresses that the main shift in planning was the occurrence of rational planning process in the 1960s. The second shift in planning was towards to a more participatory process during 1970s and 1980s. Especially after 2000s, the expressions about reform in almost every field of the state have been increased. By the decentralization, several public services become privatized. Under the participation expression, the effects of planner wanted to be decreased in the process, whereas the private sector and capital want to be more effective. Parallel to the above mentioned shifts the main change in planning occurred in the 1980s. Until the 1980s, the government was at central position and the welfare state politics were the agenda of the government. The planning institution, which was an important institution in the governmental body, prepared important development projects to reach welfare state politics and the planner conceived as an important actor to serve these aims. Due to dominancy of the modernist approach in this period based on instrumental rationality and representative democracy the practice of planning was performed as a top-down process. On the other hand, with the influence of liberal tendencies in the 1980s planning was thought to be a barrier for the development of the free market economy. Planning started to be criticized and the new methods have been proposed to overcome the deficiencies. It is especially emphasized that planning should have the bottom-up process depending on the replacement of instrumental rationality by communicative rationality and the replacement of representative democracy by participatory democracy. After 1980, practice based on comprehensive planning approach has been replaced by more fragmented planning approaches.

Taylor points out that the role of planners changed from technical expert to facilitator during 70s and 80s. This change can be called as a shift in the planner's role (Taylor 1998). The new status of planning brings a new definition for the role of planners (Albrechts 1991, Taylor 1998). The planner should adopt the new conditions

of the planning, namely the planner has to undertake necessary role in the more participatory planning process. The planner should consider the need for a collaborative, democratic and participatory planning. After 80s planner should be a consultant position instead of the position of policy maker as in the previous period. As mentioned above, in the bottom-up participatory planning process, the planner should work with the NGOs and individual or group participants. In this new situation, the differences in the views of planners, project experts, local representatives and community representatives should be removed by mediation. The planner should be a leader with knowledge and experience besides being a technical and elitist feature.

“People that can manage crisis, form teams in a participated manner, reproduce the conditions and topics and establish empathy with others. The planner should take the role of the negotiator, facilitator and mediator and form a common vision, develop qualified communication in a participated medium” (translated from Koroğlu and Yılmaz 2004).

In the planning process the responsibilities of the planners are to present the current knowledge and data, prepare affective participation models, the effectiveness of participation, clarify the views, warn the participant about the results of the basic planning decisions taken to soften differences and to form the atmosphere for consensus building (Ersoy 2007). It is necessary to find out how these changes occurring in the world have been reflected to Turkish planning practice.

It is pointed out that the transformation of representative democracy, governance and modernism bring the necessity of transformation in the planning in Turkey (Tekeli 1998). Moreover, the democracy view and planning practice started to be criticized in Turkey so new demands have appeared regarding to these critics (Koroğlu and Yılmaz 2004). Tekeli designates that Turkey has been living the transformation process as elsewhere in the world. It was not seen exactly in the early 1980s instead the transformation has occurred in course of time. So, new approaches such as strategic spatial planning and more flexible planning have been adopted.

1.3. Methodology

1.3.1. Research Questions

The main research question of this study is whether there is a change in the role of planners after the 1980s in Turkey. To find out an answer to this question the sub-questions are:

- Has the role of the planner changed throughout time?
- What was the role of planners before 1980s?
- What is the role of planners after 1980s?
- Under what conditions this change has occurred?
- What is the situation in Turkish planning system? Is it similar to the world's planning practices?

1.3.2. Methods of Data Collection and Processing

To reveal the answers to the questions “Has the role changed throughout time?”, “What was the role of planners before 1980s” and “What the role of planners is after 1980s?”, and “Under what conditions this change has occurred?”, through reviewing planning theories and related case studies from the world are investigated. By this way, the break point is determined as the 1980s and the definition of the role is given for before and after 1980s. During the literature survey, articles and books (Planning Theory, Classic Readings in Urban Planning, Readings in Planning Theory, A Participatory Approach to Urban Planning, City Politics and Planning, Urban Planning Theory Since 1945) about planning theories, journals of planning (Urban Studies, Planning Theory, Planning Theory and Practice, Journal of the American Planning Association, Journal of Planning Education and Research, Journal of the American Institute of Planners, Urban Affairs Review) are investigated. Especially the studies of the main theorist such as L. Albrechts, E.R. Alexander, P. Allmendinger, A. Altshuler, R.A. Beauregard, K.S. Christensen, P. Davidoff, P. Healey, S.S. Fainstein, C.E. Lindblom, J.E. Innes, D.E. Booher, J.L. Kaufman, H.M. Jacobs, N. Taylor, M.E. Burke, E. Howe, F. Rabinovitz are investigated in terms of the role of planners, and the break points of the planning.

To reveal the answers to the question “What is the situation in Turkish planning system?”, books, theses, planning reports, planning and architecture journals, conference books, newspapers articles are studied, plan preparation meetings are observed and in-depth interview with the planners and architects are carried out. The studies of R. Bademli, B. Batuman, M. Ersoy, B. Gedikli, N. Kaya, E.S. Küçükler, B. Köroğlu and G. Yılmaz, R. Keleş, S. Göksu, Ü. Özcan, T. Şengül, İ. Tekeli, T.Ünal, Ö. Altaban inform the planning history of Turkish planning system. Besides, the institutional and legal structure of the planning system of Turkey is investigated parallel to the planning system of the world.

To analyze the situation of Turkey, the planning practice of Turkey from a historical perspective, the institutional structure and two planning studies of İzmir are selected. There are several reasons for selection of İzmir as a case study. Firstly, the city has important planning studies in historical perspective of planning system of Turkey. In mid-1960 the Metropolitan Planning Offices, one of the fundamental institutions of planning practice of Turkey, were established in İstanbul, Ankara and İzmir. They maintained successful studies till the 1980. On this account, the studies of İzmir Metropolitan Planning Office represents the period before 1980s. In addition, by the act in 2004, metropolitan municipalities are obligated to prepare the master plan. After 1980, due to decentralization policies the authorities of central government have been transferred to the local authorities. Thus, the studies of İzmir Metropolitan Municipality represents the period after 1980s. Another reason is that these two plans were prepared at 1/25 000 scales and were comprehensive studies covering the metropolitan area of the city. In addition, it is relatively easy to access the interviewees in the interview process. Lastly, it is noticed in the literature that there is a lack of investigations related to the planning system of İzmir.

Moreover, the in-depth interview with the planning staff of two planning studies was carried out as a qualitative method to understand the history and situation of the planning system, institutions and the role of planners clearly. In the thesis, the planning staff refers to city planner and architect.

In two planning processes, actually different professionals such as city planner, architect, civil engineer, economist, mathematician, industrial designer, graphic artist etc. participate in the plan preparation processes. However, in this thesis, city planners and architects are selected for interview, because they took place in the decision making

process. Except for the city planner and architect, the other actors mainly provided technical information related to their professions. These interviews with each planning staff are invaluable in order to understand and comprise the results from planning literature.

For the in-depth interview method, the simple process used by the previous investigated case studies is utilized. It is a technique designed to elicit a vivid picture of the participant's perspective on the research topic. In-depth interview is an effective qualitative method for getting people to talk about their personal feelings, opinions, and experiences. It also provides an opportunity to gain insight into how people interpret and order the world. The results obtained through these qualitative methods vary (among others) according to the subject investigated (Milena et al. 2008).

Having investigated the planning theories and previous case studies from world and Turkey, the categories of the interview questions were formed and relevant questions were prepared (Appendix A). It is thought that the categories would be necessary to determine the role of planners.

There are totally 13 questions which can be categorized as follows;

- The first one is the general information about the interviewees such as their education background (and in which period the planning staff completed their education), profession and work experiences. The aim of the questions comprises the understanding if there is a relationship between their education backgrounds and their roles.
- Secondly, the information related to each planning process, the position, responsibilities and role of the planning staff are investigated.
- Third is interviewees' opinion on their roles and efficiency before and after the planning study, and the reasons about the differences or similarities of them.
- Fourth is the comparative evaluation of the position, responsibility and role before and after the planning studies.
- At last, the general comments about participatory planning and the changing roles of planner are questioned.

A 45-minute time was proposed to be enough for each interview. However, this duration sometimes was extended depending on the interview and interviewee, so that interviews up to 7 hours have been done, as well.

The names of the whole planning staff of the 1973 Master Plan could not be obtained through the literature. Therefore, one of the planners from the planning staff has been contacted and with her help, the names of nine planners and architects, and the telephone numbers of some of them are reached. Then, the interview schedule is formed by calling the interviewees. During the interviews, the interviewees have been asked whether they know the other planning staff who participated in the mentioned planning process. The missing phone numbers of the planning staff are obtained by internet or by calling the Chamber of City Planners and the Chamber of Architects. While preparing the list, the problems are that the interviewees had troubles of remembering the names, because of the elapsed time is over thirty years and they worked in the planning office in different time periods. At last, a list containing the names of twenty five planning staff is composed. Each person in the final list is tried to be contacted; nevertheless, fifteen people could be reached from the 1973 Master Plan during the interview period of the thesis process.

Contrary to the 1973 Master Plan, the names of planning staff of the 2007 Master Plan as it is written in the report. Interview process and preparation of time schedule begin with applying to İzmir Metropolitan Municipality where the most of planning staff has still been working in. This situation caused some difficulties in the interview process. As they are currently working in the same institution, the planning staff of the 2007 Master Plan is not ambitious as well as planning staff of 1973 Master Plan. Getting appointments from some of profession who started to work in another planning institution are made by calling. The interviews are preferred to perform especially face to face, but some of them are contacted on the phone because the interviewees are not in İzmir or they are not appropriate during the interview process.

At the beginning of interviews, the interviewees are informed about the main aim of the thesis and the interview method. Moreover, it is provided that the interviewees understand clearly how they would be helpful to the thesis process.

Although there are 13 interview-questions totally, during the process of the interviews, several questions related to the professional experience of the interviewees are asked in order to understand Turkish planning system.

In the thesis process, some problems are faced with. There are adequate resources related the general planning history of Turkish planning system before 1980. On the other hand, the resources about 1973 Master Plan are insufficient; for example the total list of names of professions is not reached. Beside the difficulties to access the written documents, there are some troubles in interview process, as well.

1.4. Content

This thesis composed of five chapters.

The first chapter informs the reader about general aim of the thesis, the problem definition of the subject and the methodology of the study.

In the second chapter, the aim is to determine the role of planners by reviewing planning approaches depending on the process and studies in other planning literature. At the end of the section, the role of planners in the period before and after 1980 is formed based on the acquired information.

The third chapter is about the case studies both from the world and Turkey. Especially, the role of the planners is aimed to be determined. As an evaluation, the findings of each case concerning the role of planner are formed. In addition; the methods of the studies are investigated.

In the fourth chapter, to understand the situation in Turkey in parallel to the theory and world, two comprehensive plans of İzmir in different periods are selected and investigated. The first one is the 1973 Master Plan (İzmir Metropolitan Alan Nazım İmar Planı), which was produced by İzmir Metropolitan Planning Office, and the second one is the 2007 Master Plan (İzmir Kentsel Bölge Nazım İmar Planı), which was produced by İzmir Metropolitan Municipality. Through investigating the comprehensive planning studies, the transformation in planning and parallel to these differences in the role of the planners are aimed to be identified clearly. The two planning studies primarily are investigated in terms of planning processes and the actors in the processes. After that, the findings are compared with the findings of both theory and other literature and also the findings from case studies in the world and Turkey.

Finally, the findings of the planning studies and a general evaluation on the changing role of planners are presented in the conclusion chapter.

CHAPTER 2

THE ROLE OF PLANNERS IN PLANNING THEORY AND LITERATURE

To provide a theoretical framework for the case study of this thesis, this chapter examines the role of planners as defined in the planning theories developed in the 20th century. Additionally, other theoretical studies are researched in terms of role of planners. In other words, the chapter consists of two sections; the role of planners in the planning theory approaches and other theoretical studies in planning literature. At the end of the chapter, the list of the roles and the responsibilities of the planners are demonstrated in the periods before and after 1980s.

2.1. The Role of Planners in Planning Theories

Comprehensive Planning Approach and subsequent planning approaches are selected for investigation as the theoretical planning approaches developed in the 20th century.

2.1.1. Comprehensive Planning

The Comprehensive Planning has dominated the planning approach since the 1930s. The main features of comprehensive planning are comprehensiveness of the duration covering for 20-25 years, all factors of the urban structure which are taken into consideration, and the comprehensiveness of the content. Development of it was experienced via the concept of the welfare state between 1945 and 1960, and in this period, the dominant view comprised spatial approaches.

For the role of the comprehensive planner, Altshuler pointed out that the responsibilities of the planner should include developing a master plan, evaluating the proposals of specialist planner in terms of master plan, providing support to the agent in favor of the public interest by the help of a clear understanding of the public interest

(Altshuler 1984). Moreover, the fact that the comprehensive planner should form a single objective hierarchy includes the vital issues among several different goals of the community (Altshuler 1984).

The comprehensive planner should, additionally, absorb and evaluate all information to develop relations and design strategies. Furthermore, the planner functions in several ways: For instance, he/she is a guide to the specialist planners in the way of master planning; thus the planner should be in close contact with the public, the public interests, and the public plans. Again, by the help of the comprehensive planner, a political process should be prepared in which interest groups speak independently to the elected official in the name of participation (Innes 1996). According to Innes (1996) comprehensive planners are also the experts of measuring the public interest.

2.1.2. Rational Comprehensive Planning

In 1960s, the importance of the process and feedbacks was emphasized instead of the end-state concept. Thus the planning process was accepted as rational. The main principle of Rational Comprehensive Planning (RCP) relies on the instrumental rationality. The approach was formed by the planning experts (Banfield, Perloff and Meyerson) in the Chicago School. RCP became the dominant planning approach after the World War II.

RCP is an advanced version of Comprehensive Planning. Differing from the Comprehensive Planning it deals with the “process” of planning. By the technological development, different alternatives could be produced, technically evaluated, and thus, the most appropriate one could be selected. Moreover, feedbacks are also important in RCP, since the process can be updated depending on the feedback. Furthermore, it defends unitary public interests, and tries to be apart from the political processes. The most important feature of RCP is the formation of the plan for 15-20 years. Planning process is determined as a top-down process because of the lack of adequate participation. Taylor proposes that by the most appropriate alternative result coming from scientific information and techniques, the RCP can point out that the planner can designate problems concerning the physical places in order to find solutions to the problems of specified issues (Taylor 1998). In RCP, all inputs relating to planning can

be analyzed by using scientific information and technical processes by a positivist view. Thus, the system approach, the RCP also proposes that forecasting the future is possible. RCP plans constitute the most comprehensive plan type for the planning area.

If the role of planners is concerned within a comprehensive manner, he becomes a figure whose character is to be defined as the technical expert in RCP (Taylor 1998). The planner should form the action through several views using rational criteria, and technical information. He should also consider all alternatives and courses of actions regarding the alternatives, and should examine the possible ends and values of the decisions. Simultaneously, he/she tries to explain the public interest by connecting several variables with a wide perspective. The planner is obligated to develop the goals and objectives related to the unitary public interest. Taylor, further, denotes that the planners should work a researcher in the methodology (Taylor 1998).

Although planning is to be removing from politics; because the views of the planners are parallel with the politicians', the chance of implementation is increased. The planner should protect unitary public interest. The aim of the planner is to provide social guidance by utilizing the laws of development (Beauregard 2003). He/she should also give importance to the isolation of the urban amenities and residential settlements from the production areas (Beauregard 2003). In addition, he should not act as a property developer in RCP, and work as a deal maker rather than a regulator (Beauregard 2003).

In the RCP process, the planner should point out all possible alternatives, problems, and results for the clients. Thereby the clients can evaluate their previous decisions by the above mentioned information of the planner; then, the common objectives can be formed.

In the implementation process, the planner takes a director role who supervises the means and strategies in order to reach the goals and objectives in the primary phases of the process. Moreover, new conditions may appear within the same process, as well. In such case, the planner can evaluate the situation, and provide feedback.

Those proponents of RCP assert that the planner has a potential to direct the opinions of the different clients or client-groups in cases related to the unitary public interests. Furthermore, as one of his/her differentiating features from other sector

specialists, the planner is accepted as a unique expert to develop comprehensive views related with the urban problems.

There have been changes and developments in RCP through the time. As it has been proved clearly again in due course, the fact that the city planning refers not only to a physical organization but also to the issues affecting the whole city—such as social, economic, cultural and environmental issues—should be carefully taken into consideration in the planning process of the city. As a result of these changes, the role of the planner has also changed through time, so that the planner takes a role of the coordinator that coordinates the specialists and planners working in the planning process.

Although RCP has been harshly criticized within a world-wide perspective during 1950's, it still has implementation areas in world scale. These critiques are mostly based on RCP's approach to public interest, long term consideration and comprehensiveness.

2.1.3. Incremental Planning

Incremental Planning was developed as an opposite approach to the Rational Comprehensive Planning in the mid 1950s, especially in terms of comprehensiveness. Incremental planning proposes a step-by-step plan which can be eventuate an existing situation instead of the comprehensive plans. Politicians should focus on less policy that they present for interest group's debates. In this situation, the planner should be impartial and act as a mediator among various interest-groups. Lindblom claims that the most appropriate and pragmatic alternative within a sociopolitical atmosphere should be selected for a better process (Lindblom 2003).

2.1.4. Advocacy Planning

Having a pluralistic view, Paul Davidoff emphasizes in the mid-1960s, that the planning should support the powerless groups in terms of economical, political as well as pluralistic perspectives. The dominant planning approach of the time was, however,

Rational Comprehensive Planning, and it has several barriers to the implementation of pluralism. He asserts that the plan is made only by a specific planning department in RCP, thus the process does not contain different views and does not have a pluralistic perspective.

He further claims that planning cannot provide benefits to the unitary public interest, rather it supplies more benefits to powerful groups in which the non-powerful groups cannot be advocated. According to him, the reason for those situations is that RCP does not take the political process into consideration, and it emphasizes only the means but not the goals or ends.

On the other hand, responsibilities of planners make them behave as the advocator defending the powerless groups or individuals. Near this advocating, the planner has to explicate the values of the courses of action, and realize the proper thoughts in a harmonic way with the interest of client. Davidoff also states that in comparison with the expert planner, the advocator-planner can prepare social, political and economical plans beside the physical plans. In such case the planner should have the knowledge about the above mentioned factors, and he can act in a convincing manner in the said matter.

Proposals by Davidoff also comprise the assertion of that the planner should take his role in the political process as the advocator of the different interest groups, individuals or government. Another responsibility of the planners is establishing the urban democracy between the groups, in which the citizens will take active roles. Besides, the advocator-planner has to prepare planning proposals defending the rights of his clients, and to respond the arguments by the technical terminology of professional planners. Clarifying the goals of a client or an interest group lies in the responsibilities of an advocator-planner, as well (Davidoff 2003).

Furthermore, Davidoff emphasizes that the planner not only bears the responsibility of giving information to the client but also by understanding the existing trends, he can predict future conditions. Only by this way, the information and the participation in the planning process can be operated in democratic way. The advocacy-planning process proposes that several plans of different interest groups should come into discussion. These plans advocate the different concerns of the planner: each advocator-planner should prepare a plan based on the advantage of each interest group, which also proves the invalidity of other plans. In the explained process, the

planner should affect the client with his own opinions. The advocator-planner has to give importance and effort for understanding the clients' thoughts and opinions, thus they become obvious, clearly declared and supported by other stakeholders.

2.1.5. Collaborative Planning

The collaborative planning was formulated in the mid 1980s (Innes 2003). As a leading person in the collaborative planning theory, Healey proposes that, the communicative rationality is necessary instead of the instrumental rationality. Communicative rationality provides the actors with the ability of combining themselves with a confidence atmosphere in a bottom-up planning process instead of a top-down one.

Collaborative planning constitutes an interactive version of the consensus building process. This is a result of the stakeholder participation and involvement of the public in the planning process. Shared decision-making is also needed in the process. After the definition of problem, decision is reached by information sharing and debating on an equal platform (Margerum 2002).

Graham and Healey pointed out that the collaborative planners do not understand space and time as containers within which human life is played out. This fact demonstrates that, in collaborative planning, the whole complex structure of real life is to be reflected in the plan (Brand and Gaffikin 2007).

