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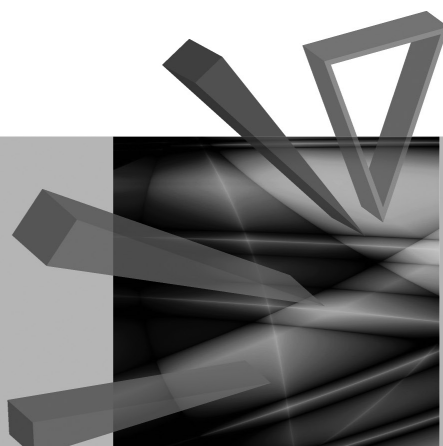
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296

Kryzys finansowy a programowanie rozwoju jednostek przestrzennych



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DEMARICATION PROBLEM OF SPATIAL PLANNING IN THE NORMATIVE REGIONS OF TURKEY: THE PROVINCIAL DEVELOPMENT STRATEGY OF KAYSERI

Summary: The debate on normative and functional regions has utmost importance for socio-economic development issues. While functional regions give a realistic geographic portrait of socio-economic development problems and potentials, normative borders can be problematic to determine the implementation scope of regional development strategies. This dichotomy is the most evident in the provincial development planning which emerged as a new level of spatial planning in Turkey in the early 2000s. Kayseri province, located in Central Anatolia, presents a good example of the provincial development strategies and plans introduced in the last decade. In 2002, the State Planning Organization of Turkey prepared a provincial development report for the province of Kayseri to reveal the economic and social development potentials, problems and policies at regional and sub-regional levels. This paper attempts to develop a critical approach to the normative delineation and demarcation of regional area in Turkey through the analysis of the provincial development report of Kayseri.

Keywords: spatial planning, normative and functional regions.

1. Introduction

Spatial level and demarcation is an important problem for goal setting in spatial planning. The issue of how the scope and analytical nature of spatial problems differentiate according to normative and functional regions is key to comprehend the role of administrative borders in regional planning. Normative borders can be problematic to determine the implementation scope of regional development strategies.

In Turkey, the prominent role of provincial borders drawn administratively for the organization and bundling of socio-economic development efforts at sub-national level was revealed through the introduction of provincial development planning as a new level of spatial planning. The origins of provincial development planning in Turkey can be traced back to the beginning of 2000s when a number of provinces determined their strategic visions on socio-economic development at sub-regional level. In the provincial development reports prepared by T.R. Prime Ministry State

Planning Organization (today's the Ministry of Development), the spatial analyses for the socio-economic structure in the provinces of *Kayseri*, *Bolu* and *Düzce* revealed a diverse set of accounts of the regional development strategies and priorities in Turkey.

Kayseri province, located in Central Anatolia, presents a good example of implementation areas of these early spatial planning efforts at sub-national level. Kayseri is an important manufacturing and commercial center at both regional and national levels. Since 3000 B.C., Kayseri and its surrounding area have been located at the center of commercial activities and to this respect, the commercial and entrepreneurial culture is deeply embedded in the area. The economy of Kayseri displayed stable development in the manufacturing of food products, textile, furniture, electric apparatus and intermediate goods since the 1980s and the central city became one of the new growth centers of Anatolia, namely "Anatolian Tigers" in the 2000s. In 2002, the State Planning Organization of Turkey prepared a provincial development report for the province of Kayseri to reveal economic and social development potentials, problems and solutions at regional and sub-regional levels. This report reflects the delineation and demarcation problem that is inherent in the development space in Turkey and the dichotomy of normative and functional regions in theoretical terms.

In the light of this brief summary, this paper attempts to develop a critical approach to the normative delineation and demarcation of regional area in Turkey through the analysis of the provincial development report of Kayseri.

2. Demarcation problems of development planning in Turkey: the case of Kayseri in Central Anatolia

Provinces are the most important sub-national units in the public administration system in Turkey. What characterizes this system is a strong centralization of political power plus administrative decentralization enabled by the principles in the Constitutions of 1961 and 1982. The administrative division of Turkey presents a typical example of French system in public administration (inclusive governorship system).

