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## Administrative Structure and its Effects on Spatial Development of Istanbul

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# **ADMINISTRATIVE STRUCTURE AND ITS EFFECTS ON SPATIAL DEVELOPMENT OF STANBUL**

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## **1. INTRODUCTION**

In 1980s tendency of planning and development in cities have changed direction from centralization to localization by the spread of democracy (Devas and Rakodi, 1993; Gülersoy and Others, 1993). Turkey Republic -just has been described a developing or new industrialized country- has accepted metropolitan administration approach. Then principle decisions have been taken about powerful local administration. But administrative structure established hasn't been effective. Insufficient factors like as immigration, socio-economic and political unstabilization, absence of positive, creative policies etc. have prevented planned developing of cities those, most of them is the stanbul.

This article sets forth that the administrative structure in stanbul is far from directing the formation of physical space and even that it directs such formation negatively and also intensifies on the negative reflections of said management chaos on the space.

## **2. THE ADMINISTRATIVE STRUCTURE IN STANBUL**

So-called central government have proven extremely effective on the formation of physical space since initial eras in stanbul, the area where 40% of Turkey's economy is created, which was established at one of most important strategic locations of the world (Eyübo lu, 1998). This economic and strategic power has aggravated the tendency of central government not to loose the control over stanbul. The most important reason therein is the domination of the tendency of political wills in central government to retain resources at hand in order to maintain their effectiveness over local authorities. However, the opening to outside the country that began in 1950's and speeded up in 1980's and the facilitation of monitoring the practices in overall the world closely have caused some changes in the management understanding. The increasing weight of attitudes towards localization has stimulated the pressures over central government. Other reasons for said efforts may be outlined as follows:

- The chaos resulting from ever enhancing duties of central government in Turkey and in turn, the inability of central government to fulfill its principal duties;
- The insufficiency of their technical, managerial and financial capacities to manage operations in connection with urban improvement;
- The spreading of the idea that local authorities have increasingly become burden on the central government;
- Their incompetence on the subject of metropolitan areas that require comprehensive metropolitan administration.

The metropolitan administration understanding having been set forth by the merit of Law No.3194 and 3030 in 1980's, İstanbul included 66 local administrative units which may be handled in 4 different categories, namely 32 district municipalities, 32 subdistrict municipalities, the İstanbul Great Metropolitan Municipality and the Governor's Office (the local branch of the central government). In the event the legal system and the practices are examined, it is readily apparent that the metropolitan administrative structure insistently implemented in İstanbul is not healthy. This condition may be understood more clearly if the units directing the reconstruction movements in İstanbul are handled (Table 1; Map 1) (Eyuboğlu, 1998).

Table 1: Administrative Units Directing İstanbul's Spatial Development (Local and Central)

	Units	Effective Areas
LOCAL	Municipality of Greater İstanbul	Borders in Municipality of Greater İstanbul
	District Municipalities	In The Own Border Of District and Adjacent District
	Subdistrict Municipalities	In The Own Border Of District and Adjacent District
CENTRAL	Governor	Outer Areas Municipal borders
	State Planning Bureau	Marmara Region and Metropolitan Area Of İstanbul
	Ministry of Public Works	Different Areas in the City
	Bosphorus Planning Administration	Bosphorus
	Ministry of Culture	Urban Conservation Historical, Archeological Areas etc
	Ministry of Environment	Special Environmental Areas
	Ministry of Tourism	Tourism Areas and Centers
	Other Ministries	Related to Their Own Occupation, For Example, Forests Agricultural Areas etc.