The collaborative planner endeavors to produce social, political and instrumental networks in a planning process. Planner should have the ability of facing the problems, adjusting priorities and efforts, providing the participants with moral, and eliminating the threats against the process. Planner acts as the balancing-tool in these kinds of processes (Allmendiger 2002).

In a collaborative process, the planner should consider building networks, listening participants, educating citizens and participants, supplying technical and political information, ensuring the participants for availability of the documentation, encouraging independent projects, and emphasizing the power of democracy in a negotiation process. The other responsibility of planner is to help participants

understand the plan and planning process, and also to search for the alternatives providing solution with expertise (Allmendinger 2002).

The difference from the traditional planning processes is that the collaborative planner simplifies the real world complexities by objective quality criteria of public good and common interest. Planner does not refer only the technicians in collaborative planning, but, as Sarkissian denotes, the planner also gives “voice to the voiceless” by taking attention to the gender issues, ethnic diversity and the needs of disabled citizens. Planner prepares interactive and non-hostile meetings, thus every attendant becomes equally effective. The scope of the meetings forms a mutual growth, and broader civic welfare is pursued. This meeting process has to be carefully issued by the planner since the starting point of invitation. Considering the butterfly effect, some of the meeting discussions also have to be moved to the global rather than local effects of plans (Brand and Gaffikin 2007).

2.1.6. Communicative Planning

Through the critiques of modernism and instrumental rationality, various individual-views with a more pluralistic perspective became more common. Habermas criticizes the instrumental rationality, and emphasizes thinking and knowing. The consensus and common opinions of a variety of individuals or groups became a widespread approach instead of the domination of instrumental rationality. Opinions of Habermas have been accepted as the backbone of the communicative approaches. Moreover, his opinions affect the followers who defend the communicative approach (Allmendinger 2002).

In the communicative approach, information is obtained by the meeting with participants, which refers a totally different planning method from the traditional ones in which the information is supplied by formal reports (Innes 1998).

Communicative planning theory is to contribute to the culture of governments. The contribution covers the phases of providing concept, debating, disseminating and informing (Healey 1999).

According to Campell and Marshall, there are not any common principles for communicative planners. As Healey states, the planner has more interactive relations with experts and stakeholders. Besides, Forester denotes that the planner is the “critical friend” of stakeholders in planning process. Forester also asserts that the planner has to take more proactive role in the process and should defend the voiceless and disadvantaged stakeholders (Jones 2002).

As far as the role of the planner to be concerned, the planner acts as a moderator, facilitator, negotiator, bargainer and communicator in this process (Taylor 1998, Jones 2002). “Planners concern themselves with producing an agreed ‘storyline’ in the plan rather than how different storylines are produced and the criteria upon which some are chosen and not others” (Allmendinger 2002).

Fainstein claims that in communicative model, the planner should listen the participants, and then, help them to reach a consensus. At the end of the process, in which among the stakeholders there are economical and social equality, they get the agreement concerning the matters (Fainstein 2000). Habermas points out that each stakeholder should have equal opportunity so that they can represent themselves absolutely. Therefore, the decisions and acts of planner in communicative planning process greatly depend on the interrelations between other planning authorities much more than the other planning approaches (Jones 2002). The role of the planner, here, is to define the stakeholders, and to form the incoming atmosphere. Besides the planner should support the stakeholders and should help them in the process. Planner has to “speak truth to power” rather than being a participant in the meetings (Innes 1998).

In this approach, the success of the process greatly depends on the interaction between the attendants, the platform and the atmosphere of the meeting.

The aim of Innes (1998) in her study titled “Information in Communicative Planning” is to take attention to the communicative action which is an emerging paradigm of planning with respect to the role of the information in planning. She also aims at underlining the power of guide research, education and practice.

According to Innes, the planners are deeply engaged with a web of communication and interactive activities with public and private actors. The perspective proves the shift from a widely held view over 30 years through which is the planner’s role refers to giving professional advice and making analysis to the elected officials by

using surveys, identification and comparisons of alternative policies in terms of costs, benefits and feasibility studies. Planners as policy actors communicate and agree on the data and the effects of them.

In the communicative planning, planners provide ideas to help the consensus building process, or collaborative activity. In the collaborative process they also build up the meeting and invite participants. They also take part in identifying and supplying formal background information to the participants and administrators. They use the interdisciplinary way of their education and their abilities to handle with various paradigms. Preparing memoranda, minutes and brief issue papers are also among the responsibilities of a planner, according to Innes.

They act as a mediator or facilitator, if it is needed in the collaboration process, especially in meetings. Furthermore, being a consultant (expert) is also in the scope of a communicative planner. A good planner should have the ability to create or manage the communicative rational form of deliberation, besides having a good knowledge.

Innes states that, for a successful communicative process, all stakeholders should be represented in the process (Innes 1998). They have to be informed and educated about their rights, and the current situation of the process. Moreover they have to be equal in the process.

As Alexander (2001) proposed that the rational planner mixes his scientific analysis and professional judgment with technical expertise to adapt and implement plan. Nevertheless, in reality it was seen that the real situation is far from the description. The politics rule the planning process.

Alexander also mentioned that a good planner should look for a consensus based on the participation of various stakeholders. Planner has to practice a collaborative planning including the stakeholders in a democratic way, and he should provide a bridge between the stakeholder communications to seek for a consensus. Planner can apply communicative practice, and involve different interests in collaborative planning to reach a commonly agreed mutually beneficial plan.

2.1.7. Consensus Building

Consensus building has been recently used by stakeholders, but it has been widely utilized by private and public planners since 1970s. Consensus building is an advanced and systematic version of the collaborative and communicative forms of planning (Innes and Booher 1999).

Innes defines the consensus building is a deliberative method which provides the comprehensive planning with reformulation. Consensus building has emerged in a similar perspective with the communicative rationality approach. According to Innes, a deliberatively degreed rationality—in which the stakeholders have equal power--full information, backgrounds and atmosphere refers the ideal conditions to speech in the process. Participants require that there should be a consensus instead of using the rules in deliberative atmosphere. Communicative rational decisions are obtained in such an environment that there is not any political or economic power among all stakeholders (Innes 1996, Innes and Booher 1999).

The planner acts as a facilitator who educates the stakeholders, designs the process, and has all matters conceived. All participants have information about the interests of each other through the process, and then, they reach common decisions via collective defined criteria. The planner assists the groups of participants to obtain information, and data; further he may also write the final synthesis, though the main decisions are taken by the group. The facilitator-planner explains the opinions of participants to each other more clearly (Innes 1996, Innes and Booher 1999).

Planner is a mediator, bargainer, constitution writer, participation promoter, and facilitator in the consensus building. Furthermore, the planner has various roles such as leadership, facilitator, and organizer that provide the participation processes with success. Thus, it is hard for planner to take a neutral position between the developers and people.

Innes and Booher state that “professional facilitators often regard representing all interests to be part of their ethical responsibility” (Innes and Booher 1999).

2.1.8. Strategic Planning

Strategic planning approach was firstly emerged in 1960s. By the effects of developments of organization format, formation of new policies during the globalization, and emergence of the Postmodernism in the mid 1980s, strategic planning came to rule again. Through the period of Postmodernism, the fact was maintained that the planning should include several stakeholders who can represent their views by the help of the accord, as well; and they can reach the results by a horizontal relationship. Habermas' Communicative Rationality concept indicates that strategic planning is widespread, and thus, it is believed to provide the needs of the stakeholders (Kaufman and Jacops 2003).

Depending on the economical changes in the global scale, and the features of the Postmodernist period, planning process should be operated in a deliberative atmosphere which all public or private sectors and individuals or groups of stakeholders are included in. Moreover decisions should be taken after deliberative processes of participation. Open dialogue, collaboration, and the consensus building are the most important features of strategic planning among the stakeholders (Albrechts 2005). Strategic planner may also change its vision in the planning process by the emergence of new theories (Albrechts 2005).

Planners have the role of facilitator in the deliberative planning process. For he guarantees that all the stakeholders (groups or individual, public or private) can represent themselves equally, and he provides listening of the others in order to become allies. The planner acts as a catalyst like in chemical reactions which inducts reaction to have a faster rate (Albrechts 2004).

According to Kaufman and Jacops, the strategic planner should set more relations with the politics (Kaufman and Jacops 2003). Thus he should present the political opportunities which can be effective through the process (Albrechts 2004). Moreover he/she combines the individual elements of the strategic planning process to achieve better plans (Kaufman and Jacops 2003).

Forester claims that the planner must deeply involve in the planning process, and gives direction to the plan (Albrechts 2004). Beauregard, further, emphasizes that the planner acts as a mediator between public and private sectors (Beauregard 2003).

2.2. The Role of Planners in Other Theoretical Studies

In the following section, the articles related with the planners' role, position and responsibilities have been investigated and brief information is given about how the literature undertakes this issue.

2.2.1 Studies Investigate the Role and Responsibility of the Planners

2.2.1.1 Planner as a Bureaucrat

Beckman, in his paper titled "The planner as a Bureaucrat," (Beckman, 1964) seeks to understand the similarity between the politicians and planners; and he proposes that the conflict between the roles endangers the planners position, if he/she challenges the elected official for a public leadership. The planners' job only comprises the serving activity for the chief executive, mayor or elected official.

Role of a politician is, on the other hand, defined in the text as a broker-mediator who mediates, adjusts and pulls the view of public into a sufficient harmony. Planner's main role is described as a catalyst for development plans by bringing together the representatives of public and private agencies. In this respect, both politicians and planners conceive themselves as the responsible actors for determining the decisions regarding the development of public. They both charge themselves as a broker-mediator, coordinator and goal-maker. This conflict can only be removed, if the planner accepts a limited job.

Planner's weapons are his professional skills, the merit of his ideas, his abilities and willingness to serve for the challenge with the politician in the planning process. Planner has to remember that he serves for an elected official, thus the decisions are not always belong to him, and this situation should not cause a frustration or disappointment. Bureaucrat-planner can be effective as much as he/she can affect the political superiors.

In a similar way with Beckman, Barr also points out in his "The Professional Urban Planner" (Barr 1972) that to understand what the planners do and why they do, it

should firstly be accepted that planners' job constitutes a kind of governmental activity, which can be called a bureaucratic activity, as well. It can also be claimed for the role of planners that ordering and regulating matters are operated similar with the role of the government.

Vision about a planner's role, in the public, depends on a myth that the planner is a figure who intuitively and knowledgeably prepares the best plans for the future of the community. The planner is seen as a master planner. According that myth, the planners should be comprehensive, and utilize this comprehensiveness for being socially effective.

Some scholars, however, criticize that the planners should not serve for the whole public, but they have to serve for an elite, privileged group who holds the key for establishment and development. In due course, the planners became more addicted to the government that they almost only serve the government recently. Thus, the work of urban planning gained a bureaucratic function.

As it is recognized in all successful bureaucratic organizations, urban-planning activity also maintains records, has clients, seeks predictability, and develops expertise. Moreover, considering one of its differences from the other approaches, it may also be asserted that the bureaucratic planner must have the most rational view in order to be comprehensive. On the other hand, if the planner defines all values for a community in a rational view, the following question may arise: could the government avoid regulating them? This is the limiting agent for planning and planners.

Role of the planner is not particularly unique according to Barr, and it is limited by the governmental actions. It is seen that the price for a planner to achieve a professional status is based on the government's legitimacy. Nonetheless, the planner should still be an advocator for the rights of non-represented public, and should increase the quality of urban planning. "The professional planner prepares plans of what will be; the rest of society should encounter with alternative plans of what should be" (Barr 1972).

2.2.1.2 Planner as a Politician

Howe defines the politician-planner in her “Role Choices of Urban Planners” (Howe 1980) as that the planner bears a more political and value oriented character advocating some policies. Politicians require the planning to be placed in political structure. Politician-planner organizes and supports some groups to neutralize the oppositions to the planning process.

Moreover, Briassoulis points out in her study “Who Plans whose sustainability? Alternative Roles for Planners” that the politician planners are the actors who mainly become an advocator of some interest groups or ideas (Briassoulis 1999). Politician planners also protect public interest, if the group is a political party or etc. In that case, a politician-planner may act as a negotiator, sometimes a changer agent, or sometimes a radical planner.

2.2.1.3 Planner as a Technician

Technical planner appeals to rational planning tools for achieving the goals in a planning process (Howe 1980). Planner should serve for the public in a best manner of presenting scientific effort by using technical information. He should try to be in a harmony with the political structure. These primary aims are to be effective in the process. Technician generally, proposes a long-term solution with proper methods in a rationalist perspective (Howe 1980). Technician planner mainly provides data, decides some zoning principles, and informs the participants (Rabinovitz 1969).

According to Briassoulis (1999), technician planners represent, further, the tools of the rational comprehensive planning approach. They believe in a scientific approach to problems, and apply technological and technical developments for the solutions of problems. Regarding that role, the planners are mainly advisors of the policy makers. Because of political pressure, technicians are, however, not doing their jobs well (Briassoulis 1999).

2.2.1.4 Planner as a Technician-Politician (Hybrid)

Hybrid role generally has the advantages of both two other roles, according to Howe (1980). Hybrid planner came into existence after 1970s. They try to find a balance between politician and technician, and hybrids may shift their roles from onto other regarding the situation, which is another advantage in the planning arena of complex structures.

Hybrid planners are placed in a position between two roles (technician and politician) (Briassoulis 1999). There are some types of hybrid planners called mobilizer, catalyst, mediator, educator, interventionist, and reflective practitioner recently. These roles combine technical skills with political skills in a suitable way to accomplish given task or responsibility. All roles search for the establishment of a sustainable development. In the planning process, the hybrid planners may have different roles in different stages. In the initial stage, they may act as a technician, but later on a mediator or a negotiator role may be necessitated (Briassoulis 1999).

2.2.1.5 Planner as an Enabler

The role of enabler defined by Burke in his “The Role of the Planner” (Burke 1979) forms a contrast figure to the advocator-planner by means of the formers searching for the benefits of various groups in a planning process. In other words, advocator is defined with the direct and active leadership, whereas the enabler is defined with the indirect leadership. Facilitation is among the required skills for the enabler planner. This planner leaves the decision to the clients themselves, but he guides and advises the clients.

2.2.1.6 Planner as an Educator

Educator planners mainly educate the public about the planning process by writing articles and books, etc. The system providing relationship between the planner and the client refers also another role of the educator planner (Burke 1979).

2.2.1.7 Planner as a Publicist

Publicist planner is a kind of spokesman in the planning process, according to Burke. He takes the public attention to the planning processes. Public speaking, preparing reports and brochures are the main skills of the publicist planner (Burke 1979).

2.2.1.8 Planner as a Broker

Considering Burke's explanation on the broker's role, we may state that the planner mainly sustains the coordination and negotiation between groups who may compete with or in coalition through the planning process. The interaction and relation skills of the planner are very important for this role-definition (Burke 1979).

2.2.1.9 Planner as an Advocate

With reference to Burke's definitions, again, it may be asserted that the advocator-planner maintains his position in both traditional and emerging planning (Burke 1979). Advocator-planner defends the benefits of the groups associating for a specific purpose, or individuals. This type of planner should have political skills—such as bargaining, persuading, convincing and influencing—, publicity skills, and the skills of speaking, managing meetings and conducting events (Burke 1979).

2.2.1.10 Planner as an Organizer

According to Burke, the role of organizer-planner covers collecting participants in the beginning and through the process (Burke 1979). Influence of the planner was based on the nature of the plan, the structure of the participants, and the nature of decision-making structure. The planner aims at involving participants in the planning process as much as possible, and motivating them to accept and promote the

plan. Furthermore, the planner provides the participant-leadership with exposition (Burke 1979).

2.2.1.11 Planner as an Analyst

Burke pointed out that analyst as the basic role of planner covers the activities of analyzing and synthesizing the data. Planner designs the data collection models and strategies, and predicts the possible results of the actions resulting from the synthesis. This role necessitates the problem solving skills. In addition to the data analyzing procedures, strategy development and decision making skills refer important respects, as well. This role is important for planners by means of expertise point of view; and the specialization is the key factor of this role. For a deep knowledge about the specific issues related with the needs is required (Burke 1979).

2.2.2 Studies Investigate the Role of Planners in Different Situations

2.2.2.1 Political Situation

According to Rabinovitz's (1969) study titled "The political roles of planner" the planner cannot always control the process. External effects change most of the aspects in a planning process. The success of the planner depends not only on the planning arena but also on the relationship between the roles of planners in the political decision making structure. Since there are various decision making structures, the role of planners are also changed.

If there is a fixed political structure, the planner's role shifts to the position of a technician. If the planner does not generally change the system in a radical manner, the technician-role provides further development.

On the other hand, if the political structure is too powerful, then the planner cannot be effective. A powerful mayor always wants his own truths to be applied. Even the master plans and planning offices as well as the technician planner loose their power. Planner can affect the process only under the circumstances of that when the

new interest groups try to enter the system. Planner can be more effective if he can manipulate the elected officer or the voters. Besides if the decision-making process is complicated, the chance of a planner to become successful increases, since he/she can intervene to the process from different stages. Technical planner generally reaches the success when he achieves to promote himself as a symbol of truth and justice.

If in a city where two or more interest groups are in competition in the planning process, then, the planner as a technician cannot work effectively, and thus, the broker-role is arisen. Technician can only be successful, if he controls the power equally. Those kinds of communities are weaker by means of the development point of view. Planner has to take the organizer role in that kind of process. Planner tries to persuade both sides, and removes the obstacles from the way of development and change. Research is very important in this type of role. The coalitions, which planner makes, provide success to the overall planning process.

As a mobilizer, planners' role is very complicated. Role is strictly depended on the distributed structure of the society. Planner tries to provoke the mechanism of public system, and tries to promote the planning process by maintaining the complex alliances. Gathering of participants is among the duties of the mobilize-planner. In centrally-controlled cities, this role becomes ineffective, since the mayor wants to keep the control in his hands.

Rabinovitz denotes that the planners traditionally take the expert and technician role. Most of the time, they still take this role, but sometimes they utilize these roles as a mask when struggling with tough decisions.

The study of Albrechts titled "Reconstructing Decision-Making: Planning Versus Politics" (Albrechts 2003) investigates the role of the politics in planning and the political role of the planner, and identifies the dynamic interaction between planners and the political process. According to Albrechts, "...planning is in politics and cannot escape politics, but is not politics" (Albrechts 2003).

According to the case study, he studied the important plan-decisions which were taken in close meetings by the ministers and their political advisors. According to the political decision making structure, the cabinet of minister undertook the issue and finalized the decision which was very certain. The plan was, however, depoliticized by

the ministry of planning by the addition of the two university-professors to the core planning team.

Besides since the planning team (according to the minister) makes the decisions in the plan, they were invited to the meetings of the cabinet to where they cannot reach under usual conditions. They are able to inform the key actors of the plan, by this way, and answer any questions, refute rumors, and explain the logic of the plan. This way of working “protects” the political creditability of the minister and cabinet, since this plan somehow seems to be a scientific and expertise plan.

Planners use their expertise and knowledge in this process, and somehow they pretend to be technicians. They, furthermore, work as institution builders, counterweights, catalysts, initiators of change, mobilizers, alliance builders; thus, political structure uses its own network to form alliances and mobilization, and to reach acceptable political consensus (Albrechts 2003).

2.2.2.2 Goals and Means of the Planning Process

Karen S. Christensen asserts in her study titled “Coping with Uncertainty in Planning” (Christensen 1985) that uncertain conditions lead to a chaotic atmosphere in planning process. In order that an effective planning process is reached, the goal and the way of achievement should be known. The article proposes solution to planning problems considering the point of view on the mentioned concepts.

There are four common situations depending on two parameters in a planning process, which are called the goal and technology.

In the first case, a common goal is achieved and technology is known. In this kind of process, the planner knows the goal and the way of solution; thus in the planning process, rationalist approach is dominant. Planners have the roles of a standardizer, programmer, rule setter, regulator, scheduler, optimizer analyst, and administrator.

In the second type of process, although a common goal is again achieved, the technology or way of achieving the goal is not known. In this situation, innovation is needed. The planner should search for a workable solution. Generally, in this case, the

incremental approach takes place. Since the goals are known, the planners seek to find a way of achieving them, and thus, they have the roles of a pragmatist, adjuster, researcher, experimenter, and innovator.

