



The Governance of Land Use

COUNTRY FACT SHEET TURKEY

The planning system

Levels of government and their responsibilities

Turkey is a unitary state with 3e levels of government; the national level, 81 provinces and 1 397 municipalities. The national government is responsible for the framework legislation defining the spatial planning system of the country and for funding major infrastructure decisions. It is also responsible for the preparation of all national plans and regional plans and approves *Municipal Master Plans*. Within the national government, responsibilities are divided between the *Ministry of Development* and its subordinate *Regional Development Agencies* and the *Ministry of the Environment and Urban Planning*. Whereas the former is responsible for regional development strategies and their spatial dimensions, the latter is responsible for land-use plans and the *National Spatial Development Plan* that is currently under preparation.

The role of provinces in land-use governance is limited. They are not actively involved in land-use planning and shape land use primarily through spending on public works and economic development programmes, for example on agriculture.

Municipalities in Turkey are categorised into *Metropolitan Municipalities*, *City Municipalities* and *Town Municipalities*. All municipalities above 10 000 inhabitants are responsible for the preparation of *Municipal Master Plans* and *Implementation Plans*. Eventually, *Metropolitan Municipalities* and *City Municipalities* will also prepare *Urban Development Plans*.

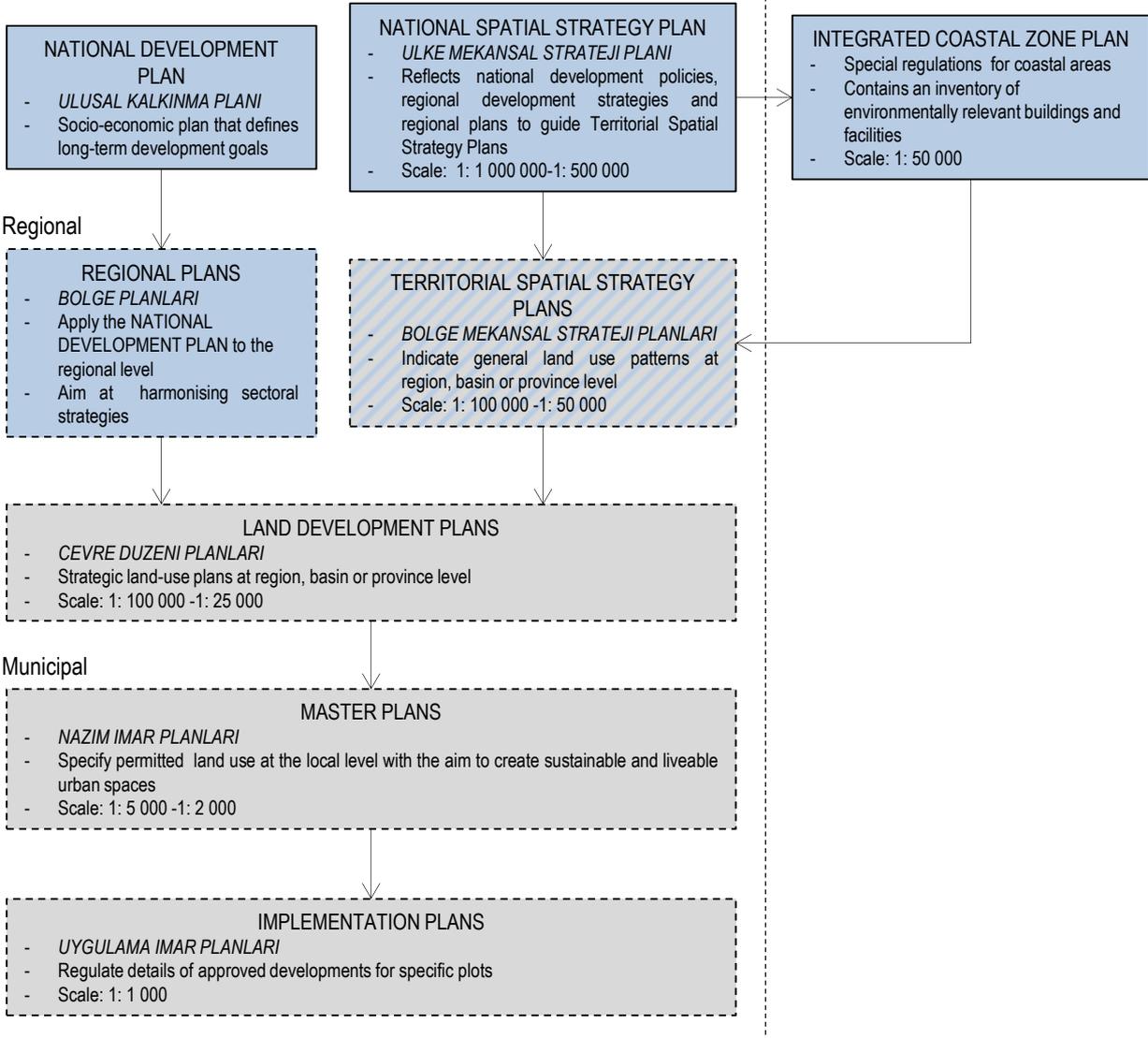
Spatial and land-use plans

At the national level, two plans are foreseen in Turkey. The *National Development Plan* is a general plan for economic development that contains spatial elements but is not primarily a spatial plan. It covers a five year time period and is complemented by *Regional Plans* that spell out the spatial dimension of the *National Development Plan* more explicitly and provide concrete objectives and policy measures for each of the 26 regions of the country. These plans will be complemented by the *National Spatial Strategy Plan*. It will determine spatial strategies related to urban systems, infrastructure, transport and other spatially relevant aspects of public policy. It is supposed to co-ordinate regional development strategies, steer lower level plans and to determine the location of major public investment projects. At the regional level, the *National Spatial Strategy Plan* is supposed to be complemented by *Territorial Spatial Strategy Plans* that can be prepared at varying regional scales. They may eventually replace the existing *Regional Plans*.