In Turkey, the prominent role of provincial borders drawn administratively for the organization and bundling of socio-economic development efforts at sub-national level was revealed through the introduction of new implementation tools for spatial planning in the last five years. Recent planning efforts at provincial level reveal a similar pattern of spatial development policies in Turkey. In the early 2000s, a number of provincial development plans have been prepared with similar development goals, strategies and implementation tools despite the existence of important geographical, socio-economic and cultural differences among the numerous settlements within the administrative borders of provinces. In that respect, Kayseri as one of the most important manufacturing centers in Anatolia best characterizes the case for the problems of the determination of planning regions by administrative regions.

Kayseri province has a strategic location between two important centers, Ankara (the capital of Turkey) and Adana (a historical center in the Mediterranean region). The public investments in the Republican Era of Turkey promoted and strengthened the role of Kayseri in terms of regional center functions. In addition to this, the internal advantages of the city of Kayseri and its surrounding area stemming from historical and social factors created a favorable development climate for further development of the sub-region in the years ahead. The entrepreneurial culture of Kayseri and its region is more prominent in the business mind of Kayseri people mostly in commercial and artisanal activities. During the different historical periods in Central Anatolia, the artisanal activities in Kayseri transformed from “a proto-industrial and mercantile structure” to modern entrepreneurship. In this economic transformation, two points are important to note. First, Kayseri was historically located on the main caravan routes which became known as the Anatolian parts of the Silk Road. Second, the arable lands in and around Kayseri were scarce and existing lands were infertile. In such a geographic setting, specialization and concentration on commercial activities was necessary and inevitable¹.

Since the foundation of the Turkish Republic in 1923, Kayseri has been benefited from intensive public investments. The most important ones of these investments were a carpet yarn factory, railway, hydroelectric power plant and military factories (aircraft production and tank repair) in the 1920s, a cotton mill and state highway and railway investments in the 1930s and a sugar plant in the 1950s. These public investments created a favorable industrial climate for the further development of manufacturing industry in Kayseri in the 1960s. Especially, the military factories positively contributed to the formation of a labor pool in the manufacturing sector based on skilled labor². In this favorable climate, the manufacturing industry made progress in the sectors of food, machinery and textile industries in the 1960s. In the 1970s, the number of small and medium-sized enterprises operated in the machinery and metal industries increased sharply. Since the 1980s, the number of large companies and firms in the textile, furniture, food and machinery industries showed an increase and today large firms dominate the furniture, metal, textile and food industries in Kayseri³.

Kayseri became one of the new growth centers of Anatolia, namely “Anatolian Tigers” in the 2000s. Anatolian Tigers refer to a number of new growth centers in Turkey that have put up a good and consistent performance in manufacturing industry since the 1980s. Figure 1 displays the industrial sector’s share in provincial gross value added (GVA) at sub-regional (NUTS 2) level by the data of 2008 in Turkey. As seen in the figure, the sub-regions of Western Marmara (TR22), Aegean (TR33),

¹ M. Özasan, H. Şeftalici, *Kayseri İl Gelişme Raporu*, T.R. Prime Ministry State Planning Organization, General Directorate of Regional Development and Structural Adjustment, Ankara 2002, p. 16.

² Ibidem, p. 23-24.

³ T.R. Kayseri Governorship, *Sanayinin Gelişimi*, accessed on 3 July 2012 at <http://www.kayseri.gov.tr>, Kayseri.

Central Anatolia (TR71 and TR72), Mediterranean (TR63) and Southeastern Anatolia (TRC1) including new industrial centers (Anatolian Tigers) are relatively characterized by a high percent of industrial GVA. This geographic distribution of GVA can be attributed to the “spread effects”⁴ of local manufacturing development in these emerging centers. Since GVA is an economic measure of goods and services produced in an area, a high GVA indicates the existence of a multiplier effect in the regional economy. The case of the Kayseri sub-region (TR72) seems to prove this premise. The share of the industrial sector in provincial GVA in the Kayseri sub-region is 30% and this is one of the highest GVA values in Turkey. This GVA value has been attained especially through the development of textile, furniture, food and machinery industries in Kayseri in the last 30 years.