In the third case, there are no goals agreed upon, but the technology is known. More precisely, there are proved methods which are effective, as well, but there is not a common goal or there are conflicts on the selected goals. Therefore, there appears a need of bargaining in this kind of processes. Planner uses bargaining to accommodate conflicting goals. Besides sometimes planner takes the role of an advocator, facilitator, constitution writer, mediator, or participation promoter to achieve the goals.

In the final case, it is proposed that, in some planning processes, both of the goal and technology are unknown. Therefore, a chaotic respect arises in the planning process. This situation calls for a charismatic leader to create the public sense and participation. Moreover, since the goal is not defined, the planner initially needs to seek for the problems, and takes the role as a problem finder.

It can also be said by depending on the text that a planner should firstly search for the uncertainty conditions of a planning process; then, select a suitable style of planning, and take the role regarding those situations in order to be successful and effective.

2.2.2.3 Different Time Period

The aim of Albrechts' study titled "Changing Roles and Positions of Planners" (Albrechts 1991) is to understand the changes in the role and position of the planners. By the structural crisis of 1970s, the role and position of the planners have changed. In 1970s, the urbanization process was considered as a management problem. Thus, in this period, the planners acted as a provider with specific skills for development and urban growth. Nevertheless, in 1980s, some scholars claimed that planning was an obstacle for development, free market economy, and freedom. Therefore, the traditional planning tools like welfare policies in the social arena and land-use zoning in physical planning became less effective while they mutually attuned physical, social and economic processes.

It can be asserted that with the new technological period, urban problems and solutions are changed, as well. The planning system, thus, shifted to the “planning for society” from “planning for capital.” in both economic and social scales it can be said that the lesser the importance of the locality, the more the dominance of global understanding.

On the other hand, bottom-up policies were emerged, and participatory views became dominant. “In 80s the state became more conservative and more subservient to the needs and demands of capital” (Albrechts 1991).

Since the planning became more concerned with “how to plan?” but not with the outcome of the process, the planner gained the function providing a self-ability of approaching smoothly not only to the efficient ends—as in the traditional planning before 1980s—but also to the given and defined ends. Planners are not only to navigate in the planning process, but also to formulate it, and to become more deeply involved in development processes differing from the pre-crisis period.

In terms of government’s point of view, the planners become a tool for adjusting the inequality of power between social groups and classes in this new period. Moreover, they should be in a close contact with the other actors in the planning process. A planner should face technical and political problems which require ideological guidance. He should have the role of a mobilizer, initiator of change, and a catalyst. He has to be a researcher to satisfy the needs of the changed economic and social structure. In addition, he has to increase his skills and abilities of designing and solving the new emerging needs and problems.

Skills of the planner constitute importance in the new period, since they will become an important tool in planners’ hands. Management skills can comprise a good example for this situation, besides the technical skills. Negotiation and facilitation are the dominant roles which will be used in management. Planner has to represent a bridge between the public and private perspectives, besides knowledge and action. Additionally, networking is another tool for a manager-planner in reaching public and interest groups.

2.3. Evaluation: The Role of Planners in Planning Theory and Other Theoretical Studies

The role of planners is studied from the concepts of position, responsibility and role point of views. Thus, firstly these concepts must be defined clearly. These definitions are used in this thesis as below:

Position: The situation of a planner in an organization identified by job title

Responsibility: The total works of a planner

Role: The situation and behavior of a planner in an organization/institution defined by planning practices of the organization/institution, policy, approach and behavior of organization/institution and also manager of it, the education of the planner. Besides, the planner evaluates the condition of the day by the help of planning education. All the said factors affect the role of planners.

The role of planners has been briefly summarized in the Table 2. 1. The table has been formed as a summary of Chapter 2 that covers detailed investigation of planning approaches and other theoretical studies. The role of planners and their responsibilities depending on the role are formed considering the periods before and after 1980s.

As it is seen in Table 2. 1 the planning literature defines many roles and responsibilities for planners for both of the periods. However it is clarified that most of these definitions refer to similar concepts. For this reason, this thesis defines three major role categories which involve all of the definitions above. These roles are:

- an expert role,
- an advocator role, and
- a facilitator role.

Case study investigation will be evaluated based on these there roles.

Table 2. 1. The role and responsibility of planners as defined in the other theoretical studies in the periods of before and after 1980

The period	Role	Responsibility
Before 1980	<ul style="list-style-type: none"> • Adjuster • Administrator • Advocate • Analyst • Broker • Broker- mediator • Catalyst • Constitution writer • Coordinator • Deal Maker • Director • Educator • Enabler • Expert • Experimenter • Facilitator • Goal-maker • Innovator. • Mediator • Mobilizer • Optimizer • Organizer • Participation promoter • Politician • Pragmatist • Problem finder • Programmer • Publicist • Regulator • Researcher • Rule setter • Scheduler • Standardizer • Technician 	<ul style="list-style-type: none"> • Accommodating conflicting goals • Advocating policies of participants or interest groups • Analyzing and synthesizing the data • Bringing representatives of public and private agencies together • Coordinating specialists and planners • Creating the public sense and participation • Deciding zoning principles • Designing the data collection models and strategies • Determining the possible results of the actions resulting from the synthesis • Development of a master plan • Development of a single hierarchy • Educating public about the planning process • Giving social guidance • Informing participants. • Motivating the participants • Preparing reports and brochures to take attentions to the planning process • Presenting of the possible ends by considering all possible alternatives and problems • Providing data to the clients • Removing obstacles from the way of development and change • Selecting a suitable style of planning • Serving the chief executive mayor or elected official. • Supporting some groups to neutralize the oppositions • Sustaining the coordination and negotiation between groups • Trying to provoke the mechanism of public system

Cont. on next page

Table 2.1. (Cont.) The role and responsibility of planners as defined in the other theoretical studies in the periods of before and after 1980

<p>After 1980</p>	<ul style="list-style-type: none"> • Advocate • Alliance builder • Bargainer • Catalyst • Change agent • Communicator • Constitution Writer • Educator • Expert • Facilitator • Initiator of change • Initiator of change • Institution builders • Interventionist • Leader • Mediator • Mobilizer • Moderator • Navigator • Negotiator • Organizer • Participation Promoter • Politician • Radical planner. • Reflective practitioner. • Technician • Technician- Politician (Hybrid) 	<ul style="list-style-type: none"> • Adjusting the inequality of power between social groups and classes • Applying technological and technical developments in the solution of the problems • Being a bridge between the public and private • Building up the meeting and invite participants. • Clarification of the opinions of the participant • Consulting to the policy makers • Definition of the stakeholders • Development of consensus atmosphere • Designing, formulating and navigating the planning process • Educating citizens and participants • Eliminating the threats against the process • Emphasizing the power of democracy in a negotiation process. • Encouraging independent projects • Ensuring that participants are reaching the documentation • Facing problems, adjusting priorities and efforts • Formation of the incoming atmosphere • Identifying and supplying formal background information to the participants and administrators • Listening of the participants and helping them reach a consensus. • Obtaining of the information and data • Preparation of interactive and non-hostile meetings • Preparing memoranda minutes and brief issue papers • Producing social, political and instrumental networks in process. • Protecting public interest • Providing equal participation of all stakeholders • Providing networking • Providing participants with moral • Providing participation of the different groups or individuals • Providing the global scale discussions depending on interaction in the participation process • Searching for alternatives of solution with expertise • Seeking to reach the given and defined ends in process • Simplifying the real world complexities with objective quality criteria of public good and common interest. • Speaking truth to power • Supplying technical and political information • Writing the final synthesis depending on the participant decisions
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CHAPTER 3

THE ROLE OF PLANNERS IN PLANNING PRACTICE

In this chapter, case studies at international and national scales (i.e. in Turkey) which are similar to this study are investigated in terms of the position of planning, the changing role of planners, and the methods they use to understand the role of planner in planning practice. These studies are consecutively categorized depending on the number of cities and periods investigated.

3.1. The Studies Investigate One Period

3.1.1 The Studies Investigate One Period for One City

Nelles (1997) aims at identifying how the practice of mediation can be adopted most effectively by the planners, and how the planners maintain the mediator role in the processes in her MSc. thesis “The Neutral Planner as Mediator Myth or Reality” in Alberta, Canada.

Recent literature considers the mediation as a skill of planner; but here it is proposed that the mediation is rather a role of the planner, for which he may practice primarily or secondarily. Furthermore, mediators use their expertise coming from their background in the planning processes. They take role in the definition of the problem, in the communication and information processes. According to Nelles, a mediator has to be neutral which means unbiased, unprejudiced and nonpartisan; and he has to be also impartial which refers to being fair, equitable and detached.

The main research questions are, therefore, “Who is the best mediator in land-use conflicts?” and “Who is a planner or who is not?”

In depth interviews is used in this project as the methodology, which comprises the qualitative, empirical way of doing it. Ten mediators working in Alberta, Canada have been participated to the project. “Five of the participant mediators are whom the practice of mediation is the end and other five planners whom the adaptation of mediation training is means to an end” (Nelles 1997). More precisely five of the

participants are planners and educated in the field of mediation; and the other five participants are not planners but worked in different institutions as mediators. There are also some other factors which are taken into consideration while selecting the participants: these can be ranged as male-female equity, professional mediator-mediator as in context of their work, public sector-private sector, mediator since they write or give lecture – mediator for living. The reason of interviewing with the participants, who are not planners, is to avoid having answers in a narrow perspective; thus by the non-planner participants, the possibility of variance in the responses and findings increased. In addition, the lack of planners in Alberta is another factor of having non-planner participant.

Two questions are asked to the participants;

- Who is more effective, – the substantive ‘informed’ or ‘native’ mediator?
- Does the neutral and impartial mediator exist in reality?

The role and responsibility of a planner according to the interview results are given in the table (Table 3. 1) below.

Table 3. 1. The role and responsibility of planner

Role	Responsibility
<ul style="list-style-type: none"> • Expert • Mediator • Negotiator • Facilitator • Educator 	<ul style="list-style-type: none"> • Guidance of the clients • Assisting the participants • Examining the needs of participants • Negotiating an exchange of promises • Legitimizing the results • Expanding the resources • Exploring problems • Being agent of reality • Being a leader to the community

Nelles proposes five recommendations for mediation processes as conclusion. First neutrality is not useful and cannot be implicated in the process. Secondly Mediator role of a planner is very effective so the personnel knowledge is very important. So as third recommendation planners has to educate in an increased quality to fulfill the requirements of conflict management. The fourth recommendation is giving chance to mediator adopt their style to the process for sake of success. The final one is to publish a mediation journal in Canada to serve others.

Hickley (2003) in his “The Grounds for Citizen Engagement and the Roles of Planners” aimed to develop a set of criteria for determining the role of a planner in a Citizen Engagement (CE) process in which CE defined as a synonym of public participation. In order to achieve this aim, two local planning studies from Calgary, Canada, which are Area Redevelopment Plan (ARP) and a Community Plan, were selected as the case studies.

The thesis emphasizes the CE process and three roles of the planner as an expert, an advocator, and a facilitator. The expert-planner shows his technical mastership and specific skills in the process. The advocator specialist, on the other hand, defends the marginalized or the unrepresented groups. As for the facilitator, he becomes more familiar with the deliberative process in which several individuals, who are from outside of planning, have active roles.

The first planning model is defined as Advocacy-Collaborative combination in which the role of planner is defined as the expert or advocator. On the other hand, the second one was described as Rational Comprehensive Planning-Dialogical combination where the role of planner comprises the position of a dedicated facilitator with three expert planners. These cases are selected, because they both have CE processes; one of them has high public interest while the other one necessitates more planner participation. They provide insight into decision making process, and they are both applied in municipal level in mid 1990s.

To determine which role the planner has in these CE processes, Hickley developed a set of criteria. These criteria formed by the analyses and synthesis of many sources by Hickley. By depending on the criteria, it is understood that to have an expert role in a planning process, there should be an agreement among stakeholders over the subjects, or the stakeholders needed to be educated, or if there is a small change in the project, or if the planning process is complicated, education of stakeholders are needed. As for a facilitator role to become successful, there should be debate in the process, or if there is great differences among the stakeholders in terms of power and values, or when the stakeholders have a high level of expertise, or the engagement of the politics, or in a too complex structure. On the other hand, if participants are unlike the situation or even a trace of suspicion appears about the unfairness of the process, advocacy is needed.

As the background theory of the study, planners' roles determined in the first stage of the study, which are ranged as an expert, an advocator and a facilitator are investigated in the Rational Comprehensive Planning Model (RCPM) in 1960s, in the Advocacy Planning in 1970s, and in the Collaborative Planning in 1980s.

The role of the expert in RCPM is emphasized in the issue of the study that "The RCPM also supported the role of planners as "experts", trained in esoteric knowledge, accredited by over-arching professional authorities, and having access to independent and objective intelligence regarding how to resolve the public's issues and concerns" (Hickley 2003).

Furthermore, Hoch also stated that,

Expert planners make judgments about the means to given ends, but do not try to influence the ends themselves. For example, there may be a need for clarification or education regarding an element of the process, and a planner with the appropriate skills or knowledge may be required to present information; this was also considered to be acting as an expert. Often, consulting planners act as experts (appointed to act for private or other interests), whereas institutional planners tend to work as civil servants and face the possibility of playing any of these roles at various times (Hickley 2003).

According to the author of the study, in the Advocacy Planning "planners began to act as defenders of the poor, the marginalized and the under-represented" (Hickley 2003). Moreover, considering Hall's arguments, planners in Advocacy Planning "[Planners] would help to inform the public of alternatives; force public planning agencies to compete for support; help critics to generate plans that were superior to officials ones; compel consideration of underlying values" (Hickley 2003)

The role of planners in Collaborative Planning is defined as "Planners may work to provide technical advice or specific expertise, convene stakeholders and facilitate dialogue, or advocate for the interests of a specific group or solution" by Hickley (Hickley 2003). "[Planners] are voices themselves speaking for the values of the planning profession and able to communicate with others who work on the issues" (Booher & Innes; as cited in Hickley 2003). The author claims that the facilitator-planners are impartial in order to provide a facilitating interaction among the parties.

Additionally, Hickley describes the facilitator-planner “as an impartial, unbiased, fair and objective leader or governor of a public participation process: a ‘procedural expert’” (Hickley 2003). Consequently, Hickley indicates that each planner will be likely to find themselves in at least one position among the above mentioned stages during their careers (Hickley 2003).

Table 3. 2. Nine criteria for determining the roles of planners
(Source: Hickley 2003)

#	CRITERION	PLANNER’S ROLE
1	<u>Problem definition</u> : If there is general agreement on what the problem is, then only expertise may be required. If, however, there is significant dispute, then there may be a need for facilitation (see criterion #8)	Expert ----- Facilitator
2	<u>Values</u> : If widely divergent values or positions are held by stakeholders, if a serious compromise of values is likely to result from a process, the more facilitation will be required. Likewise, if policies are in place which specify that certain interests take precedence over others, or if the decision rests on value judgments rather than on facts, then education (expert) and facilitation may be required.	Expert ----- Facilitator
3	<u>Local practices</u> : If certain groups are unfamiliar with local participation models, then advocacy may be required. Conversely, if there exists a high level of expertise or “CE savvy” among stakeholders, then a skilled facilitator will likely be necessary.	Advocate ----- Facilitator
4	<u>Efficiency</u> : If there is a potential for great costs or benefits being unfairly absorbed by specific interests or stakeholders, then advocacy or facilitation could be required, respectively.	Advocate ----- Facilitator
5	<u>Politics</u> : If the project is closely intertwined with a highly charged or timely political issue, then facilitation will likely be required (if not mediation). Likewise, if issues have been “stale-mated” for some time, then facilitation will be necessary.	Facilitator
6	<u>Consequences</u> : If changes resulting from a project are small or negligible, then only expertise may be needed. If significant impacts are likely, then facilitation may be required (as well as advocacy, if the changes affect diverse or unequally represented interests).	Expert ----- Facilitator (Advocate)
7	<u>Risk</u> : If there is a high potential for risk or harm, or potential for great risk or harm, then the need for accountability and public responsibility will be high, and therefore facilitation (and perhaps advocacy) will be needed.	Facilitator (Advocate)
8	<u>Complexity</u> : If a high level of complexity is involved, then there may be a high potential for conflict as well, suggesting a need for education (expertise) and facilitation. Likewise, if there are many stakeholders, facilitation will probably be necessary.	Expert ----- Facilitator
9	<u>Knowledge</u> : If there is broad knowledge among affected communities or significant media coverage of the issues, then public scrutiny will be high and facilitation may be needed.	Facilitator

As a research method, the in-depth interview method is used. For this purpose, the in-depth interviews with eight planners, two facilitators and three politicians were made. It is conceived as a result that the amount of their time consumed in CE process

is averagely over 70% of which they spent 35% as expert, 44% as facilitator, and 21% as advocator. The roles and responsibilities mentioned in the study are given in the

Table 3. 3.

The author obtains the results in the light of the nine criteria, which mentioned above, that the need for facilitation is 100%, advocacy 44% and expertise 44% in a planning process, which is in harmony with the results of the interviews.

Table 3. 3. The role and responsibility of the planner
(Source: Modified from the text of Hickley 2003)

Role	Responsibility
<ul style="list-style-type: none"> • Advocate • Arbitrator • Expert • Facilitator • Mediator • Negotiator • Referees 	<ul style="list-style-type: none"> • Advocating interests of marginalized, voiceless or under-represented groups • Compelling consideration of underlying values • Controlling the substance of the project and the relationships between players • Directing interpersonal communications • Educating regarding an element of the process • Espousing benefits of a particular solution to a problem • Forcing public planning agencies to compete for support • Having access to independent and objective intelligence regarding how to resolve the public's issues and concerns • Informing the public about the alternatives • Making judgments about the means to given ends • Take a side to promote certain set of interests

Croach (2004) in her dissertation titled “Factors influencing collaboration among key planners of the nation’s first city-base partnership: a case study” aimed at investigating the relationship between the city planners and other participants, and investigating the collaboration process with respect to the stakeholders.

The research questions of the study are as follows;

1. In what ways did the contextual factors, which influenced the initiation of the City-Base project, also influence collaboration among its key planners?
2. In what ways did the collaborative efforts of key planners influence the process undertaken to plan the City-Base project?
3. In what ways did the relationships among key participants contribute to the collaborative success?
4. In what ways can collaborative efforts in this inaugural City-Base project provide insight for future City-Base projects?

This study depends on the inter-organization theory and collaboration theory among multi-stakeholders. For this purpose, the author uses the theory of Chrislip that

includes three components to investigate the collaborative process and its characteristics: these components comprise the items as follows; (Chrislip 2002)

- Understanding the factors that initiate the process which was the motivation, and identifying the contributors.
- Understanding the process of collecting stakeholders to work in process.
- Understanding the process of collecting experts and leaders to work in process.

The method of data collecting of this thesis is based on the interviews with the participants, documentation and archival records. By the interviews, the key factors of collaboration and overall success were tried to be identified. *A single* case was investigated qualitatively in this project. The role of the key-planner, purpose of the projects, planning process and results of the collaborative actions associated with the factors that influence collaboration process are to be understood. Eight questions are asked in the interview, and the following four items are tried to be identified by these questions:

- “The contextual factors that influence the origination of planning activities and the purpose of the effort
- The process followed in conducting planning activities for the project
- The roles and relationships among key planners of the project
- Insight into how lessons learned from this project can influence the development of future City-Base projects” (Croach 2004).

The interviews with the key-planners of the project lie in the time frame covering the period from January 1998 to December 2000. As the key participants of the project, nine individuals were interviewed, which included the planners and stakeholders of the project. First, by mail or e-mail, a letter has been sent, and then the confirmation has been provided by telephone or e-mail. Afterwards the appointments were taken and interview schedule has been prepared. Then the research questions and disclosure form have been sent to each participant. All participants granted written permission for audio-tape recording. After the thesis was submitted, the recorded tapes were destroyed because of the security reasons.

The interview questions first tried on a pilot group which does not participate in the project to understand whether the questions are understandable and appropriate or

not. The interview questions are open-ended that provides the participants to gave extra information and explanation.

Three main questions were asked to the participants to understand the role of the planner in the process. They are listed as follows:

- As a member of the group that planned the City-Base project, what was your role?
- How did your role relate with the roles of the others who planned the project?
- Did your role significantly influence the project's success?