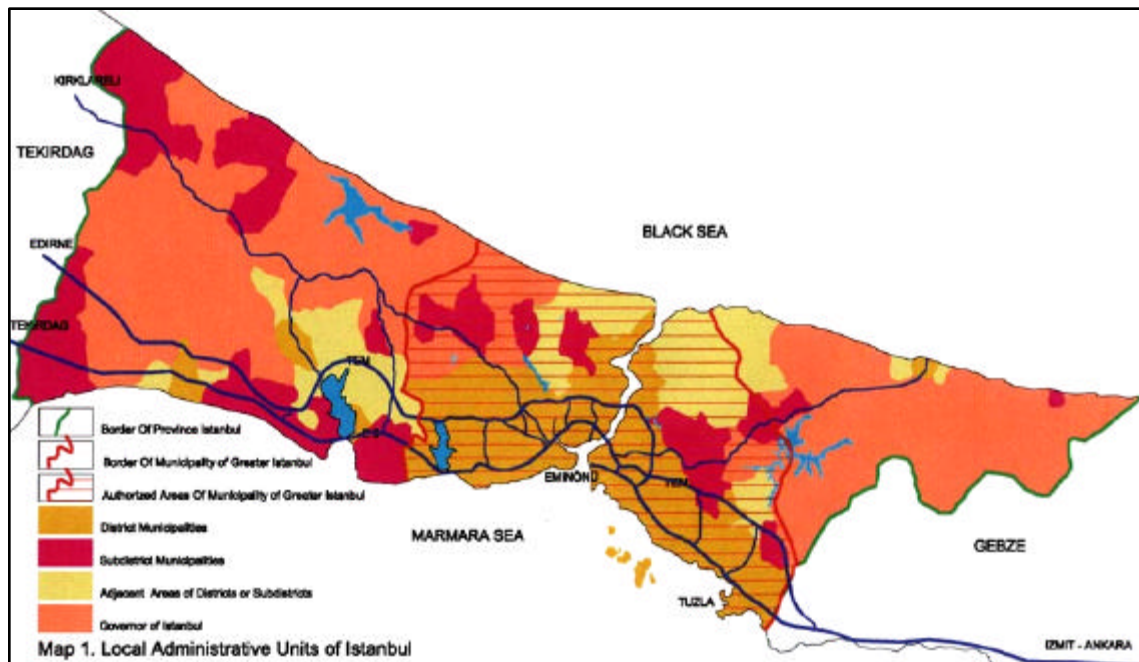
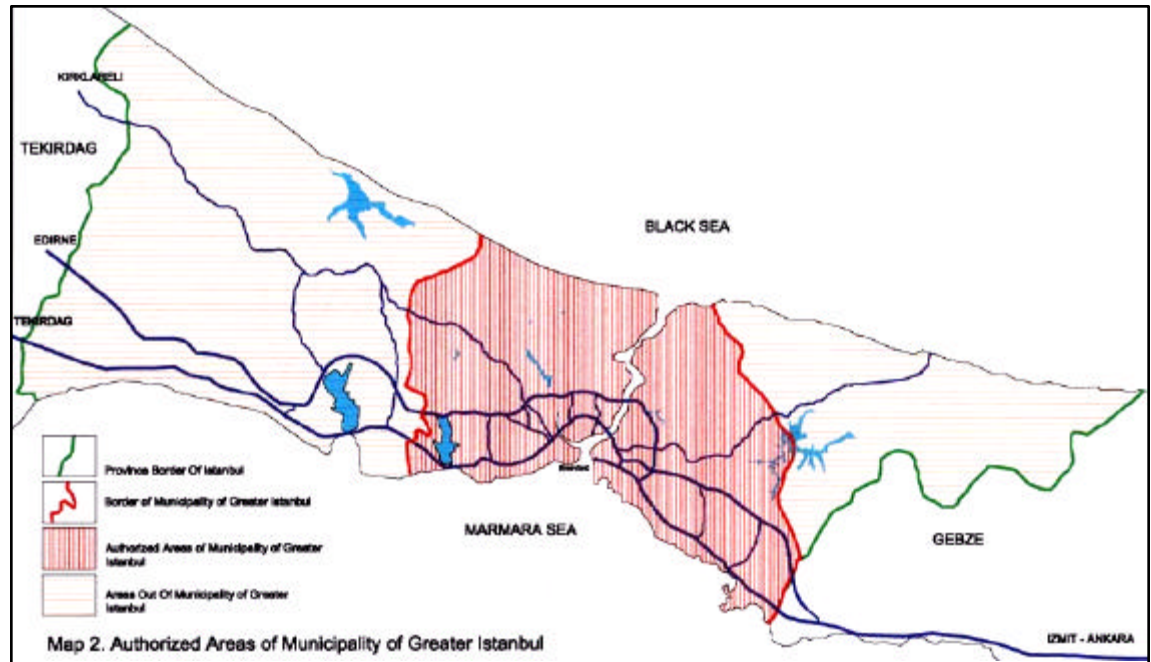


Table 2. : Local Administrative Units Directing İstanbul's Spatial Development

Borders in Municipality of Greater İstanbul	
	District Municipalities in Municipality of Greater İstanbul
	Subdistrict Municipalities in Municipality of Greater İstanbul
Outer Areas of Municipality of Greater	District Municipalities out of Municipality of Greater İstanbul
	Subdistrict Municipalities out of Municipality of Greater İstanbul
	Governor of İstanbul

Of the municipalities taking place inside the provincial boundaries of İstanbul, 44 municipalities are inside the boundaries of Municipality of Greater İstanbul (MGI) and 25 municipalities are outside such boundaries of the Municipality of Greater İstanbul. However, 17 local authorities within the boundaries remain outside the supervision of MGI. İstanbul Governor's Office is duly responsible and authorized outside adjacent areas of the municipalities. Metropolitan governor's offices and district governors' offices that are local branches of the central government, function within the system of local administrative in addition to the municipal administrative units (Table 2; Map 2) (Eyuboğlu, 1998).