In 2002, the State Planning Organization of Turkey prepared a provincial development report for the province of Kayseri to reveal the economic and social development potentials, problems and solutions at regional and sub-regional levels. This report was a preliminary work for a provincial development plan that would be used as a tool to lessen the development disparities between districts as well as urban and rural areas in the province. The report aims both to create favorable investment conditions in Kayseri province, which has an agriculture based economy except for the central city, and to reveal the existing problems of socio-economic structure. The Provincial Development Report of Kayseri⁵ consists of eight main parts: (1) Introduction, (2) Urban economies in an era of globalization, industrial development in Central Anatolia and Kayseri as a local development center, (3) General characteristics of the province, (4) An evaluation of Kayseri’s social and economic structure, (5) Public and private investments in the province, (6) Sectoral problems of the province and offered solutions, (7) The City Council of Kayseri and (8) Conclusions and suggestions.

The Provincial Development Report of Kayseri can be analyzed in terms of the problems of normative delineation and demarcation of regional boundaries in Turkey. As indicated in Table 1, the main outline, topics, problems and suggested analytical and strategic scales can be tackled through a spatial approach on scale and analytical level for the issues in the report. This critical approach is important to comprehend what the most appropriate spatial scale for the scope and content of recent sub-regional development strategies in Turkey is.

The introduction of the report concentrates on the rationale for the preparation of the report and the necessity for a further provincial development plan. Here, the main analytical level is provincial level. However, the reasons and rationales for the report require a different (supra-provincial) spatial setting in this section because of the nature and scope of regional development problems in Turkey. The elimination of development disparities among the different settlements of the province cannot be thought independent from the problems and strategies of the neighbor districts,

⁴ G. Myrdal, *Economic Theory and Underdeveloped Regions*, Duckworth, London 1957.

⁵ M. Özaslan, H. Şeftalici, op cit.