Data collection process of this study has five stages. Firstly, the investigation of planning activities in the timeframe for the region has been made. Secondly, the interview's transcripts are prepared by a company. The code book is prepared as the third stage that includes the code world related with the studies' characteristics. As the fourth stage, the software is used for examinations of the interview regarding to the codebook. Finally, the coded interview transcripts were tried to be fitted in the Chrislip's theory.

Depending on the results of interviews, it was found that, for a collaborative project to be successful there are some factors which have to be presented in the process, such as the planning process must be emergent, concrete goals are established, the process should be fair and open, there should be broad stakeholder participation, credible information is evolved, participants should reach on consensus, the participants trusts the planner, the relationships of the participants should be in a good mood for supporting process, and participants should represent the whole stakeholders. Regarding the views on the role of planner, each participant described their role as multiple, intertwined and mutually depended roles.

Depending on the study the role and responsibility of the planner are extracted as in the Table 3. 4:

Table 3. 4 The role and responsibility of the planner
(Source: Modified from text of Croach 2004)

Role	Responsibility
<ul style="list-style-type: none"> • Expert • Advocators • Negotiator • Facilitator 	<ul style="list-style-type: none"> • Representing the major stakeholder organizations, • Being a leader • Building teams, • Initiating projects, • Generating ideas • Building trust

3.1.2 The Studies Investigate One Period for More than One City

Johnson’s (2006) dissertation titled “Civic Bureaucracy: An Affirmative Role for City Planners in Building Civic Capital and Representing Communities” the civic bureaucracy, which is more complicated than participatory bureaucracy, was to be measured, and the relationship between the city planners and their communities was to be understood. The aim of this study is to find out “whether planners are attending to good manners and good conversations, and whether that attention is in tune with the level of civicness in their communities.” If it is proved that two arguments mentioned above are in a relationship with each other, it will demonstrate that there is another dimension of bureaucrats representing the public.

The planners are defined as “civic bureaucrats who go to the extra mile to pursue a two way dialog with citizens” (Johnson 2006). Moreover, public administrators and other public service practitioners are defined as civic bureaucrats. In this study, only the city planners are taken into account because of their unique role in collecting public data and professional experience in building consensus. Civic bureaucrats’ cheer representation and civic bureaucracy depend on people who facilitate community dialogs, and have high knowledge about their community.

The research question of this study is “What is the relationship between the civicness of a community and the civicness of its bureaucracy?”

To understand this relationship a measurement technique is developed, in which the factors are defined to understand which of them affects the planners in democratic medium.

The belief of the bureaucrats, who have a very important role for citizen participation, is also to be investigated by means of the city planners' and city planning department's points of view.

According to Johnson, the level of democracy in the country greatly affects the participations and bureaucrats in the planning process. In lower level democracies, bureaucrats have the roles as experts and make their own judgments. On the other hand, in the very high leveled democracy, bureaucrats as planners will take the role as an auxiliary force.

The author emphasized that "the urban planning literature shows role of planners change from experts to facilitators" (Johnson 2006). In order to achieve this result, the author creates Table 3. 5 which depends on the works of Susskind, Van Der Wansem, and Cicarelli (2003), Innes and Booher (2000), Innes (1996) and Healey (1997). This table contains the comparisons of the theories from tasks, focus of activity, products and solutions, skills, primary client, basis of legitimacy point of view.

As the methodology of the thesis, an e-mail survey was conducted with the planners. To collect the participant information, the directors of the planning departments were tried to be reached by telephone, letter and e-mail. E-mail addresses of some planners were directly taken from the internet. 31 of 37 cities responded to the survey. Totally 904 e-mail survey have been sent out, and 286 of them returned. A second e-mail survey has also been sent for the increment of the ration of returns. As a result, 29% of return has been achieved. The survey was tested by students to increase the validity of questions and to check whether the questions are understood or not. There were two problems determined by this survey; first one was about the difficulty of searching a relation between two surveys which are applied in a six-year period, which referred a long time in planning literature. The other one was the respond rate of the City Planner Survey. The respond rate of the "city planning department" ranges from 7% to 80 % that means some departments were not well represented in the results.

Table 3. 5. Comparison of planning models
(Source: Johnson 2006)

	Technocratic Model	Advocacy Model	Mediation Model	Collaborative Model	Civic Bureaucracy Model
Tasks	The planner operates as an apolitical and technically skilled advisor to elected decision makers	The planner represents a particular interest group in the politics of land use decision making	The planner tries to facilitate a balancing of concerns about efficiency and fairness by building an informed consensus.	The planner has the duty to pay attention to the diverse needs of political communities, to report back on what is being done (Healey 1997), and to facilitate	gets to know the community by interacting with a variety of citizens and uses this knowledge to provide information, to contribute technical expertise, and to facilitate
Focus of Activity	Produces plans that offer the "best" solution, given a set of goals and limitations set by elected decision makers.	Seeks to redistribute resources to ensure greater equity and improved quality of life for those least able to fend for themselves.	Ensures that the interests of all stakeholders are taken into account along with the best possible technical advice.	Brings together all stakeholders for authentic dialogues where no subjects are off limits (Innes and Booher 2000)	Builds relationships through two-way dialogues and social learning
Products/ Solutions	Comprehensive plans that represent the most efficient allocation of resources for a specific point in time.	Policy proposals and plans that best serve the group being represented.	Negotiated agreements that are both fair and implementable.	"[A]ction or agreements that all, or most, believe will improve their ability to meet their own interests and, in the process, improve the collective welfare" (Innes and Booher 2000, 19)	Community specific approaches that are tuned into community dialogues and meanings that builds relationships and thus civic capital.
Skills	Technical skills in preparing efficient plans.	Technical skills, plus a greater understanding of social and economic issues and political organizing.	Same as the advocacy model, plus the ability to facilitate interaction among contending stakeholders.	Same as the mediating model, plus the ability to help stakeholders piece together the ideas, information and experiences all members have to create new strategies" (Innes and Booher 000, 19).	Technical skills and social skills associated with being a good host to citizens, facilitating a two-way dialogue, building relationships, bringing in "other" voices, networking, promoting imagination, playing by hand, and following the law of the situation.
Primary Client	City Planning Commission and elected decision makers.	An interest group, usually poor/minority.	All stakeholders.	All stakeholders.	All stakeholders but particularly the community
Basis of Legitimacy	Planners have the technical expertise necessary for this type of y external influences that work and are unaffected might otherwise compromise their professionalism.	Planners contend that few problems can be settled on technical or efficiency grounds alone.	by playing a neutral and pursuing mutually acceptable agreements, the planner enhances the probability that an implementable plan will result.	By promoting consensus building, planners help increase the chances that decisions "approximate the public interest" or benefit "the system as a whole" (Innes 1996, 469).	Planners have the expertise to create and run regularized processes of two-way face-to-face dialogue, contribute to social learning, and build civic capital which increases the likelihood that decisions are based on communitywide interests.

Table 3. 6. The role and responsibility of planners
(Source: Modified from text of Johnson 2006)

Role	Responsibility
<ul style="list-style-type: none"> • Experts • Facilitator • Advocate 	<ul style="list-style-type: none"> • Regulating land use • Monitoring growth • Coordinating development • Ensuring the citizen participation • Listening the clients problems • Attention to “other” voices • Establishing networks • Gathering stakeholders together

In the result of this dissertation, it was found that there is negligible relationship between the community and planner. The community cannot affect the planner in a positive or negative way. The commitment of the planner for civic bureaucracy depends on his/her own character and professional training. Johnson, hence, asserts that “The variables that affect the civic bureaucracy are outside the control of the planners” (Johnson 2006).

Gedikli (2004) in her thesis titled “Strategic spatial planning and its implementation in Turkey: The Şanlıurfa provincial development planning case” is to investigate strategic planning in Turkey by a case. Strategic planning is a method that covers not only the planning phase, but also the implementation and inspection phases where the roles and actors are very important in this kind of processes.

Applying a set of criteria for evaluation of the process, understanding the roles of the actors, and understanding the specific factors of the region in the process constituted the three main principles of this thesis.

As a case study, the Şanlıurfa Provincial Development Planning process is selected to understand the former two aims mentioned above. In order to understand the third aim, a comparison has been made and the Şanlıurfa Provincial Development Planning case is compared with the Kocaeli Strategic Planning Processes. The Şanlıurfa PDP process was a multi-sectoral strategic plan. This process is also interesting, since the municipality not involved in the processes because of the disagreement with the government. On the other hand, the Kocaeli SPS is a bottom-up process, which was initiated by the Chamber of Industry of the Kocaeli that is the sponsor of the planning process, as well.

The Kocaeli SPS is a participatory process, and it was designed and applied by a private company which was hired by the sponsor. The process had two steps. The first one included meetings and conferences with stakeholders starting at a general level, then in sub-groups. After the stakeholders had determined the initial development strategies, the second step was initiated. In this step, top managers and decision makers (about 20 people) who were invited to the meetings; and by depending on the results of the first phase, the strategy of the plan was formed.

In the thesis, new tendencies in planning were mentioned. With globalization and postmodern thoughts, a transition occurred from instrumental rationality to communicative rationality. The strategic planning should not be mentioned as a new paradigm alone, but it should be utilized as a tool for applying communicative rationality.

As a theoretical framework, rational comprehensive planning and its critiques are studied. It is seen that eventhough participatory planning approaches (in this thesis the terms communication, participation, deliberation are considered as having the same meaning) criticize the RCP, they do not reject the RCP totally, and a reformulation is proposed.

Communicative rational planning is also investigated in this study in details. According to Gedikli, there are some example processes with collaborative approaches in Turkey, but it does not mean that collaboration is effectively used in Turkey at an institutional level. To understand the Turkish planning system, four periods (1923-1950, 1950-1980, 1980-1990, and 1990- to present) are taken as a base for investigation.

In depth interviews and documentary materials are used in the thesis as data sources. The participants of the interview may be divided into two groups as local and non-local or as public and non-public. GAP (South-East Project), coordinators are effective in the Şanlıurfa PDP and some of the interviews were made in Ankara. The aim was to maintain the levels of local and non-local or public and non-public participants equally in the interviews.

According to the author, it was seen that in a planning process, which is possessed by the powerful governmental actors, the collaboration organization is easy and effective even in a low-quality social context. It was also found that the Şanlıurfa PDP is a top-down process, whereas the Kocaeli PDP is a bottom-up process; but

having a bottom-up structure does not guarantee success of the plan in the implementation stage.

According to the study, the role of planner is expert and facilitator in the Şanlıurfa PDP process, whereas the role of planner in the Kocaeli is expert, facilitator and advocator.

3.2. The Studies Investigate Two Periods

3.2.1 The Study Investigate Two Periods for One City

Sofhani (2006) in his dissertation titled “Toward Empowered Participatory Planning: The Role of Planners in the Local Planning Paradigm Change in Indonesia” aims at understanding how the process shifted in planning system in Bandung, Indonesia. It is also aimed at understanding how planners influenced this transformation process by their ideas, and to what the role of planners refers in the process. How the transformation process affected the view and perspective of both planners and other local actors with respect to their role are also studied, additionally. To accomplish these goals, totally two planning processes at local level are investigated. One of them is P5D (Guidelines for Planning and Controlling Regional Development) which is an example for centralized system that was implemented by all local governments from 1982 to 1998 in Indonesia-wide. On the other hand, two planning studies are investigated to understand the participatory planning process; one of them is MPKT (Annual Development Planning Deliberation) which takes place of P5D in 2003. MPKT is revised in 2005, and becomes TPPD that strengthens the role of community in planning and budgeting which constitute the second case study.

It is designated that the lack of theorization about the transformation in planning causes the limited understanding of how the role of planners and the other actors affected by the shifting process in planning and practices. The aim of the study is to provide a clearer understanding for these mentioned issues. Thus, the main research question is “how the planning system has shifted from state driven planning to empower participatory planning at the local level” (Sofhani 2006).

Throughout the study, it is emphasized that the transformation process was influenced by the macro elements—as it was proved by the collapse of the New Order Regime in 1998—the increase of social movement, and the implementation of decentralization. Therefore, the transformation started in Indonesia after 1998, which differentiates it from the situation in world-scale of which shifting process started after 1980s.

The period before decentralizing is defined as the state-driven system; whereas the new system has more participatory planning tools, which is described as the empowered participatory system.

The shift in the planning system is defined according to five categories (Table 3. 7): the context of planning, the composition of stakeholders, the nature of participation, the coverage of process, and the degree of certainty. In the context of planning, the study emphasis, the systems that has been transformed from the centralized to the decentralized approach.

Table 3. 7. Shift of planning system in Bandung district
(Source: Sofhani 2006)

		P5D the Degree of MOHA 9/1982	MPKT the Degree of District Head, 23/2003	TPPD the District Regulation 8/2005
Indications of Change	The context of planning	Centralized System Law 5/1974	Decentralized System Law 22/2003	Decentralized System Law 32/2004
	Composition of Stakeholders	Predominantly government and government appointment leader	Government and civil organizations, community delegation	Government, civil organization, community delegation, legislative body
	The Nature of Participation	Informing Pre-determined government projects	Sharing the Decision Making	Sharing the Decision Making
	The Coverage of process (Planning and budgeting)	Planning only (without informing available resource)	Planning and informing available resource/plafond	Planning and Budgeting (sharing decision on budget allocation)
	Degree of Certainty	Low	Medium	High

It is understood that, as for the composition of stakeholders, in the centralized system example, the variety of participant stakeholders is limited, and the process has been dominated by the governmental actors; whereas, in the decentralized-system

examples, the diversity of actors is high and the representatives have been selected by the participants in each level.

As in the case of the centralized system in the Suharto regime, most of the planners worked as bureaucrats in the planning processes like the spatial plan, annual planning program and mid-term planning program. The role of planner in that period generally comprised societal guidance, which drives the future of the city by depending on the needs of the government. Therefore, in this process, a planner does not have any need to listen to the communities' - or interest group's needs.

In the decentralized system case, the planner takes the initiative for influencing the government officers, building trust, recognizing the needs of changes of planning practice; and he encourages the public planning reform and community empowerment in the District Government of Bandung.

The empowerment planning system designates that the planner should be active in the political process to advocate his community; besides the technical suggestions should also be provided. The planner should be a good speaker, a good listener, and has good communication skills in order to take the public attention. Moreover, the planner takes the advocator and/or facilitator/mediator roles beside of the technician. As a facilitator or mediator, he should understand the complex problems in the complex social system by consulting to the other stakeholders (Sofhani 2006).

Research method of the qualitative field is used as a methodology. In depth interviews, oral history search, focus group discussions, written resources, project reports, daily observation reports, minutes of meetings, and observation tools are used in the data collection processes. The interviews were performed with totally 18 participants who are the planners, local leaders, and district planning boards, human settlement and regional planning agencies, and members of the district legislative body (Sofhani 2006).

In the Table 3. 8, the roles and responsibilities that are given to a planner in the study are summarized. The chronological breaking-point is taken as 1998 in this study, since the shifting process in Indonesia occurred in 1998—the date of 1980 is not preferred, because it refers to the case in world-scale.

Table 3. 8. Roles and responsibilities of planners
(Source: Modified from the text of Sofhani 2006)

Period	Role	Responsibility
Before 98s	<ul style="list-style-type: none"> • Technical advisor • Expert 	<ul style="list-style-type: none"> • Assisting community and government to get analyze information • Generating knowledge and using that knowledge to change technical aspects of planning • Providing information • Formulating problems and solutions, and social responses • Working with state
After 98s	<ul style="list-style-type: none"> • Facilitator/Mediator • Network builder • Advocacy • Technical advisor 	<ul style="list-style-type: none"> • Undertaking the initial step of diffusion of innovation by influencing government officials • Building trust • Recognizing the needs of change • Introducing the new system • Minimizing the conflict of interest among diverse groups • Working with the larger group of stakeholder • Reforming planning system • Strengthening community and government capacity • Achieving collective agreement and minimizing the conflict among interest groups • Listening to people’s stories • Assisting for the conflicting stakeholders and interests to reach a consensus • Being the agent of change

3.2.2 The Studies Investigate Two Periods for More One City

Green (1970), in his PhD dissertation titled “Role Perceptions of City Planners and Their Relevant Others,” tries to define the role of the city planner by utilizing the views of the city planners, mayors and chairmen of city planning commissions. Investigating the appropriateness of the definition made by three actors was also another aim of the said study.

Although there is not a common definition for a planner and his role, according to Green, a planner “operationalize the desires and goals from the abstract level of ideas and desires into real world possibilities. Planners also program the implementation of these possibilities, where the society is willing” (Green 1970).

After a comprehensive literature research, Green proposed several roles for a planner;

- Expert
- Mediator
- Advocate
- Bureaucrat
- Advisor
- Change agent
- Social reformer
- Generalist versus specialist

The role of planner has been changed regarding four factors throughout the time, which includes the change in physical and social structure, change in nature of planning, change in art and science, and change in the capacities of the governments.

Planners worked, initially, as an artists and designers for activities which were of individual basis. Generally, they aimed at improving and organizing the beauty of the urban area. Following this period, professional planners' time has begun. Planners gave attention to the human welfare, social services and responsibilities in this period. They build the code of ethics, standards, and formed "The American City Planning Institute."

In the final stage, planners take the role of bureaucrats, since over 66% of the planners in the country are working for the government. Planners focused on subordination of the officials and citizens they served, in this phase. Whereas, the planners still accept themselves as professionals instead of the bureaucrats. Bureaucrat-planner often takes the role of an adviser for the selected officials. As a bureaucrat, planners also take the role of a mediator by bringing together the selected officials and power groups.

Within the methodology of the study, the interviews with city planners, mayors and chairman of the planning commission were made. City planners were selected for their being a participant, since they are the representatives of the planning office and of his colleagues. Mayors were selected, since they are the selected-city officials who are selected directly by the public or city council. They directly interact with the planning proposals and policies. The chairmen of the city planning commission were selected, since they are the member of the commission which considers the planning policies and proposals, and advises to the city council.

The interviews were applied in eleven cities. The cities were selected from a close Region (Iowa) and the sizes were taken into consideration. The interviewed planners, mayors and chairmen were eleven in number for each of the city council. In addition, some city managers and city engineers were also interviewed.

The role of the planners, role convergence (the accordance of the role definition of planner by different participants) and role definition of the planner were to be measured and identified through the interviews.

The interview questions were composed of some “items,” which were made up from various books, journals articles and personal experience. Items represent the possible activities and role of the planners in daily work or in the planning process. There were 119 constructed-items which were, then, divided into six categories depending on the nature of the item. The categories were general planning, social, technical, and zoning, administration, and public relations; and the same questions appeared about the overall perspective of the role of the planner.


On the other hand, the items were asked to the participant in two different ways. The questions were prepared as suitable for two leads in the statement. First one (A) investigated the actual situation in the area of the participant, and the second one (B) asked for the ideal satiation which participant thinks.

It is found that the mayor and city planner are in an agreement on the 73% of the cities about the roles of the planner, while the city planner and chairmen were in accordance of 64% in the questions of actual case (A). On the other hand, in the ideal case, the mayor and planner were in a great harmony with 90%, besides the chairmen and planner were separated from the formers by 45 % of agreement.