Land Development Plans have the same geographical scope as the planned *Territorial Spatial Strategy Plans*. They contain fewer strategic elements and provide instead small scale land-use plans (typically at scales between 1: 100 000 and 1: 25 000). They are used as steering instrument through which the national government can guide local land-use plans.

Organisation of spatial and land-use planning in Turkey

General framework National



- Sub-ordinate plans must conform
- Sub-ordinate plans do not need to conform
- Primarily policy / strategic guidelines
- Primarily land-use plans
- Strategic and land-use guidelines
- Partial geographical coverage

At the local level, two land-use plans exist. *Master Plans* combine elements of strategic plans and zoning plans. They are the main plans used by municipalities to shape their urban

development in a sustainable way. They must follow the guidelines provided by *Land Development Plans*, but are much more detailed at scales of 1:5 000 to 1:2 000. The second type of local plan is the *Implementation Plan*, which determines the details of permitted developments at the plot scale.

In addition to the plans listed above, a special *Integrated Coastal Zones Plan* exists. It has the goal of improving land-use management and accelerating the decision-making process in coastal regions that face particularly strong development pressures. It provides an inventory of coastal buildings and facilities to improve environmental management and shows functional relations between areas along the coast.

Major laws and regulations

The Law on Soil Conservation and Land Use and the Land Development Planning and Control Law provide the framework legislation for the land-use planning system in Turkey together with the Zoning Directive, the Directive on the Preparation of Spatial Plans and the Regulation for Planned Areas. Other relevant laws are the Law on the Establishment of Metropolitan Municipalities and Town Municipalities that created the new municipalities and determined their borders and responsibilities. The Coastal Law delineates coastal areas and regulates public land use in them.

Co-ordination mechanisms

Legally, authorities are required to co-ordinate with each other when deciding on policies related to spatial planning. Vertical co-ordination is provided through the hierarchical nature of the planning system, which mandates lower level plans to follow higher level plans. Horizontal co-ordination occurs through consultations between authorities.

Expropriations

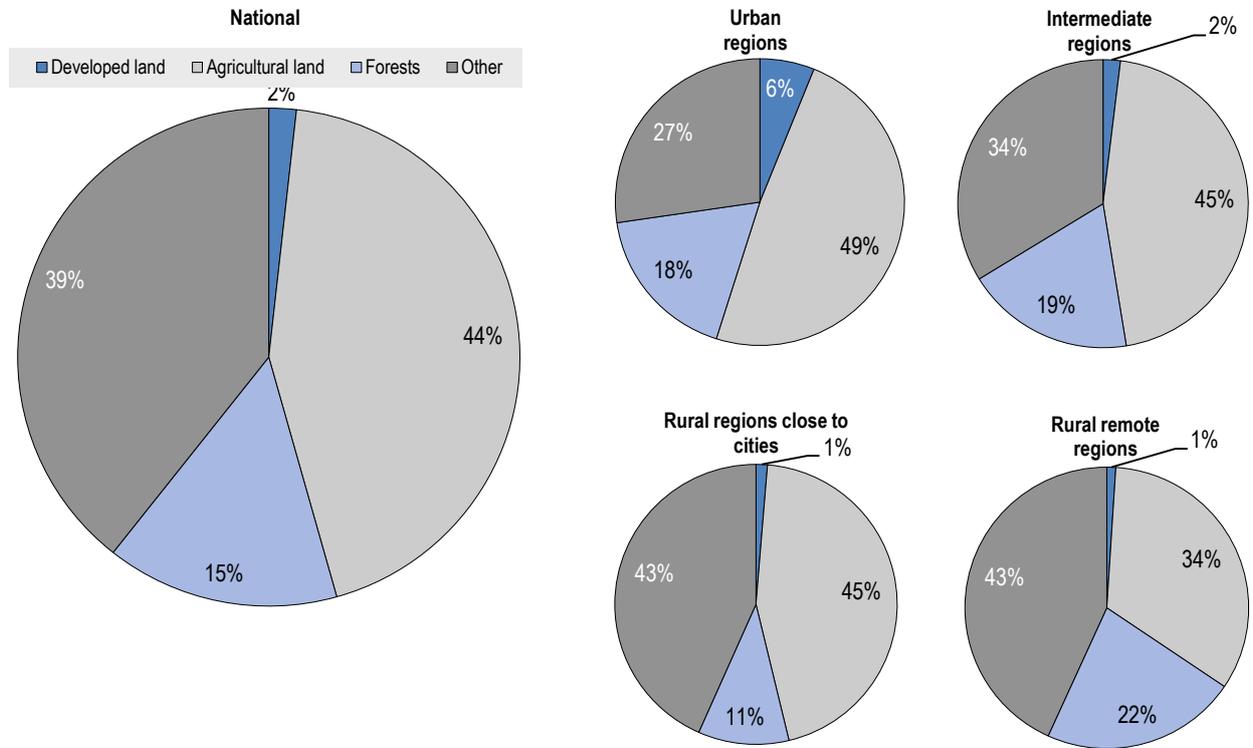
Expropriations are possible if a planned development is in the public interest, independent from whether it is conducted by private or public developers. Before expropriations start, attempts for a negotiated settlement must have failed and a fair compensation for expropriated land must be paid. Expropriations can only be conducted by public authorities, but they can determine the public interest in a privately planned development and expropriate accordingly.