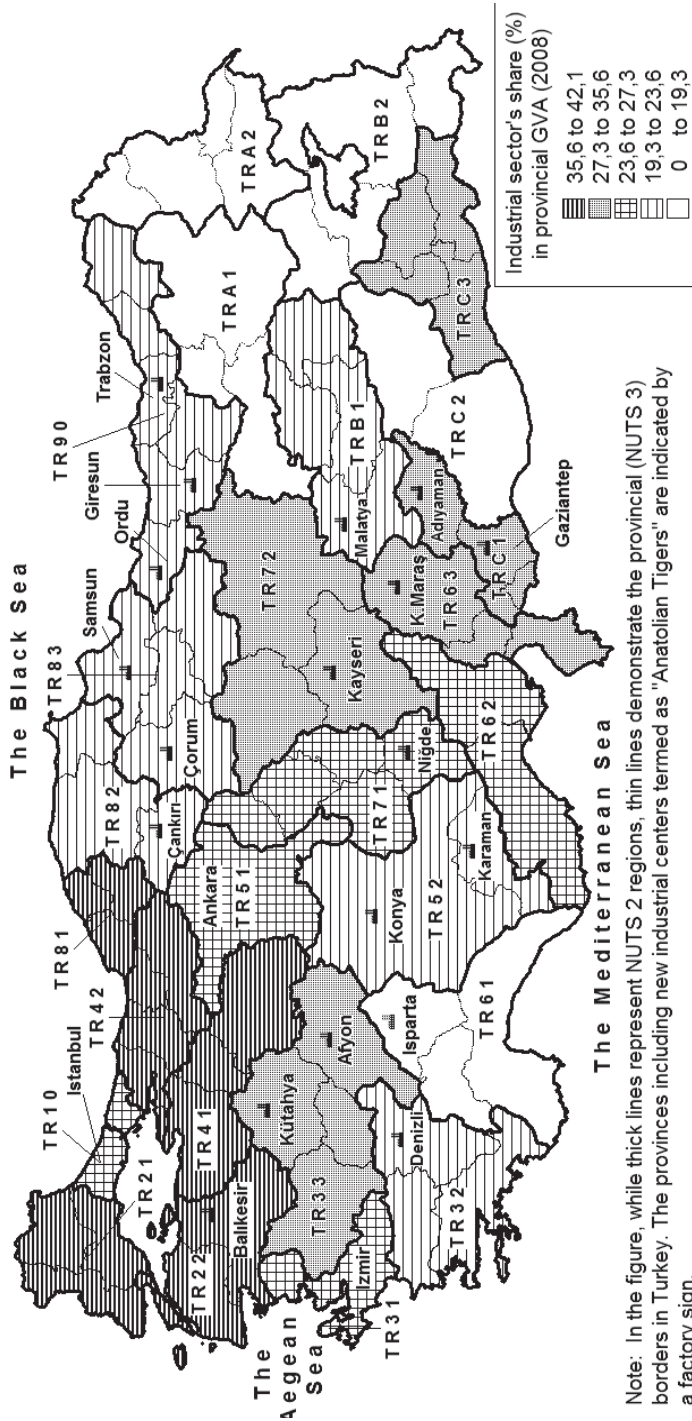


Fig. 1. Provincial (NUTS 2) distribution of the industrial sector's share in GVA in 2008 and new industrial development centers in Turkey

Source: author's research, Resolution of the Cabinet of Ministers of Turkey, 2002 and Turkish Statistical Institute, 2012.

provinces, regions whose borders were demarcated by historical, administrative or functional (socio-economic and natural) criteria. With reference to this issue, the concept of cross-border regions can be handled not only at an upper scale (national or international) but also at an intra-regional level. For that reason, to identify the local and idiosyncratic development problems in Kayseri, it is necessary to contextualize the problems and strategies of the surrounding provinces (Yozgat, Sivas, Kahramanmaraş, Adana, Niğde and Nevşehir).

The second part of the development strategy report deals with urban economies in the era of globalization. The main topics of this section are the spatial distribution of industry in Turkey, the economy of Central Anatolia and Kayseri, the economic weight of Kayseri by the gross domestic product (GDP) and the socio-economic development index of Turkey and basic problems and development policies. Here, the geographical scope of the analysis involves a wide-range of spatial scales: international, national, regional, sub-regional and provincial. In this section, the analysis on the spatial distribution of industry in Turkey, is mainly made with reference to the provincial indicators of the manufacturing industry in Turkey. Also, the indicators of the industrial clusters and development corridors in Turkey are used to reveal the economic role and position of Kayseri in its hinterland. A specific evaluation and analysis on the economy of Central Anatolia and Kayseri is primarily made at regional and provincial levels in this section. The method for the spatial analysis of development potentials and problems is top-down. Therefore, the spatial treatment of themes and topics in this section seems to be consistent in terms of regional demarcation and cross-border problem. The socio-economic position of Kayseri province is well-identified in a comparative framework. However, here a functional and relational approach to the socio-economic phenomena and themes in Central Anatolia and Kayseri contrasts with the normative (administrative) treatment of the development strategy and policy formulation in following sections of the report.

The remaining parts of the development report (general characteristics of the province, social and economic structure, public and private investments, sectoral problems and solutions offered and conclusions and suggestions) center on a provincial analysis. Natural borders, natural areas, corridors and transportation lines, districts as well as rural and urban areas constitute the main geographic scope of the report in terms of defining and revealing socio-economic potentials, problems and policy suggestions for the province. The existing problems of agriculture and stock farming, industry (inability of export, problems of skilled labor and human capital, lack of research and development activities, uncooperative nature of business and inadequacy of capital-intensive high-tech industries), industrial infrastructure (problems of organized industrial zones, industrial estates, socio-cultural climate for business development, free trade zone, industrial storage, energy, transportation and mining), service sector, education, cultural life, health, urban infrastructure and transportation in Kayseri imply the necessity of a supra-provincial and regional

Table 1. Provincial Development Strategy of Kayseri and demarcation problems of the development strategies