With regard to the findings of the thesis, for the question of “what should be the role of the planner,” it is found that it differs for each participant, but there are five items common for them:

- Counseling the chairmen of the planning commission
- Counseling the chairmen of zoning commission
- Identifying development goals regarding planning matters
- Preventing costly mistakes made by the city
- Engaging with the intermediate planning, projecting urban needs for the next 1-5 years

Table 3. 9. Ranked greatest mean importance B-response
(Source: Modified from Green 1970)

City planner	<p>Goal maker To engage in intermediate planning, projecting urban needs for the next 1-5 years Counseling the chairmen of the planning commission Establishing policy objectives Encouraging participation in planning processes Coordinating planning activities Counseling the chairmen of zoning commission Influence the chairmen of planning commission To identify development goals regarding planning matters Extending master plan Consulting decision makers Counseling mayors Counseling city manager Influencing city manager To prevent costly mistakes from being made by the city Engaging in advance planning for long term periods</p>	
Mayor	<p>Scrutinize zoning changes Provide data To save the central business district from stagnation To prevent costly mistakes from being made by the city To engage in intermediate planning, projecting urban needs for the next 1-5 years Counseling the chairmen of the planning commission Consulting decision makers Counseling the chairmen of zoning commission To make city council aware of potential errors Encouraging participation in planning processes Determining industrial zones Resisting for unsuitable residential areas Directing activities of city planning commission Coordinating overall community plan with adjacent county Counseling mayors Influence the chairmen of planning commission To plan by design To identify development goals regarding planning matters Goal maker To allocate appropriate zoning To prepare planning budget</p>	
Chairman	<p>Counseling the chairmen of zoning commission To prevent costly mistakes from being made by the city To engage in intermediate planning, projecting urban needs for the next 1-5 years Scrutinize zoning changes Extending master plan To attend all city council meeting Advocating proposals for redevelopment Provide data Interpreting zoning ordinances Counseling the chairmen of the planning commission To attend refresher courses Counseling city manager Counseling city planning commission members To identify development goals regarding planning matters To contribute public information programs</p>	

On the other hand, when the results are investigated according to the participants' points of view, it was seen that there were 16 items which are important for the role of the planner by means of the planners' points of view, 21 by means of the mayors' points of view, and 15 by means of the chairman's point of view. These are given below, in the Table 3. 9, regarding their importance order from higher to lower consecutively.

When these interview results are investigated, it is seen that the expert role becomes the dominant role of the planner. Following that, we can see the traces of the advocator and facilitator respectively.

The first aim of the study titled "Making Strategic Spatial Plans Innovation in Europe," which is edited by **Healey et al. in 1997**, is to understand the changing dynamics in the spatial planning systems and practices across Europe, and to understand the role of the actors in the spatial planning process during the time. In the said period, the change in the roles of actors occurred with regard to paradigm shifts in the planning process. Secondly, it is aimed at investigating the planning process and finding an answer to the question of that "who is involved in these processes?" Moreover, the mentioned work may contribute to the spatial planning theory, and at the same time, to the evaluation and development phases of what the institutional organization needed to find.

To achieve these goals, ten cases are chosen across Europe by utilizing from the advices of researchers. The cases for investigation were determined by considering their being marginal examples by means of the practices, or their recognition as distinctive and new approaches. As it is comprehended, by including the rural areas, urban areas, and metropolitan areas, the cases are chosen with regard to their being in diverse characters to provide a better representation for Europe.

A framework was prepared for a better classification and evaluation of the cases. The questions below were asked in order to understand the role of the planners:

- Which actors are involved, through which relationships, and in which arenas?
- What is the relationship between the plan-making activity, regularity and the investment activity?
- How is the plan-making activity organized?
- What is the role of planners?

Table 3. 10. Investigated cases
(Source: Healey et al. 1997)

Type of urban area	Country	Case	Date
Large urban centers	Denmark	Copenhagen (Ørestad)	1989-
	France	Lyon	1986-1992
	Spain	Madrid	1987-1993
	Portugal	Lisbon	1984-1994
	Switzerland	Zurich	1991-1994
Urban Regions	Norway	Hordaland County	1992-1995
	England	Lancashire	1993-1995
Rural Areas	Netherlands	Friesland	1991-1994
	Sweden	Mars Kommun	1987-1991
	Italy	Grosseto	1988-1990(1995-)

In the case of Denmark, Copenhagen (Ørestad), the innovation of a planning-project approach in an institutional context was characterized by a well established, and broadly based consensus-building approach to spatial planning occurred. During the process there was a joint decision between the actors ranging from the planner to the characters of political side. After the planner of the corporation completed the plan, the Municipality of Copenhagen accepted the plan and presented it to the public in 1996.

Another case is France, Lyon Metropolitan Area. This case was chosen, because a radical transformation in the formal relationships of the urban governance according to the decentralization of power from the central government to the local governments can be observed. Thus, the Schema Director is come into existence, whose purpose is to coordinate, in the long term, the spatial aspects of the intervention of the public powers at the urban-area level, and who provides a good focus to investigate those transformations and changes in Lyon area. Moreover, the private sector representatives are involved into the system. The local planner has a powerful role in the system beside the councilor's fundamental role.

In the Madrid case, the role of the planner remained as a key factor, but the involved-stakeholders' effect on the plan increases. Planners in Madrid are very influential and have good relationships with the politicians and local people.

Lisbon has an outdated plan remained from the 1980s. There was a special interest on forming a dialogue with participants to highlight the unidentified issues in the plan. There is a considerable participation by social, cultural, scientific and

economic agents across the country. Developed policies constructed the framework of the municipal master plan. The SPD works under the Ministry of Planning and Territorial Administration. The planners tried to push the plan out of the office and present it by an understandable way which provides wider participation.

The cantonal Spatial Planning Office in Zurich is the first responsible institution for the plan with a wide participation from numerous agents involved in the process about the issues on roads, public transportation, energy supply and waste disposal. Furthermore, many consultations of the non-governmental groups were taken into account; for example, the environmental groups, resident groups, automobile associations, pedestrians, etc. can be mentioned among those groups. The role of the planner, in this case, comprises preparation and moderation of the negotiations between participants.

In the strategic plan of Hordaland, there is an alliance, in the process, between the private actors in industry, representatives from the trade unions, public planning bodies, and politicians in the city and county. This process is controlled by politics. The planners act as mediators and bargainers rather than plan-makers. In some cases, they act as secretaries only writing the discussions between the stakeholders.

The plan of Lancashire England is prepared by the Lancashire County Council, by the participations of business groups, local environment forums, and county districts. Nonetheless, the planners are in a very powerful position like the traditional ones. Politicians and interest groups strongly raise their influence and power.

The regional plan of Friesland, Netherlands was prepared by the planners from Friesland; and only a few politics are involved in the plan in small portions. The plan was made behind closed doors. The consultants helped for the preparation of the design and layout of the maps and sketches. This visionary model with limited research was preferred because of its cheapness and quickness. Due to the lack of research and collaboration, only the experience of the planner was trusted, and there were also negligible private agents involved in the process.

The local government officials, politicians, and consultants are participated to the planning process of Sweden, Marks Kommun. Various interest groups including developers and local business communities were also involved. The municipality is responsible for making the plan with the consultancy of “The Swedish Board of

Housing, Building and Planning,” which has a strong influence on the plan. Some of the participants are knowledgeable and interested politicians, motivated and cooperative local government officers, and the contributors from Health and Environment Protection Department.

In the case of Grosseto, Italy, the consensus is evident in the planning process. Four conventions were organized by a wide participation of local authorities and representatives of public and private interests for agriculture, tourism, transportation and the environment. The main actors, that is, the officials of the region, mayors, representatives of public bodies, and managers of the large corporations negotiated about financing and implementation of the plan. The citizens directly expressed their opinions at the conventions.

In sum, according to Alain Motte, during and after The Second World War (from the 1940s to the late 1960s), a convergence occurred in the spatial planning system in Europe. The convergence built by both the economic growth within the Fordist system and social consensus depending on the welfare state. By the beginning of the 1970s, because of the new forms of political regulations about economic policies, the system was being questioned. As a result, the planning system shifted from the “allocative planning” to the developmental planning.

The referents, agents and agent relationship classification of the period between the 1960s and 1990s were used to investigate the ten cases by comparing their planning processes, actors, planners etc. (Table 3. 11).

In some cases such as Zurich (Switzerland), Hordaland (Norway), Marks Kommun (Sweden), Friesland and Qrestad (Denmark), the evolution of rationalization of the decision-making processes occurred earlier. On the other hand, in some cases such as Lisbon, Lyon and Grosseto this evolution occurred in recent years. In Lyon, the dominant bureaucratic system changed to a modern, local based power by the participation of a great number of new actors. This evolution provides representation of different social groups within the system. In Madrid, the evolution is slower especially in the private sphere. The most interesting evolution was occurred in Qrestad by the change of the decision-making process as just opposite of the previous one by a pragmatically rationalized system having the highest sphere.

The cases of Zurich (Switzerland), Hordaland (Norway), Marks Kommun (Sweden) are very good examples for the new type processes by integration of both elaboration and implementation steps. In Marks Kommun, the volunteer actors take part in the implementation step; by this way the effectiveness of the implementation phase is improved. In Lancashire case, each plan was elaborated by its own rules. This situation provides flexibility to the system.

The priorities of planning changed depending on the social and economic developments during the 1960s to the 1990s, thus an allocative approach cannot be a solution for the conflicts of social groups.

The implementation of the planning system during the 1960s was done by the governmental bodies and departments and even ministries. But after the development of the new systems in the 1980s, the local politicians participate in the decision making process. In this way, a close relationship between technicians and politicians was established. This situation reduces the effect of the planner in planning, thus the planners are no longer the unique agent of the process.

The number of private agents (citizens, business, associations supporting various interests, developers) is increased by depending on the previous system. In Zurich, private agents have an active role in the system. In Lancashire businesses, developers and citizens are strongly included in the process. Private agents take role in the planning of Lyon as consultants. In Grosseto and Lisbon the private agents are informally joined to the system. Similarly, in Madrid, a small opening was provided for the interest groups for their participation in the key elements.

In the Lancashire case, the power and influence of the politicians and interest groups cause to decrease in the dominancy of the planner. In Lyon, the local mayor has an important role, even if the planner of the local planning agency still has an important influence. In Qrestad, the planners and politicians are in close relations. In Hordaland, in the cases differing from the traditional processes, the planners have only written the decisions of the stakeholders in a collaborative process. Additionally, the institutional process is also integrating the stakeholders.

Table 3. 11. The comparison of referents, agents and agents' relationships between two planning periods (Source: Healey et al. 1997)

	1940s – 1960s	1960s – 1990s
Referents	R1-To rationalize the decision-making procedures of the public sphere	R1'-To rationalize the decision-making processes of the social system
	R2-To separate the conception from the implementation (rigidity of the implementation)	R2'-To integrate the elaboration and the implementation (flexibility of the implementation)
	R3-Priority given to the built environment (allocative planning)	R3'-Priority given to the economic and social challenges (developmental planning)
	R4-Public sphere as the only legitimate one	R4'-Legitimacy shared between the public and private spheres (citizens, businesses)
Agents	A1-One dominant public agent (generally technicians)	A1'-No dominant public agent
	A2-Powerful and autonomous public sectors	A2'-Open public sector
	A3-One dominant territorial level within the public sphere	A3'-Dependent territorial administrative levels
	A4-Few private agents	A4'-Many private agents
Agents Relations	AR1-Technical relations are dominant	AR1'-Horizontal political and social relations are dominant
	AR2-Closed sectors (culture of the conflict between technical sectors)	AR2'-Horizontal integration of the sectors through the development of a culture of superior objectives: "vision", employment, social needs through negotiations within the public sphere
	AR3-Administrative and financial domination of the territorial levels in the public sphere	AR3'-Vertical integration of the territorial levels
	AR4-Citizens and businesses have limited relations with the public agents	AR4'-Citizens and businesses influence the elaboration of plans.

The conflict between the powerful public sector institutions was one of the main characteristics of the planning systems in the post-war-period. By the innovations after 1980s, the walls of these institutions are pushed out, thus, more effective plans can be applied.

In the planning processes before the 1960s, the relations were dominated by the financial and bureaucratic rules. This situation changed, and the relations were based on the negotiations, thus, vertical relations between territorial levels were formed.

Table 3. 12. Comparison of the agents
(Source: Healey et al. 1997)

	Zurich	Lancashire	Lyon	Madrid	Grosseto
A1'	+ Politicians and planner control the processes	++ Planners traditionally dominant. Politicians and interest groups strongly risen influence and power	+ Local councilors have a fundamental role. The local planners have a very strong influence	+ Planners are very influential. Partnership with politicians	00 Professional actor dominant, strong presence of regional political heat
A2'	+ Public sectors are more opened because of constraints	+ Strong public sectorization is reducing to integrate different sectors	+ The sector based logic is slowing down	00 Public sectorization remains important	00 The plan aims to take into account the main sectors however the sectorization remains strong
A3'	+ The territorial administrative levels are linked but the county has an important role	0 The territorial levels are depended but central government has taken more and more importance	++ The territorial levels are depended from one another	00 Regional government is dominant in processes	+ Regions and communes are interdependently integrated
A4'	++ Private agents are linked to the process	++ Businesses, developers and citizens are strongly link to the process	+ The private agents are consultant in the decision making process	+ New stakeholders (local politicians, planners) opening up to a limited participation to key economic interests and groups	+ Private interests are informally link to the planning process
	Lisbon	Qrestad	Friesland	Marks Kommun	Hordaland
A1'	+ Politicians and planner are dominant but in a perspective open to other actors	+ Joint decision between politicians planners	00 Planners are dominant as long as they are able to integrate the needs of other actors	+ Municipality is dominant but some power has been retained by the central government	++ Collobrative process in elaborating the plan. The planners write down the decision of the stake holders
A2'	+ New flexibility inside the municipal administrative organization	+ The public sectorization is being reduced because of the logic of the project integrated transport and urban issues	++ The public sectors are integrated by the plans	++ Public sectors are open to coordination of activities in the plan	00 Public sectorization remains important
A3'	++ the territorial scales are interdependent	+ Shared game between the central government and the municipality of the Copenhagen	+ Strategic plan has to shape the elaboration off the local plans in order to be implemented. National level is dependent	+ Links between national, regional, and local level.	+ Conflicts between county strategic plan and commune plan
A4'	+ The private agents participate in the process with an informal status.	0 Environmental groups are taken into account at a great stage	0 The private agents are not participating very much in the planning process	+ Private agents are participating in plan making	+ The larger process group consist of representatives of the private and public sectors in the county

** ++ High Convergence, + medium-weak convergence, 0 medium weak divergence, 00 high divergence, towards the specific feature.

3.3 Evaluation: The Role of Planner in Planning Practice

Like in planning theory and other theoretical studies, the findings about roles of planner are various based on period and location. However, the major break points are emphasized from these studies.

The roles, responsibilities and periods of planners are determined from the investigated cases are summarized below in the Table 3. 13.

Table 3. 13. The roles and responsibilities of planner those were determined from the investigated cases

.. - 70	80 - 90	90 - 00	00 - ...
Counseling city manager	Technical advisor of government and community	A representative of the major stakeholder organizations	Responsible for ensuring the citizen participation
To make city council aware of potential errors		Scapegoat	Agent of change
To engage in intermediate planning, projecting urban needs for the next 1-5		Examining the needs of participants	Assist conflicting stakeholders and interests to
To prevent costly mistakes from being made by the city	Expert as bureaucrat	Negotiating an exchange of promises	Attention to "other" voices
Counseling city planning commission members		Problem explorer	Community advocate
Extending master plan		Expert	Community builder
To attend all city council meeting		Legitim�izer	Consultant
Provide data		Negotiator	Coordinating development
Influencing city manager		Resource expander	Education
Counseling the chairmen of the planning commission		Facilitator	Expert
Directing activities of city planning commission		Trust builder	Facilitator
Influence the chairmen of planning commission		Guide	Helper
To attend refresher courses		Trainer	Hosting
Consulting decision makers		Not a judge	Listening
To contribute public information programs		Advocate	Mediator of conflicting stakeholders
Determining industrial zones		Multi-faceted	Monitoring the growth
To prepare planning budget		Consulting expertise	Navigators
To allocate appropriate zoning		A team builder	Network builder
To save the central business district from stagnation		Not an arbitrator	Regulating the land use
Resisting for unsuitable residential areas		Project champion	Advisor
To identify development goals regarding planning matters		Project initiator	Technical advisor of government and
Establishing policy objectives		Leader	
Coordinating overall community plan with adjacent county		Idea generator	
Interpreting zoning ordinances		Agent of reality	
Encouraging participation in planning processes		Assisting the participants	
Counseling the chairmen of zoning commission		Process facilitator	
Coordinating planning activities			
Engaging in advance planning for long term periods			
Advocating proposals for redevelopment			
Scrutinize zoning changes			
Goal maker			

CHAPTER 4

CASE STUDY: ANALYSIS AND COMPARISON OF TWO PLANNING STUDIES OF İZMİR

In this chapter, as the case study of the thesis, two planning studies of İzmir are investigated. These studies are:

- A planning study in the period before 1980: The 1973 Master Plan (İzmir Metropolitan Alan Nazım İmar Planı)
- A planning study in the period after 1980: The 2007 Master Plan (İzmir Kentsel Bölge Nazım İmar Planı)

Before investigating these planning studies in detail, previous planning studies of İzmir are investigated briefly. The examination is taken in hand parallel to the developments in Turkey and especially the legal and institutional arrangements related to planning.

4.1. Analysis of the 1973 Master Plan

4.1.1. Planning Studies Before the 1973 Master Plan

The modern planning studies in Turkey started with the foundation of the Turkish Republic at the end of Independence War in 1920s. Besides political transformation, administrators of this new nation state aimed to transform the society into a modern society and needed to reorganize the cities of Turkey to meet the needs of this new society. To face these aims new governmental institutions were established for creating the atmosphere for the planning efforts. In this period, planning was seen as a tool for implementation of modernism.

In 1925 a new Building Act (642 sayılı Ebniye Kanunu) was prepared as a revision of the Building Act of 1882 (1882 Tarihli Ebniye Kanunu) that brings important qualifications to arrange the destroyed and burnt districts to municipalities.

In the early years of the Republication Period, the first planning studies were carried for the destroyed and burnt areas during the war especially in the western parts of the country were carried out. The plans were prepared generally by the cartographers.

İzmir is the first city that has a citywide urban plan which was started in 1925. Central and local authorities of İzmir preferred to work with European experts for the plan of the city and the authorities made a contract with the French planner Rene Danger. The plan would be prepared by Rene and Raymond Danger and Henry Prost would work as a consultant. The Danger and Prost plan was in parallel to the modernization goals of the Turkish society. The plan was approved by the Ministry of Public Works (Bayındırlık Bakanlığı) in 1925.

The World Economic Crisis in 1929 affected the economy of country. The government decided to establish an international trade fair to meet negative effects of the crisis and İzmir was selected for hosting the organization. As a result, in 1933, technical staff of municipality revised the Danger plan by including a fair site.

In 1935, an office for urbanism was established within the Ministry of Public Works and in 1936 the Regulation for the Preparation of Master Plans of the Cities was accepted. According to this regulation city plans would be obtained through competition or appointment of an expert. At the same time, Danger plan became insufficient since it could not overcome the dynamism that brought by the fair and the population increase so the need for a new plan was arisen at the end of 1930s. French urbanist Le Corbusier was invited by Ministry to prepare a plan for İzmir in 1939. The plan was mainly a route map or a governing idea for the city and close settlements. The planning and construction works were paused during World War II in İzmir as well as the whole country. However, following the war the population of İzmir increased due to migration and a new plan was required. Le Corbusier was re-invited to the city and planning process was started again. He visited İzmir in 1948 and prepared sketches depending on his survey and observation on the city. The plan was prepared for a 50 years time period. It brought some proposals from larger scales to detailed scales. The plan was

completed in 1949 but was not approved, since the decisions were considered as radical, and inapplicable.

In the early 1950s, municipality chose another method for the preparation of the plan and with the guidance of the Bank of Provinces held an International Competition for the Master Plan of the City of İzmir. They announced the competition in 1951. Kemal Ahmet Aru won the competition and Municipality made a contract with him. The planning studies were started in 1952 in an office within the municipality with the guidance of Aru. In this process, the master plan was prepared at 1/5000 scale and action area plans were prepared at 1/1000 and 1/500 scales. The plan was approved by the city council in 1955; however, it was decided to be revised in one year because of insufficiency and high number of amendment demands (Kaya 2002).

To prepare the revision plan, municipality decided to hire a fulltime foreign expert and Albert Bodmer was invited to the city. Bodmer completed a comprehensive land survey and observations and prepared a report to the ministry. According to the agreement between Bodmer and ministry he should be contributing the plan revision in the planning office as a consultant after preparing the report, but he did not come back in that period. Then, another expert Piccinato was invited for consultation. He prepared a report that proposed a new planning office. Depending on this proposal, the planning office was established within the municipality in 1959. In the same year, Bodmer came back and started to work for the revision plan in the planning office.

Within this period, a new Planning Act (6785 sayılı İmar Yasası) was come to rule in 1957 that centralized the physical development of the cities. In addition, in 1958, the Ministry of Reconstruction and Settlement (7116 sayılı yasayla kurulan İmar ve İskan Bakanlığı) was established to control and arrange the investments and policies regarding to urban space. Moreover, with this act the ministry became the approval institution for the master plans.