The administration and coordination of any structure divided and empowered with separate authorities as outlined in Table 2 inherit many troubles within itself. Some of said troubles are the boundary troubles in the planning and implementation, the troubles of authority, the lack of special legal regulations, the acting of subdistrict municipalities like independent units etc.

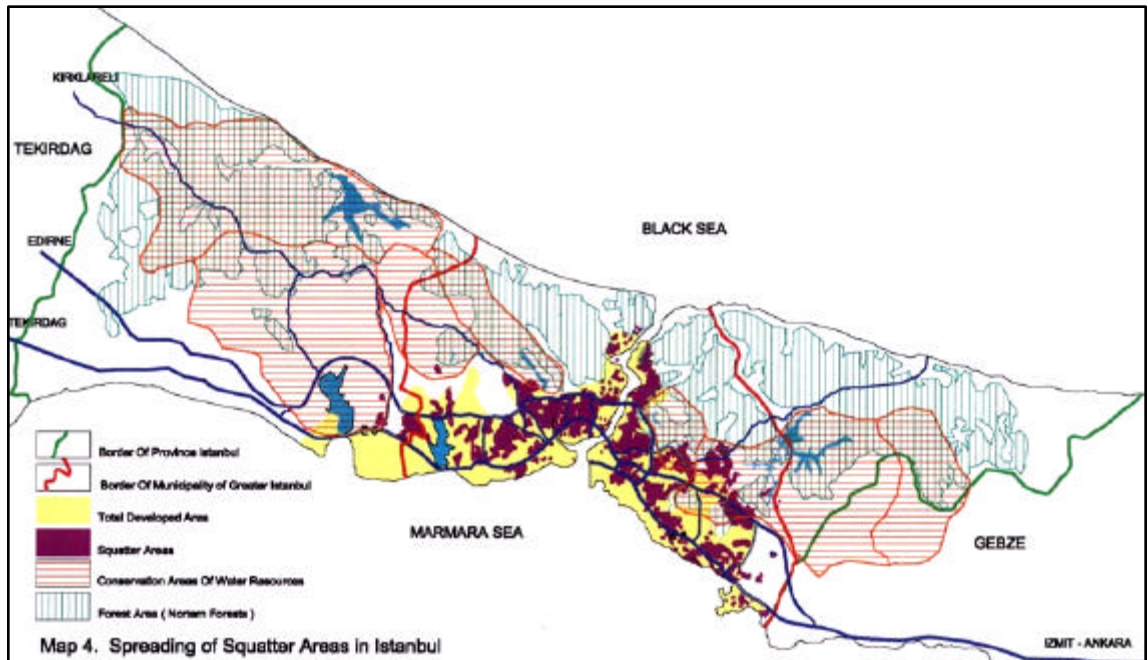


### 3. THE SPATIAL REFLECTIONS OF TROUBLES DERIVING FROM THE ADMINISTRATIVE STRUCTURE IN ISTANBUL

It would not be realistic to expect any positive improvement in the physical space of Istanbul having administrative troubles such as aforesaid authority chaos, political concerns, conflicts between administrative units etc. Further to all said troubles; the continuing immigration to Istanbul, its increasing importance as an attraction center and the excessive increase in its population has resulted in the rapid deterioration of the physical space. The shanty towns have increased and spread; the natural resources have been polluted and the open fields have vanished; the downtown section has been obstructed by the excessive housing and the increasing intensity; the historical sites have been worn out and the implementation of plans have been rendered impossible.

#### 3.1. Increasing and Spreading Squatter Areas and Illegal Housing

One of most important troubles resulting from the divided structure of administration in Istanbul and the holding of powers by different units is the increase in the number and intensity of illegal shantytowns. The absolving rumors spreading before almost all elections and the concerns of both local and central government to be elected again have rendered impossible to prevent this sort of illegal housing. The failure of the central government to take radical steps as required on this subject has made the solution more difficult. Moreover, the legalization of these areas in time has caused a substantial part of the physical space in Istanbul to be resulted from this sort of housing. The urban spaces with deficient infrastructure and utilities and low physical and social living standards have increasingly covered Istanbul (Map 4).