Parts of the provincial strategy	Scope	Analytical and strategic level	Demarcation problem	Suggested analytical and strategic level
Introduction	Rationale for the preparation of the report and further provincial development plan	Provincial	Administrative borders for functional problems and strategies Cross-border problem at intra-regional level	Supra-provincial Sub-regional Regional
Industrial development in Central Anatolia and Kayseri	Economy of Central Anatolia and Kayseri Development problems	Regional Provincial	Top-down treatment of development potentials and problems Cross-border problem at inter-provincial level	Inter-regional Inter-provincial
General characteristics	History, geography, geology and administration	Provincial Intra-provincial (urban and district)	Normative treatment of descriptive analysis Administrative borders for functional areas Cross-border problem at sub-regional level	Sub-regional Regional
Social and economic structure	Social sectors Economic sectors	Provincial Intra-provincial (urban and district)	Administrative borders for functional areas Cross-border problem at inter- and sub-regional levels	Supra-provincial Sub-regional Regional
Public and private investments	Public investments Provisions for investments	Provincial	Administrative borders for functional strategies	Inter-provincial
Sectoral problems and solutions	Agricultural sector Industrial sector Service sector Sectoral projects	Partially regional Provincial	Administrative borders for functional problems and strategies Cross-border problem at inter-regional level Normative treatment of policy formulation and strategy development	Inter-regional Inter-provincial
The City Council of Kayseri	Functions and organization	Urban	Neglect of provincial and regional levels for coordination, governance and policy introduction in economic development	Sub-regional Inter-provincial
Conclusion	Evaluation and findings Sectoral policies	Partially regional Provincial Urban	Normative treatment of policy formulation and strategy development Neglect of inter-regional and inter-provincial levels	Inter-regional Inter-provincial

Source: author's research.

analysis. Despite the discussion and evaluation of regional issues on transportation and infrastructure, the extent of problems and solutions suggested in the strategic report remains at provincial and intra-provincial levels.

3. Conclusions

Since the early 2000s, the intra-regional planning in Turkey has attempted to point out two problem areas: demarcation and cross-border problem for socio-economic development strategies and policies in specific areas and regions. In Turkey, in the determination of socio-economic development goals, preparation of development scenarios and introduction of policies, an administrative division is regarded as the main tool for the definition and demarcation of problem area and implementation scope. Historically, a normative treatment of regional development problems rests on the structural problems of decentralized public administration that are most evident in the formation of basic statistical units (provinces) in Turkey. Here, two possible solutions can be devised: to give priority to the holistic and inclusive regional development strategies concerning the development agendas of the neighbor urban and rural settlements (not provinces) and to make the districts (intra-provincial units) the basic statistical units of the territorial system in Turkey. In this way, the degree of the geographical representation and identification for the socio-economic problems can be enhanced and the boundaries of the development problems of the administrative territorial units can be well-demarcated through the formation of new functional regions consisting of small-size territorial units.

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PROBLEM ROZGRANICZANIA PLANOWANIA PRZESTRZENNEGO W NORMATYWNYCH REGIONACH TURCJI: LOKALNA STRATEGIA ROZWOJU KAYSERI

Streszczenie: Dyskusja na temat normatywnych i funkcjonalnych regionów ma zasadnicze znaczenie dla kwestii rozwoju społeczno-gospodarczego. Podczas gdy regiony funkcjonalne dają realistyczny obraz geograficzny społeczno-ekonomicznych problemów rozwojowych, a także problemów związanych z potencjałem, granice normatywne mogą być problematyczne w określeniu zakresu wdrażania regionalnych strategii rozwoju. Ta dychotomia jest najbardziej widoczna w prowincjonalnym planowaniu rozwoju, które pojawiło się jako nowy poziom planowania przestrzennego w Turcji w roku 2000. Prowincja Kayseri, położona w centralnej Anatolii, stanowi dobry przykład wojewódzkich strategii rozwoju i planów wprowadzonych w ostatniej dekadzie. W 2002 r. Organizacja Planowania Turcji przygotowała prowincjonalny raport rozwoju dla prowincji Kayseri w celu ukazania gospodarczych i społecznych potencjałów rozwojowych, problemów i polityki na szczeblu regionalnym i subregionalnym. Niniejszy artykuł ma na celu wypracowanie krytycznego podejścia do normatywnego wyznaczania i wydzielania obszarów regionalnych w Turcji przez analizę prowincjonalnego raportu rozwoju Kayseri.

Słowa kluczowe: planowanie przestrzenne, regiony normatywne, regiony funkcjonalne.