In the history of Turkey, 1960 was one of the important turning points. Military took over the control and all administrative structure including municipalities was changed. Turkey entered in a planned development period. The State Planning Organization (Devlet Planlama Teşkilatı) was established in 1960 and first one of the five years development plans began to be prepared. In between 1968-1973 the second 5 Years National Development Plan was enforced. In this period, private investments

were supported and urbanization was thought as an important tool for economic development.

It was understood that the previous planning practice became insufficient to solve the problems of İzmir. The rapid urbanization caused the major cities to grow, integrate with their surroundings and became a metropolitan city. So, in 1965 to meet the needs of the industrial development and to deal with the problems of metropolitan cities the Ministry of Reconstruction and Settlement established Metropolitan Planning Offices in İzmir, İstanbul and Ankara. In following years, these three cities began to prepare their master plans. Another progress for institutionalization of planning was the formation of the Turkish Chamber of City Planners and Architects and Engineers under the union of Turkish Chambers of Architects and Engineers.

4.1.2. The Legal Framework, Establishment and Organizational Structure of the 1973 Master Plan

Metropolitan Planning Offices were established in 1965 by the decisions of Cabinet and National Security Council. The offices were an organization of the Ministry of Reconstruction and Settlement.

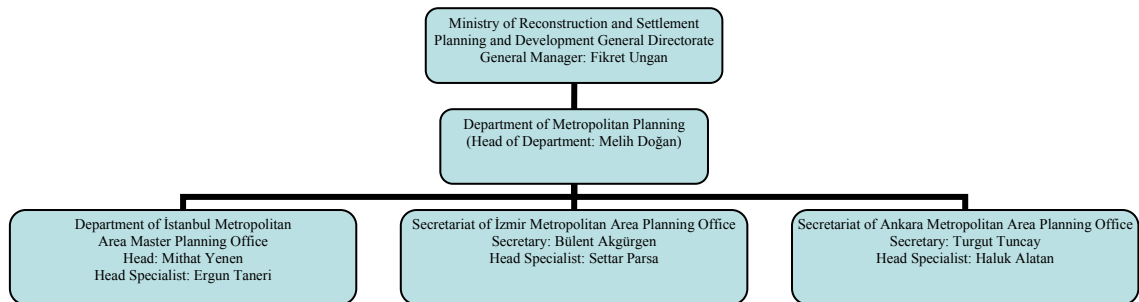


Figure 4. 1. Metropolitan planning offices organization scheme
(Source: Translated from Altaban 2002)

According to Ünal, Metropolitan Planning Offices (İstanbul, İzmir, Ankara) developed common decisions with concerned local government, institutions and State Planning Organization at various stages of the planning processes (Ünal 1985).

“After each of three offices started to studies, in the subsequent primary phase, while they were collecting the basic information utilized as the data, they operated studies on the methods about the metropolitan planning.

Although these Master Planning Offices of three cities had their own methodological approaches about metropolitan planning, in their studies, there were also common principles which can be summarized as follows:

1. Undertaking the Master Plan of the greater city within the limits of the metropolitan area containing the surrounding,
2. Carrying out the metropolitan planning and city plans in cooperation with each other because of the deficiencies in the current physical plans of the mentioned cities,
3. By identifying the project sources from the problems of the greater city, utilizing the metropolitan planning as a tool for progression and balance in the preparation of the projects,
4. Collecting the information forming the basis for the metropolitan planning, making inquiry/surveys and researches, collaborating with the related institutions,
5. Making decisions about physical settlements for the urban sectors (housing-industry etc.),
6. Making the decisions in metropolitan scale by reducing the country-and regional-scale decisions,
7. Contacting with the related local governments, institutions and S.P.O. [State Planning Organization] in different phases of the planning studies, and producing common decisions,
8. Proposing management methods for the metropolitan areas,
9. Studying about the planning of traffic regulations providing solutions for the problems of traffic and transportation of urban settlements and metropolitan areas, and about the planning of land-use and transportation,
10. As a result of the above mentioned studies, regulating the physical plans at 1/25000 – 1/5000 scales of the regions in the boundary of metropolitan area’ (translated from Ünal 1985).

The first studies of the İzmir office were started in 1965 in the Planning Department of the Ministry (Bölge Planlama Dairesi ve Metropoliten Planlama Dairesi) in Ankara. Vice head of İzmir Metropolitan Planning Office M. Yıldırım Oral indicated that the office was called as İzmir Metropolitan Area Master Planning Office (İzmir Metropolitan Alan Nazım İmar Plan Bürosu) or İzmir Master Planning Office (İzmir Nazım Plan Bürosu) or İzmir Metropolitan Planning Office (İzmir Metropoliten Planlama Bürosu). The office was established on October 1968 by a protocol made between the Municipality of İzmir, the Ministry of Reconstruction and Settlement and Bank of Provinces and started the planning studies with the collaboration of these institutions. The expenditure of the office was funded by the fund of master plan of the ministry. Bank of Provinces was responsible for using of the fund (interview with Oral).

The Municipality would provide a place for the office, assist during analysis period, the Ministry would provide the technical staff and the Bank would help using the fund (İzmir Metropolitan Planlama Bürosu 1985).

4.1.3. Planning Studies and Method

The researches about İzmir Master Plan were carried out at three frames as;

- Aegean Region,
- İzmir Metropolitan Area and
- İzmir Metropolitan City (İzmir Büyük Kent Bütünü)

Aegean Region consists of the provinces of İzmir, Manisa, Aydın, Denizli, Muğla and Uşak.

The boundary of İzmir Metropolitan Area was formed in two phase. Firstly, the temporary boundary had drawn by physical data, after to define the exact boundary of metropolitan area, several criteria were developed such as population potential, population and growth rate, the city population, density and relative growth rate, the ratio of the service employees to the all employees, property and property relations. At the beginning of the study, a temporary boundary was formed using data at hand.

Moreover, the daily social-economic relationships were taken into account to determine the boundary of İzmir Metropolitan City. İzmir Central District, Karşıyaka, Bornova, Karaburun, Çeşme, Urla, Seferihisar, Selçuk, Torbalı, Bayındırı, Kemalpaşa, Menemen, Foça, Dikili, Bergama, Kuşadası (Aydın) and Manisa Central District were in the boundary of İzmir Metropolitan Area (Figure 4. 2). Both İzmir Metropolitan Area and Dikili on north, Kuşadası on south, the central of Manisa, Kemalpaşa and Bayındır on west were defined as the boundary of the study area. (İzmir Metropolitan Planlama Bürosu 1979, İzmir Metropolitan Planlama Bürosu 1985).

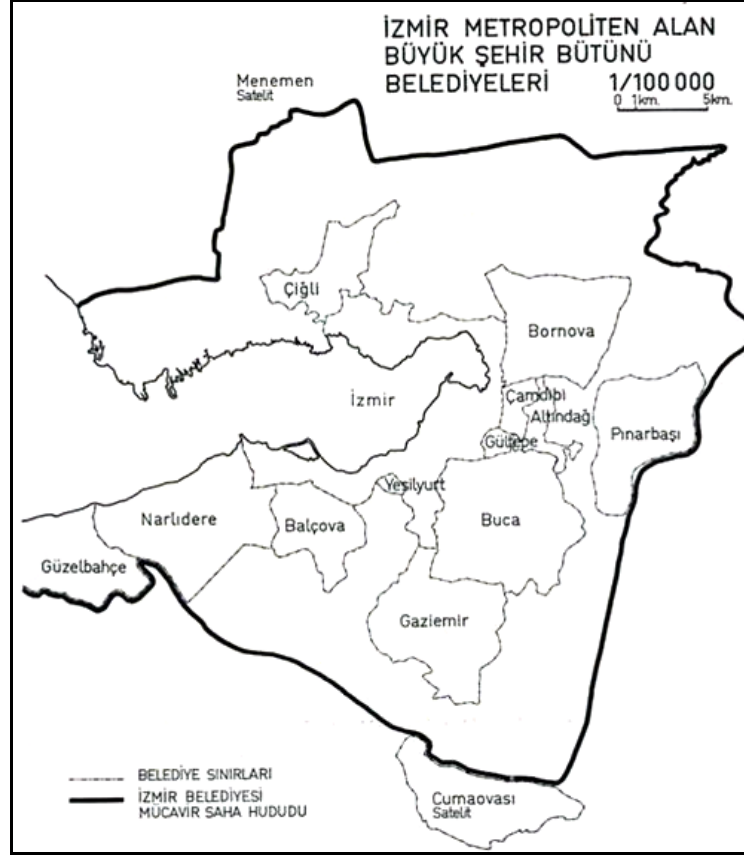


Figure 4. 2. Boundaries of İzmir metropolitan city
(Source: İzmir Metropolitan Planlama Bürosu 1979)

The plan preparation process began by a comprehensive analysis. At first stage of the process, on one hand the fundamental information were collected to use as data, on the other hand planning models and programs were developed. The first project model is shown in (Figure 4. 3). The syntheses project is given in (Figure 4. 4). The planning process, the planning decisions were taken from a general to a more specific perspective. According to the model, program (Figure 4. 5) and time schedule, minimum two years were necessary.

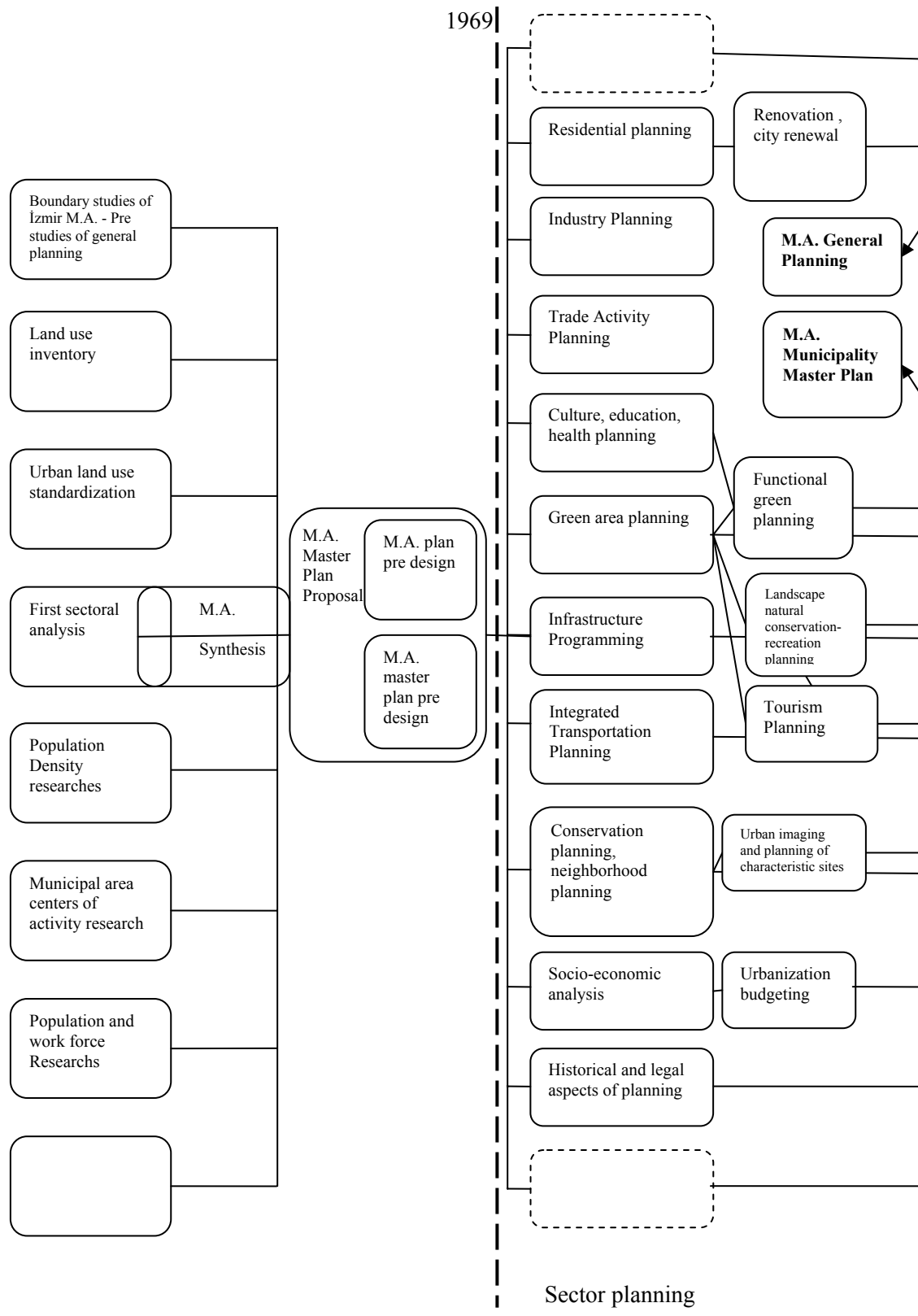


Figure 4. 3. İzmir metropolitan area (MA) planning model
 (Source: Translated from İzmir Metropolitan Planlama Bürosu 1985)

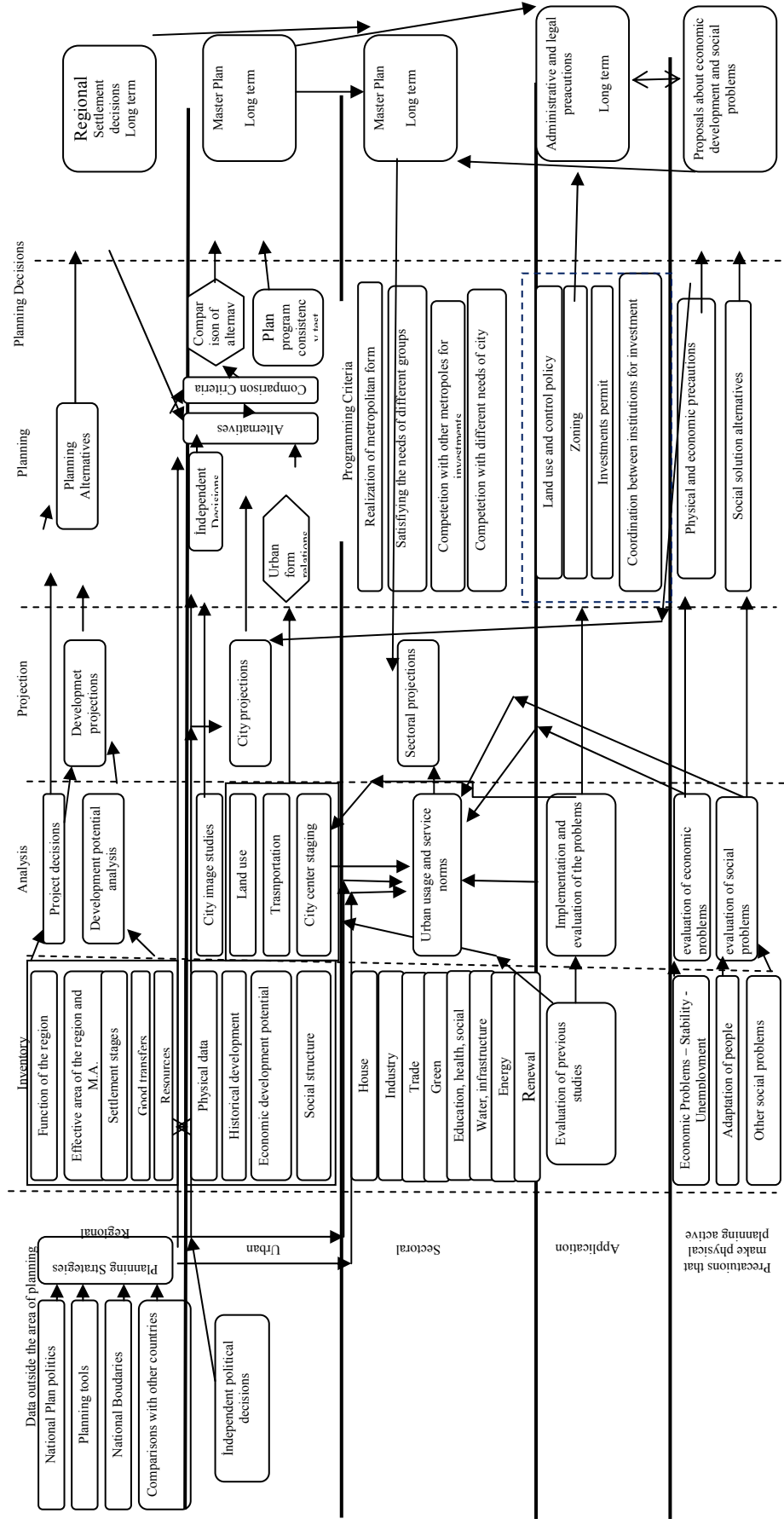


Figure 4. 4 İzmir metropolitan planning model
 (Source: Translated from İzmir Metropolitan Planlama Bürosu 1985)

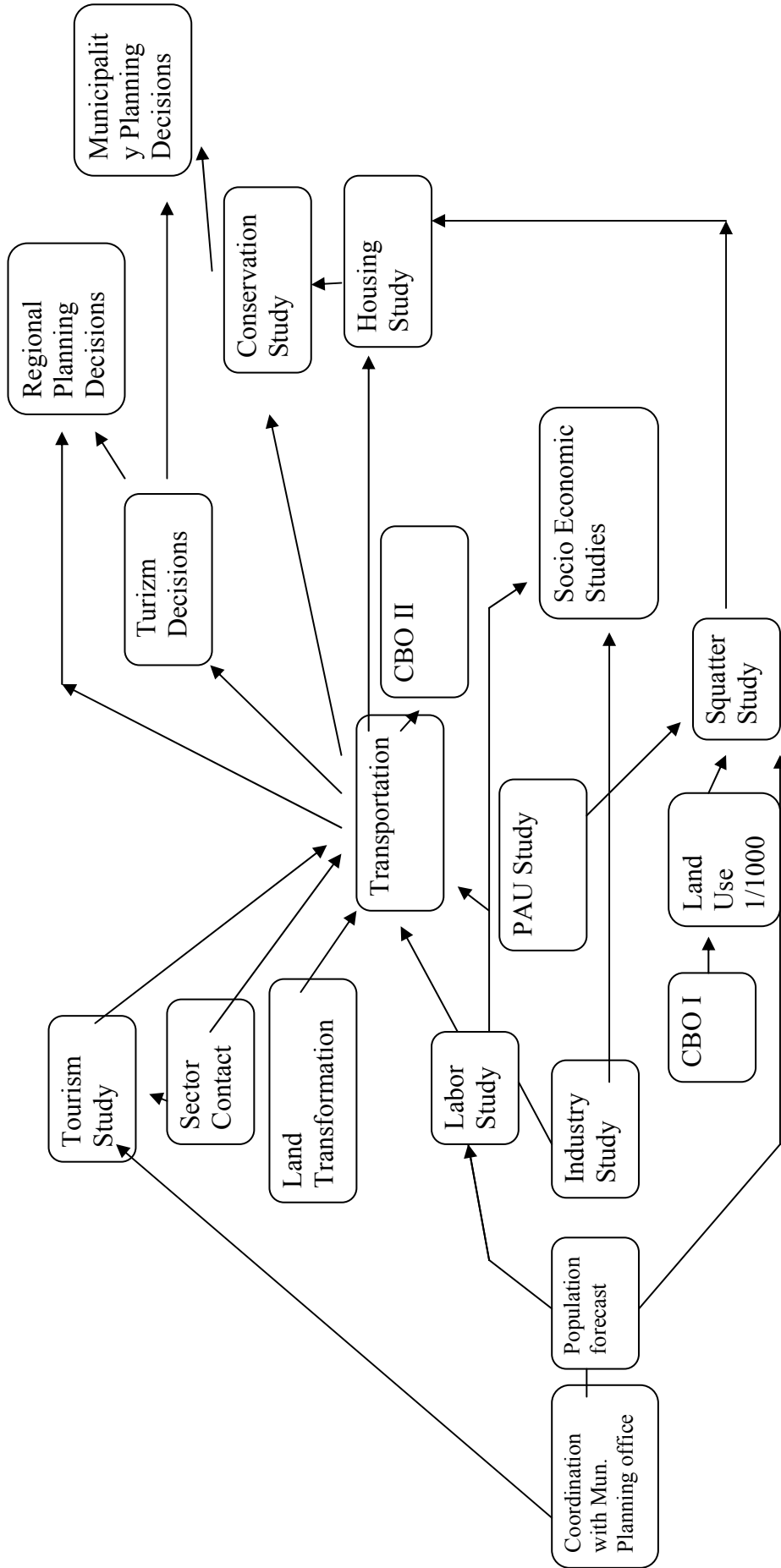


Figure 4. 5. Flowchart of working program of İzmir metropolitan planning office
 (Source: Translated from İzmir Metropolitan Planlama Bürosu 1985)

During data collection processes, there was collaboration between related institutions in order to accelerate the process. The mentioned power relationship brought a great contribution to office studies. (İzmir Metropolitan Planlama Bürosu. 1979 and interviews) According to the interviews, the land use studies were operated in situ.