Recent and planned reforms to the system of land-use planning

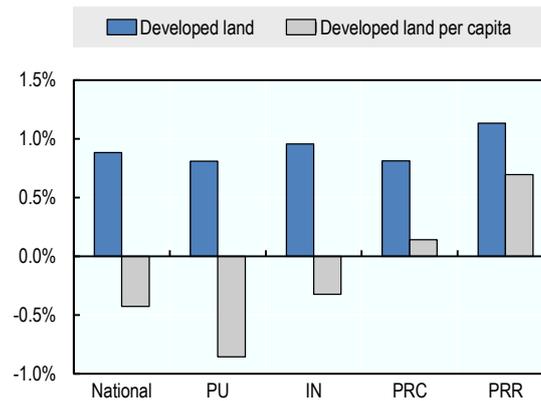
Several reforms to the Turkish land-use governance system have occurred in recent years. In 2001, a reform integrated principles for sustainable development into the national planning strategies. This was further strengthened by incorporating environmental and ecological priorities into the main planning laws in 2005. In 2006, the *Regional Development Agencies* were established with the goal to promote economic development at the regional level. In 2013 a reform reshaped the size and functions of municipalities.

Land cover in Turkey

Land cover at the national level



Annual change in developed land, 2000-12



Note: PU: urban regions, IN: intermediate regions, PRC: rural regions close to cities, PRR: rural remote regions.

Land-use trends in Turkey

With 182 square metres, Turkey uses the least developed land per capita of all analysed countries. While developed land increased by more than 10% between 2000 and 2012, this growth was outpaced by population growth. As a consequence, developed land per capita decreased slightly between 2000 and 2012. This was the case especially in primarily urban areas, where population growth has been exceptionally strong. While the share of agricultural land in Turkey is comparable to many other OECD countries, the share of forested land is lower than in many other analysed countries. Likely, this is due to climate conditions.

Source: OECD calculations based on *Corine Land Cover dataset*.

Land cover at the national level in Turkey

Land cover (km ²)	National	Urban regions	Intermediate regions	Rural regions close to cities	Rural remote regions
Total area	771 692	48 946	237 590	385 591	99 564
Total developed land	13 618	2 989	4 580	5 036	1 013
Percentage of total	1.8%	6.1%	1.9%	1.3%	1.0%
Annual change in developed land, 2000-12	113.8	23.0	41.2	38.9	10.7
Annual percentage change in developed land, 2000-12	0.88%	0.81%	0.96%	0.81%	1.13%
Agricultural land	338 538	23 872	108 120	173 257	332 89
Percentage of total	43.9%	48.8%	45.5%	44.9%	33.4%
Annual change in agricultural land, 2000-12	-73.3	-17.3	-24.3	-24.9	-6.8
Annual percentage change in agricultural land, 2000-12	-0.02%	-0.07%	-0.02%	-0.01%	-0.02%
Forests	115 801	8 722	44 710	40 132	22 237
Percentage of total	15.0%	17.8%	18.8%	10.4%	22.3%
Annual change in forests, 2000-12	-80.0	-1.5	-68.6	4.7	-14.6
Annual percentage change in forests, 2000-12	-0.07%	-0.02%	-0.15%	0.01%	-0.07%
Land cover per capita (m²)					
Total developed land per capita	182	121	169	263	274
Annual percentage change in developed land per capita, 2000-12	-0.42%	-0.86%	-0.32%	0.14%	0.70%
Agricultural land per capita	4 530	967	3 979	9 044	9 000
% annual change in agricultural land per capita from 2000 to 2010		-1.72%	-1.29%	-0.68%	-0.45%
Forests per capita	1 550	353	1 645	2 095	6 012
Annual percentage change in forests per capita, 2000-12		-1.67%	-1.42%	-0.65%	-0.50%

Source: All land cover statistics for Turkey are based on OECD calculations based on *Corine Land Cover dataset*.