“A method was developed depending on the goals that were brought solution to the problems of the İzmir Metropolitan City during the planning process and to relate the investment projects and studies with the National Plan in order to meet the needs of planned development. According to this method, collaboration attempts at various stages were conducted by meetings and contacts with investors sector institutions parallel to the planning studies. However, since the supports of organizational, legal and politic structure of this attempts were not tough enough, desired results could not reached in collaboration studies” (translated from İzmir Metropolitan Planlama Bürosu. 1985)

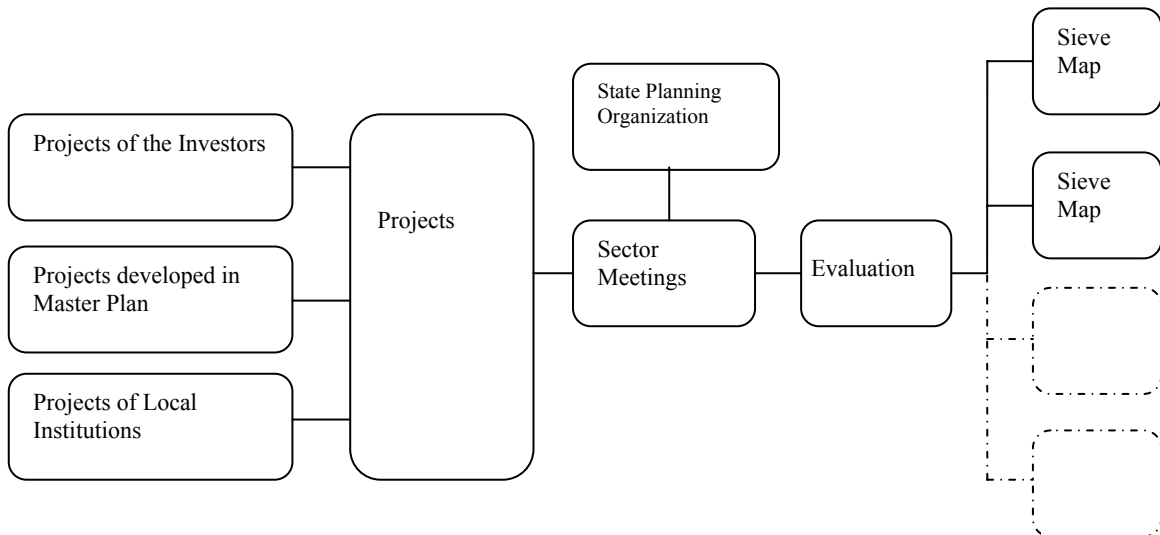


Figure 4. 6. Method of investments for planning

(Source: Translated from İzmir Metropolitan Planlama Bürosu 1985)

On December 1972, the Metropolitan Planning Office finalized the planning studies and the plan was approved in 1973 by Ministry of Reconstruction and Settlement (İzmir Metropolitan Planlama Bürosu 1985). However, when it was approved the analytical studies were not being completed yet. Then, 1/5000 and 1/1000 scaled plans were decided to prepare consistent to the 1973 Master Plan by private offices or the municipality planning office. After the plan approved the office continued to work on the plan and carried out many revisions. The revision studies continued until 1978.

Parallel to the changing administrative structure and developments in Turkey in 1980s, the Metropolitan Planning Offices were closed down. The metropolitan municipalities were expected to interpret to the Greater City Municipality Act (3030 sayılı Büyükşehir Belediyeleri Yasası). After the İzmir Metropolitan Municipality commented the act, the staff, archives, all documents, technical equipments of the office were in disuse. The staff were transferred to the municipality and distributed to different departments without considering their professional skills and specialization.

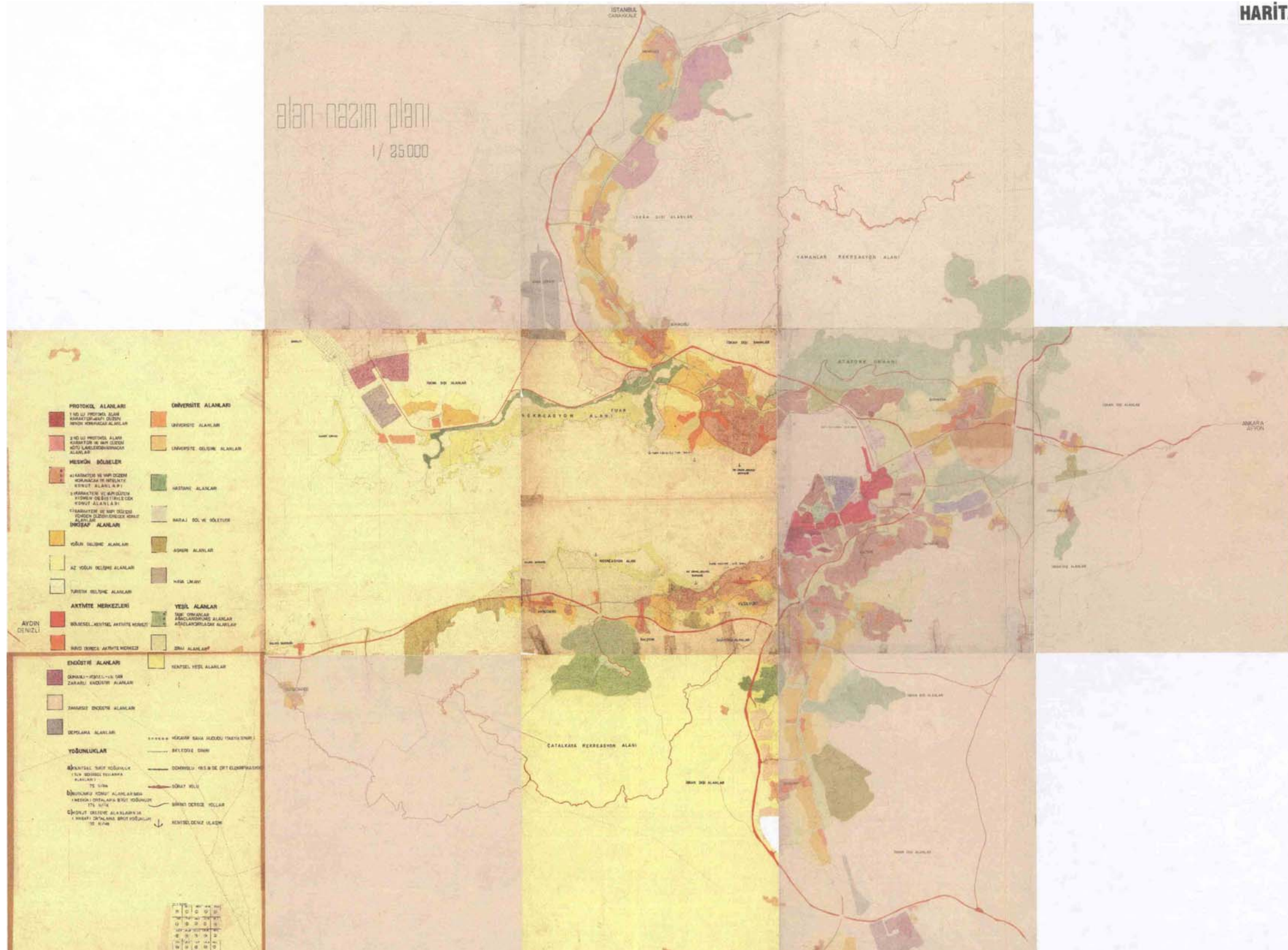


Figure 4.7. The 1973 master plan (İzmir metropolitan alan nazım imar planı)
(Source: İzmir Büyükşehir Belediyesi 2006)

4.1.4. Actors in the Process and Their Profiles

Actually different professionals such as city planner, architect, civil engineer, economist, mathematician, industrial designer, graphic artist etc. participate in the plan preparation processes. Most of these experts including urban planners were graduated from Turkish universities. While the city planners and architects took role in the formation of the planning decisions, the other actors mainly contribute to the provision of technical information related their professions.

Moreover, besides the staff of the office, the planning staff of the İstanbul and Ankara Metropolitan Planning Offices were invited to İzmir and they contributed to the planning studies. When it was necessary, the specialist from any other professions such as lawyer, agricultural engineer made a contribution to the planning process (interview with Oral, 2008).

The planning process was carried out in collaboration with various institutions. In order to contribute to the planning processes, to control the process and to consult the members of the offices, a consultation committee was founded by a protocol that was made between the Ministry and Municipality. This committee was held form 12 members from General Directorate of Ministry, Bank of Provinces, Ege University, İzmir Metropolitan Planning Office, and İzmir Municipality Planning Office (Beyru 1991).

As results of literature survey and interview process, totally 26 professionals (11 City Planners and 15 Architects) are determined to have worked in the planning office for some period from the establishment in 1967 to closing in 1984. However, all of the professionals can not be interviewed during the process because of various reasons. These 26 professionals are listed in Table 4. 1. Among them 15 professionals are interviewed. The interview method is given in Table 4. 2. The evaluations and conclusion that the study proposed are mostly depends on the results of these interviews.

Table 4. 1. The planning staff of the 1973 master plan
(Source: Interviews with planning staff)

	Name-Surname	Profession	Interview	Reason for not being interviewed
1	Ali Kemal Buzluk	Architect	Yes	
2	Aydeniz Altınok	City Planner	Yes	
3	Bergin Ünal	Architect	Yes	
4	Celal Şakıyan	City Planner	Yes	
5	Cüneyt Demir	City Planner	Yes	
6	Güven Birsnel	Architect	No	Cannot be reached
7	Hanefi Caner	City Planner	Yes	
8	Hülagü Bulguç	City Planner	No	Not alive
9	Hülya Arkon	Architect	Yes	
10	Kortan Tümerdem	Architect	Yes	
11	Neşe Çintay	Architect	Yes	
12	Nilgün Gözen	Architect	No	Cannot be reached
13	Numan Tuna	City Planner	No	Not available during interview period
14	Öztürk Başarır	Architect	Yes	
15	Pelin Gür	Architect	Yes	
16	Rauf Beyru	Architect	No	Cannot be reached
17	Rezzan Demir	City Planner	Yes	
18	Selman Boyacıoğlu	City Planner	No	Cannot be reached
19	Semahat Özdemir	City Planner	Yes	
20	Semra Müftüoğlu	Architect	No	Not available during interview period
21	Settar Parsa	Architect	No	Not alive
22	Sinan Uçal	City Planner	No	Cannot be reached
23	Tankut Ünal	Architect	No	Cannot be reached
24	Ülker Altın	Architect	No	Not available during interview period
25	Yıldırım Oral	City Planner	Yes	
26	Zehra Özbaş	Architect	Yes	

Table 4. 2. The interviewed planning staff of the 1973 master plan
(Source: Interviews with planning staff)

	Interviewed Planning Staff	
	Face to Face	Telephone
Method of interview	10	5

The table given below consists of the education background of interviewed planning staff. It is seen that the planners educated in METU between 1965 and 1980. Besides, most of the architects graduated from Faculty of Fine Arts.

Most of city planners had BSc degree while they were studying in the planning office. On the other hand, most of architects had MSc degree, because in that period the architecture program was five years and the lessons about city planning were taken. Moreover, as far as the period of graduate of the planning staff to be concerned most of

them graduated from universities 1970-1975. It can be emphasized that the planning staff was young person while studying in the office.

Table 4. 3. Education information of the interviewed planning staff of the 1973 master plan (Source: Interviews with planning staff)

		City Planner	Architect	Total
University	METU	7	-	7
	ITU	-	2	2
	M.S. F.A	-	2	2
	Ege F.A	-	2	2
	Foreign	-	1	1
Period	1955-1960	-	1	1
	1960-1965	-	1	1
	1965-1970	1	1	2
	1970-1975	3	5	8
	1975-1980	3	-	-
Degree	BSc	5	3	8
	MSc	2	5	7

Totally 6/15 of staff had not studied before the office so they were inexperienced. The other experienced planning staff was working various important public institutions in terms of planning practice. The four of the experienced planning staff was working in the ministry and two of them were working in the Ankara Metropolitan Planning Office. After closing the office, the planning staff was transformed into the İzmir Metropolitan Municipality. However, most of the planning staff could not be find what they expected and they left the municipality. In such a case, except four of them left the municipality and started to work in other institutions. After that they started to work in university, private office, sector other than planning and another public institution.

Current position of the planning staff is listed in the table below (Table 4. 5). Six of planning staff are not working at the moment because of their retirement. Two of the staff is still working in the municipality in department of transportation. Two planning staff is continuing their carrier in the academy, the other three is working in their own private offices. Two planning staff (both of them are architects) has been continuing their carrier in sector other than planning since they left from the office.

Table 4. 4. The working areas of planning staff before and after İzmir metropolitan planning office (Source: Interviews with planning staff)

	Before Office	After Office
Not work	6	-
Ministry	4	-
Ankara Metropolitan Planning Office	2	-
İzmir Metropolitan Municipality	-	4
Another Public Institutions	3	2
University	-	1
Private Office	-	2
Sector other than planning	-	2
Ministry to İzmir Metropolitan Municipality to University	-	1
İzmir Metropolitan Municipality to Another Public Institution to Private Office	-	1
İzmir Metropolitan Municipality to Private Office	-	1
İzmir Metropolitan Municipality to Another Public Institution	-	1

Table 4. 5. Current position of planning staff of the 1973 master plan (Source: Interviews with planning staff)

	Still Working				Not Working
	İzmir Metropolitan Municipality	University	Private Office	Another Sector	
Planning Staff	2	2	3	2	6

4.2. Analysis of the 2007 Master Plan

4.2.1. Planning Studies Before the 2007 Master Plan

Because of the military takeover in 1980, Turkey entered a new period that caused important changes in economic policies and administrative structure such as privatization and free foreign trade. The Turkish Constitution was changed. In this period, tourism and construction sectors were supported for revitalization of the economy.

In this period, cities grew in big-scale projects like skyscrapers, university campuses, trade centers, shopping malls, airports, mass housing areas, organized

industry regions, free trade areas etc. By the entrance of neo-liberal economic policies there was great need for decentralization in administration. So, local authorities were responsible for preparation of the plans. On the other hand, public institutions whose goals were guiding the spatial politics and influencing the public developments were losing their effectiveness and respectability. The power of the role and contribution of the State Planning Organization and the Ministry of Reconstruction and Settlement decreased.

Ministry of Reconstruction and Settlement and Ministry of Public Works were merged in 1983 and took the name of Ministry of Public Works and Settlement.

In terms of institutional and legal structure of the planning, there several acts were prepared in between 1981-85 such as Mass Housing Act (Toplu Konut Yasası), Tourism Act (2634 sayılı Turizm Yasası), Amnesty Act (2805 sayılı İmar Affı Yasası) that brings building right for every illegal buildings and squatters. Conservation Act (2863 sayılı Kültür ve Tabiat Varlıklarını Koruma Yasası), Environment Act (2872 sayılı Çevre Yasası), National Parks Act, by the Greater City Municipality Act (3030 sayılı Büyükşehir Belediyeleri Yasası) metropolitan municipalities have authority to prepare metropolitan city master plan. Besides, by the Planning Act (3194 sayılı İmar Yasası) different types of plans was prepared such as regional plans that would be prepared by State Planning Organization, master plans at 1/25.000 scale that would be prepared by the Ministry of Reconstruction and Resettlement, master plans at 1/5000 scale (nazım imar planı) and implementation plans at 1/1000 scale (uygulama imar planı) plans by the municipalities, revision plans and partial plans. Moreover, Coastal Act (3621 Kıyı Yasası) put into implementation in 1990 and Ministry of Public Works and Settlement has been authorized for prepared coastal implementation plans.

Following these developments after the İzmir Metropolitan Planning Office was closed, a new planning process started in 1985. The results of the studies of the Metropolitan Planning Office were reconsidered. Finally in 1987, at 1/5000 scale and at 1/1000 scale plans were completed. After completing the plans, department of Planning Programming Coordination and Project of İzmir Metropolitan Municipality (İzmir Büyükşehir Belediyesi Planlama Programlama Koordinasyon ve Proje Şubesi) decided to revise the master plan and in 1988 it was approved by the Reconstruction Commission (Bayındırlık Komisyonu). In fact, it was a revision of the plan of Metropolitan Planning Office but from legality point of view, it had to be a separate

plan. Therefore, this plan was not in compliance with the planning act (3194 sayılı İmar Yasası).

The 1989 Master Plan was became invalid in 2002 since the municipalities had no authority to prepare master plan at 1/25000 scale. Ministry of Reconstruction and Settlement canceled the 1973 Master Plan since it lost its validity (İzmir Büyükşehir Belediyesi 2006).

4.2.2. The Legal Framework, Establishment and Organizational Structure of the 2007 Master Plan

The Metropolitan Municipalities Act in 2004 (5216 sayılı Büyükşehir Yasası) defines the new boundary of İzmir Metropolitan Municipality is defined by taking 50 km radius by taking governorship building as the centre. The same act represents that metropolitan municipalities have to prepare or get prepared their 1/25000 scale master plans in two years beginning from the act came into the operation at least. Metropolitan municipalities are responsible for preparing master plan within two years regarding to the Metropolitan Municipality Act. Besides the act, the plan was also regulated by Planning Act (3194 sayılı İmar Yasası), Conservation Act (5226 sayılı Kültür ve Tabiat Varlıklarını Koruma Yasası) and several related regulations.

4.2.3. Planning Studies and Method

The act illustrates 50 km radius that includes 19 districts and 38 county municipalities (İlk Kademe Belediyesi).

The boundary of the study included the areas of İzmir Metropolitan Municipality, and Çandarlı on north, Turgutlu on east, Karaburun and Çesme on west (Figure 4. 8) (İzmir Büyükşehir Belediyesi, 2006).

The study was carried out with the guidance of two advisors from the City and Regional Planning Department of the Dokuz Eylül University

The plan aimed to be prepared by the collaboration of the local governments, academic institutions, specialist professional institutions, public bodies, and sector agents in democratic atmosphere (İzmir Büyükşehir Belediyesi 2006). According to consultants “the plan was prepared in a multi-actor and pluralist media with a thought of a communicative rationality and negotiates planning. It has to face the dominancy of the central government and technical bureaucrats” (translated from Aysel and Goksu 2008)

In the process of the plan in discussion and evaluation phase a presentation was made for metropolitan Municipality managers. After than other presentations were made to city council, provincial council, some public institutions and NGOs and some chambers with a period of 1.5 to 2 mounts. Moreover, in the process some meetings were held with General Directorate of Highways, Government Railways Directorate, chambers of geology and agricultural engineers. A booklet was prepared in 2005 and sent to above mentions participants. Besides, in same monthly presentations was made by the planning offices of all municipalities in the region. In February 2006 some private sector representatives was informed. In June, a meeting was held with mayors of municipalities and planning office representatives. Besides, 10 meetings in each week of May and June were organized with Chamber of City Planners, Chamber of Architects, City and Regional Planning Departments of two universities (D.E.U. and İ.Y.T.E), İzmir Chamber of Commerce, Aegean Region Chamber of Industry (İzmir Büyükşehir Belediyesi 2006).

The obtained data and knowledge concerning the above mentioned boundary of the study were digitized and information maps were formed. The study started to redefine the socio-economic and spatial objectives, orientation tendencies of investments and providing the development in planning. Since the development of İzmir effected the surrounding settlements, the study was took up totally and named as urban region. The study was aimed that plans would be prepared based on the participation and collaboration of the associations.

According to the report of the study, the main problem of the area was how to reach the principles of the concept of sustainability, liveability, justice, more healthful, secure and high standardized features. By this plan, it was claimed that the renewal of the planning practice by providing institutional collaboration, the planning practice should be renewed and the planning should be done in a participatory atmosphere. Namely, it defended that the planning should have wide democratic governance,

participation process. In this process, the planner provided the consultation in addition to undertaking mediator and negotiator role among the actors. Again it was claimed that the plan would be an important case in order to educate the planners (İzmir Büyükşehir Belediyesi 2006).

Moreover, it followed the hierarchy of the plan, program, and politics from macro levels to micro levels that were the other features of the plan. The plan was open-ended for future possibilities and open for consultation continuingly. In addition, by the planning process the high degree capacity features needed for multi-actor process. In this respect, legend, general principles and sectoral notes of plan were important in terms of the formation of new plan (İzmir Büyükşehir Belediyesi 2006).

The planning studies were started in and the performances concerning the plan were completed in 2006. At last, by 16.10.2006 dated judgment of the city council and the updates made after the consultation of the institutions the plan was accepted by the city council on 16.03.2007, and finally on 28.03.2007 it was approved and put into implementation (Şehir plancıları odası İzmir şubesi 2008).

İzmir Branch of The Chamber of City Planning act of protest on 27.04.2007 depends on disharmony with planning principles. After that, Municipality didn't inform the Chamber regarding on the plan has changed depending on the protest or not. Depending on this situation the Chamber of the City Planning İzmir Branch litigated the 2007 Master Plan on 12.09.2007 depending on the disharmony with city planning principles and it was claimed that the plan would be avoidant (Şehir plancıları odası İzmir şubesi 2008). On the other hand, according to information taken from municipality in March 2009 totally there have been 1200 objections to the plan in parcel base.



Figure 4. 8. The boundary of İzmir metropolitan municipality
(Source: İzmir Büyükşehir Belediyesi 2006)

4.2.4. Actors in the Process and Their Profiles

The planning staff was composed of city planners, architects, a GIS specialist city planner, technicians, an operator, an industrial designer and computer operators. Moreover, Economics Department of the Ege University and İzmir University of Economics made contributions concerning the socio-economic profile and the research of fundamental development trends of İzmir from the year 2005 to 2030. Lastly, the study regarding population of İzmir in the period of from 2005 to 2030 was forecasted by an instructor from Ege University (İzmir Büyükşehir Belediyesi 2006).

The list of planning staff is taken from the report of the 2007 Master Plan. Although, in the report 30 planning staff took role in the planning process, during the interviews some of these planning staff expressed that they did not contributed to the planning process. So, they are removed from the list. Finally, the list included 22 planners and architects. (Table 4. 6).

Since, the planning process was defined as multi-actor and collaborative, two other actors from the university and chamber of city planning were also investigated.

Table 4. 6. The planning staff of the 2007 master plan
(Source: İzmir Büyükşehir Belediyesi 2006)

	Name-Surname	Profession	Interview	Reason for not being interviewed
1	Sezai Göksu	City Planner	Yes	
2	Funda A.Altınçekiç	City Planner	Yes	
3	Hasan Topal	Architect	Yes	
4	Fügen Selvitopu	Architect	No	Not available
5	Bilge Pakkaner	Architect, City Planner	No	Not available
6	Sevimser Çağlayan	City Planner	No	Not available
7	Zeliha Demirel	City Planner	Yes	
8	Nükhet Güler	City Planner	No	Not reached
9	Kutlu Karagözoğlu	City Planner	No	Not reached
10	Beril Özalp	City Planner	Yes	
11	Aslı Dural	City Planner	No	Not reached
12	Banu Dayangaç	City Planner	Yes	
13	Gül Birol	City Planner	No	Not available
14	Yasemin Ertem	City Planner	No	Not reached
15	Dilek Alişan	City Planner	Yes	
16	Serhat Göktaş	City Planner	No	Not accept
17	Sevinç Aydoğan	City Planner	No	Not reached
18	Mehmet Dağlı	City Planner	Yes	
19	Gülçin Şahin	City Planner	Yes	
20	Dilek Dilek	City Planner	Yes	
21	Birkan Bektaş	City Planner	Yes	
22	Hüseyin Çırak	City Planner	Yes	

Table 4. 7. The interviewed planning staff of the 2007 master plan
(Source: Interviews with planning staff)

	Method of interview	
	Face to Face	Telephone
Interviewed Planning Staff	10	1
Other Institutions	2	-

The below table consists of the education background of interviewed planning staff. Planners studied in METU in between 1975 and 1980, 1985 and 1990. Also, some of them were educated in DEU between 1980 and 1985. %73 of the planners studied in DEÜ after 1990.

In the planning process totally 22 planning staff include 19 city planner and 3 architects. Most of the planning staff graduated from university with BSc degree and 1995-2000 term periods.

Table 4. 8. Education information of the interviewed planning staff of the 2007 master plan (Source: Interviews with planning staff)

		City Planner	Architect	Total
University	METU	2	-	2
	Ankara	-	1	1
	İYTE	1	-	1
	DEU	8	-	8
Period	1975-1980	1	-	1
	1980-1985	2	-	2
	1985-1990	1	1	2
	1990-1995	1	-	1
	1995-2000	5	-	5
	2000-2005	1	-	1
Degree	BSc	8	1	9
	MSc	1	-	1
	PhD	2		2

Table 4. 9. The working areas of planning staff before and after İzmir metropolitan municipality (Source: Interviews with planning staff)

	Before	After
İzmir Metropolitan Municipality	4	7
Another Public Institutions	4	2
Private Office	2	-
Private Sector (Private Bank)	-	1
University	2	2

Table 4. 10. Current position of planning staff of the 2007 master plan (Source: Interviews with planning staff)

	Still Working			
	İzmir Metropolitan Municipality	Another Public Institutions	Private Sector (Private Bank)	University
Planning Staff	7	2	1	2

Two consultant planners previously contributed to micro scaled planning studies which are prepared by university. Besides, one interviewed planning staff working for six years and one interviewed planning staff working for sixteen years in municipality. The other seven planners were contributed to the micro scaled planning studies in the municipality before (Table 4. 9). It can be said that those who take the planning education after 1990, had a little bit experience about the planning practice before starting to the plan. They contribute to the planning process mostly by drawing technical data and provide technical expertise. The rest of the planning staff (took planning education before 1990) were mostly in decision making process.

In interview process, the planning staff such as consultant, general secretary assistant indicated that the meetings in municipality in every week were carried out with the participation of the inexperienced planning staff. On the other hand, the inexperienced staff emphasis that they were not completely took place in the decision making process. It was emphasized that most of the decisions were taken by the managers of the municipality.

During the interviews, 2 planners who worked for the 1973 plan mentioned that after the office closed the municipality could not get benefit from their previous

experience. However, even though they were ambitious for participating and working for planning study as they were working in a different department of the municipality, they did not take place in the 2007 master plan.

4.3. The Comparison of the Planning Studies Before and After 1980

4.3.1. Plan Boundaries and Legal Frame

The 1973 plan area was defined as İzmir Metropolitan Area consists of central district, Karşıyaka, Bornova, Karaburun, Çeşme, Urla, Seferihisar, Selçuk, Torbalı, Bayındır, Kemalpaşa, Menemen, Foça, Dikili, Bergama, Kuşadası/Aydın and Manisa central district. On the other hand, the 2007 plan consists of areas of İzmir Metropolitan Municipality, Çandarlı on north, Selçuk on south, Kemalpaşa and Turgutlu on east and Çeşme and Karaburun on west.

The area of the 1973 Master Plan was defined by the planning staff considering the municipality, its daily social-economic relationships and also several criteria. On the other hand, the area of 2007 Master Plan was determined by the act and the act defines the boundary by 50 km radius by taking governorship building as the centre. Differing from the first plan, the boundary of second plan was identified physically not scientifically. So some parts of some the districts were not included in this plan. This situation destroys the unity of the plan. So the second plan is not a good example for a holistic plan. Moreover, some other institutions have the authority to make plans in some areas like the Ministry of Culture and Tourism that has the authority to make plans for İnciralti (interviews with planning staff of Municipality).

4.3.2. Planning Methods and Processes

1973 planning process was carried out based on rational comprehensive planning approach while 2007 planning process was carried more participatory planning and strategic spatial planning approaches. Parallel to these planning approaches their planning methods differed.

The data collection process of the 1973 plan was considerable detail. In this process, collaboration with the related institutions essential data was obtained. The government and acts, supports the office in 70s for data collection, analysis, synthesis and plan preparation process. Whereas, in the 2007 Master Planning process, in the data collecting process there was an inadequate collaboration with the institutions and land use analysis was prepared by the help of satellite view. It is emphasized that period of the data collecting was short and context of the data was incorrect. In the plan report, it is depend on the plan had to be completed into two years as legal necessity.

In the process of 1973 plan collaboration with other institutions was provided at each step. Only the collaboration between the public institutions was aimed and it was carried out. This collaboration mostly was about investment decisions and solutions of the problems of institutions. On the other hand the main objective of the 2007 planning process would be multi-actored and participatory. All of the phases of the planning process were aimed to be carried out and to be managed by the participation and collaboration of central government, local governments, NGOs, universities and volunteers. However, the interviewees emphasized that the two years period is inadequate for a participatory planning process for 1/25000 scale plan. Besides, although the legal structure of planning describes the participatory process the Turkish planning practice has not enough such experiences. According to the interviews with the agents of the university and the chambers, it was emphasized that they did not welcomed in the planning process. They were invited to plan evaluation meetings but rather than being part of the decision-making process, they were informed about process. For this reason, they were in an observer position and could only criticize the plan. As a result of these interviews it was seen that although the plan was seemed as a participatory and multi-actor in fact this aim could not be fully utilized.

4.3.3. In Terms of Actors

In the 1973 plan process city planners took place mostly in decision making process at comprehensive scale parallel to their education. On the other hand, architects were carried out mostly in designing process at small-scale plans parallel to their education. In the 2007 plan process the number of city planner is hardly big than the architects.

Table 4. 11 The planning staff and their profiles
(Source: Interviews with planning staff)

	Total Number	Number of interviewed	Number of not interviewed
1973 Plan	25	15	10
2007 Plan	22	12	10
Total	47	27	20

For 1973 master plan, it is understood from both literature and interview process that planning team carried out together almost every stage of the planning process. Although, individual or minor group projects were carried out by small groups, all professionals were informed about projects. Each interviewee mentioned that the office was educative, instructive and how they studied in harmony. Besides, they mentioned that they do not see their responsibility as a job, so they came to office and study even in weekends. Each of them especially indicated that the metropolitan planning office, its planning process, its planning methods, ecrole of office, role and responsibility of planning staff parallel to the planning practice and education were even that rational, accurate and appropriate. Even one of the planning staff emphasized that the ecrole of office has been continue his professional and private life. He determined the office was educational for him and heads specialist countenanced him. He said that the ecrole and role of him not changed if there would different institutions (such as another public institutions or private offices) after leaving the office. He devoted considerable amount of time, planning practice of Turkey, the history of Metropolitan Planning Offices and the process of plan. Even, sometimes the planning, political, economical atmosphere and their relationships in recent periods were meeting with him (interview with Oral, 2008). This period was considerable educational processes for the writer. Although, one of the planning staff is not working he is not unable to contain oneself for and he observed the city, determines the problems and he studies on projects related to the solution of the problems. During the interview process, he was talking about in such an exciting way, interviewer was influenced his energy and conversance and the process was educational. Regardless of the planning staff working or not, or where they are working, it can be seen that although there are pressures in the work place they still insist on applying comprehensive planning in processes and having the role as an expert.

In 2007 plan process planning staff were specialized for some parts of the planning work. After a general discussion on the planning decisions, while some groups

work on details of plan decisions and conduct plan meetings, the others worked for the preparation of the plan documents such as maps and reports.

The planners of 1973 plan mostly had the roles as technocrat, technician, researcher, observer, and expert at the positions of head specialist, specialist assistant, planning department chief, and project leader with the responsibilities of data collection, decision making, drawing the plans, presenting to the consular and related processes similar to these. In the 1973 master plan mostly the expert role is seen. The planner as expert had responsible for data collection, use his/her professional and technical knowledge in analysis and synthesis phases. The planner made a decision by using the synthesis and prepared the plan documents. Besides, the planner presented the planning decisions in the council of consultants. In this period also the advocator role is seen that the planning decisions were made based on unitary public interests. However, a facilitator role is not frequently observed in this period.

Table 4. 12. The position, role and responsibility of the planning staff
(Source: Interviews with planning staff)

	Position	Role	Responsibility
Before 1980	<ul style="list-style-type: none"> • Head specialist • Specialist Assistant • Planning Department Chief • Project leader • Technical Personal 	<ul style="list-style-type: none"> • Expert • Depoliticized technocrat • Technocrat • Technician • Researcher • Observer 	<ul style="list-style-type: none"> • Land survey • Data collecting • Preparing plan • Updating plan • Decision making • Drawing • Presentation of decision in consultation council • Analysis and controlling of consequent municipalities plan • Preparing plan notes • Every kind of correspondence • Ensuring collaboration among institutional
After 1980	<ul style="list-style-type: none"> • Consultant • General secretary assistant • Technical personal 	<ul style="list-style-type: none"> • Expert • Mediator • Facilitator • Advocator • Technician 	<ul style="list-style-type: none"> • Preparing the data base • Preparing consensus media • Management of the consensus • To meet the requirements of the interest groups to the principles of planners • To make participant think about different alternatives in the debates • Taking opinion about the written and drawn documents while formation of the planning decision • Auditing institutional relation • Presenting the plan in the introduction meetings to the public • Coordination in the preparation stage of the plan • Drawing

In the previous period, planners made analysis and synthesis of all of the collected data and prepared the best suitable planning decisions seeking for common public interest.

In the 2007 planning process the planning staff that completed their education in between 1975-1990 at the positions of consultant had general secretary assistant with the roles as technocrat, mediator, advocator, facilitator, negotiator, and expert. The responsibilities of these planners were establishing the databases, arranging the media for debates, managing the process. The rest of the planning staff (educated in 1990-2005) took the positions of city planner with more technical responsibilities that had the role of technician by making the drawings without participating the decision making process.

CHAPTER 5

CONCLUSION

After a detailed investigation on planning theory and researches on the role of planners it is obtained that many roles are defined for the planners and these roles have been changing throughout history parallel to the break points in the planning thought and. The researches showed that the major break point for the role of planners in most parts of the world is in 1980s.

Although many roles are defined in planning literature, these roles can be categorized into three groups as expert, advocator and facilitator.

This study showed that the change in the position of planning has also been living in the planning practice of Turkey. Parallel to the economic, social and political transformations in world in this period, Turkey had also experienced this change after 1980s. Due to the period's democracy approach the participation of the various interest groups and the public to the planning process became important. There was a need for a reconsideration of the planning methods and processes which also required a new role for the planner.

The change in the planning practice and planner' role was carried out by personal efforts in Turkish planning practice in 1990s. In 2000s, the regulations has been directing the local planning practices to be carried out with a more participatory and strategic understanding. In this sense there should be an orientation to a facilitator role for the planners in their new practices at local scale. However, it can be stated that how this role will be performed is not clear enough and common in planning practice.

Investigation of the two plans shows that the planners took different roles and responsibilities in two periods. Before 1980, planner generally took the expert and advocator role. Based on unitary public interest they made planning decisions using their expertise. After 1980, beside an expert role the planner has been supposed to take a facilitator role as well.

Planners of both of the planning studies defined an expert role for themselves during the planning processes; however the planners of the 1973 plan particularly

emphasized their effectiveness in making the plan decisions. They mentioned that their role and effectiveness in that process was due to their education background, organizational structure, and the positive, motivating, and educating atmosphere of the Metropolitan Planning Office. For this reason they stated that they took serious their responsibilities and believed in their work. This point of view was also reflected to the interview process. Each interview process starting from taking appointment to interview is held in a positive atmosphere. Each participant behaves positive and compassionate. They indicated their pleasure about this research and emphasized that they want to see and get informed about the study when it is completed.

In the 2007 planning process only a few planners mentioned a facilitator role for themselves. Because of the regulations the plan had to be prepared and completed in two years period. Therefore there was not enough time for data collection, discussion of the planning decisions, involvement of all interested groups and their opinions in the plan process.

It is observed that the planner's role as an effective expert is always necessary. However depending on the necessities of the current practice the planner should also undertake a facilitator role besides an expert role. As an expert role a planner should equipped with knowledge and abilities to make planning decisions and he/she should provide participation at various scales. The awareness should be increased in not only academic stage but also in practice. Legal and institutional structure of planning should be revised taking into consideration of the limits and difficulties of the current processes and the methods to increase the efficiency of the planner should be used in the planning practice.

Following the findings and method used in this thesis, further researches can be carried out. The analysis and comparison put forward for two planning studies of İzmir in the period before and after 1980s may be followed by other cities' planning studies or for different periods or for different institutions. The researches conducted for Turkish cities may be compared with the cities of other countries as well.

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APPENDIX A

Röportaj No:

Tarih:

Röportaj yapılan kişi:

İncelenen planlama çalışması:

A. Röportaj yapılan kişiyle ilgili genel bilgi

1. Eğitim durumu

- a. Hangi yıllar arasında hangi eğitimleri aldınız? (lisans, yüksek lisans, doktora, kurs, sertifika vs.)
- b. Konferanslara katılımcı yada izleyici olarak katılır mısınız? Yeni yayınları yakından takip etme fırsatınız/vaktiniz oluyor mu?

2. Mesleki deneyim

- a. Hangi yıllar arasında ne tür (planlama ile ilgili yada planlamadan farklı) çalışmalar içinde yer aldınız? Bu çalışmalar içerisinde, nazım plan çalışmasına benzer çalışma(lar) var mı?
- b. Bu çalışmalar sırasında ne tür pozisyonlarda/görevlerde bulundunuz. (özellikle benzer çalışmalardaki görevleriniz nelerdir)

B. İncelenen planlama çalışması sürecinde yer alan aktörler ve rolleri

- a. Tüm süreç dikkate alındığında, söz konusu süreçte kimler yer aldı?
- b. Bu çalışmasının hangi aşamalarında, ne kadar süre yer aldınız (Sürecin tamamında bulundunuz mu? Yoksa çalışmada kısa bir süre mi yer aldınız?)
- c. Bu aşamalarda hangi pozisyon(lar)da çalışıyordunuz?
- d. Bu pozisyonda/pozisyonlarda görev(ler)iniz ne idi, bu görevi(leri) sadece siz mi üstlendiniz?
- e. Bu çalışmadaki rol(ler)ünüzü nasıl tanımlıyorsunuz?, bu rolü sadece siz mi üstlendiniz?
- f. Söz konusu çalışma yapıldığı dönemde, size konumunuz ışığında yasalar tarafından tarif edilen görev ne idi?
- g. Bu görev(ler)inizi ortaya koyarken gerekli bilgiyi nereden edindiniz? (üniversitedeki eğitimi konferanslardan, literatürden –teorik yada örnekler, diğer mesleki deneyimlerinizden)
- h. Bu çalışma kapsamında amacımıza uygun olarak sizce bu aktörlerden kim yada kimlerle mutlaka görüşülmelidir. (Tüm süreç dikkate alındığında kimler etkili olmuştur)

- C. İzmir Nazım Plan çalışmasının önceki ve sonraki deneyimler ile karşılaştırılması
- a. Bu plan çalışması sırasındaki rölünüz ve etkenliğiniz bu çalışmadan önceki ve sonraki çalışmalarınızdan farklı mı yada benzer mi?
 - b. Sizce bu benzerlik yada farklılıkların nedenleri nelerdir? –yasalardaki, kurum, sizin kurumdaki pozisyonunuzun, verilen görevlerin değişimi yada sizin tercihinizden dolayı
- D. Değerlendirme
- a. Son dönemde literatürde yeni bir planlama pratiği anlayışından, rasyonel planlama anlayışından daha pragmatik katılımcı yaklaşımlara geçiş gündemdedir. Siz bu konuda ne düşünüyorsunuz. Böyle bir değişimin plancının rolünde ne tür değişimleri gerektirdiğini düşünüyorsunuz?