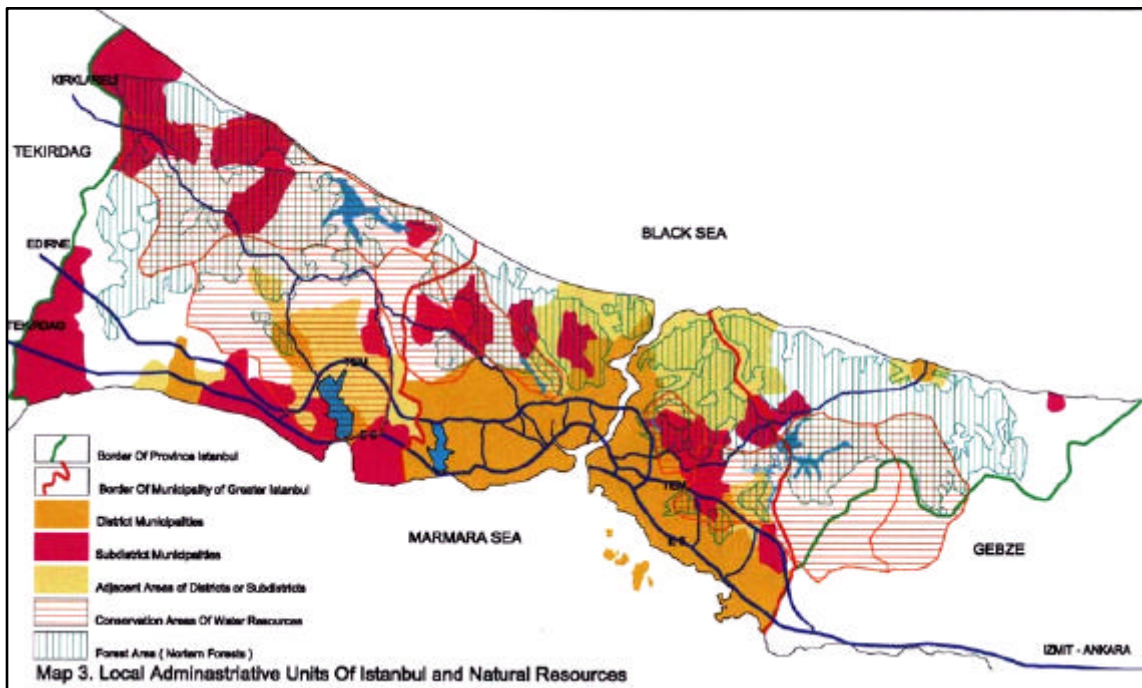




### 3.2. Contamination of Natural Resources and Vanishing Open Fields

The pieced and broken plans and practices made by the districts and subdistricts outside the boundaries of the metropolitan municipality in a metropolitan environment where the relations and interactions have proven denser than ever, have negatively affected the physical structure of İstanbul at the very extreme. These local authority units established in those areas which include the natural resources of İstanbul are able to make independent and focal decisions on such subjects as water provision, usage of agricultural areas and usage of coasts etc. that concern the future of all İstanbul so closely.

Moreover, the squatter areas and the illegal housing in İstanbul have rather spread the northern section of the city where the forestry areas and water basins are much more available. These areas are almost entirely uncontrolled and subjected to the housing randomly because they have been managed by the municipalities of those districts and subdistricts which are outside the boundaries of Municipality of Greater İstanbul. The forests of İstanbul have vanished and the water resources and coasts have been contaminated by pollutants (Map 3).



### 3.3. Excessive Housing and Increasing Intensity and Obstruction of Downtown Section

The central government is effective on the subjects of planning, implementation and administration in relation with the improvement of physical space in İstanbul in addition to its supervision duty. This power granted by laws usually reflects on the space in İstanbul in negative ways. The regulating plans prepared in the metropolitan area are disregarded in decisions made by the central government. The functions not provided for in the regulating plans as in the examples of Taksim Süzer Tourism Center, Park

Hotel, Swiss Hotel and Koç University are announced by the central government. This condition either harms the integrity of plans and causes decreases in the open fields and increasing intensity by leading to intensity other than the plans (Map 5).

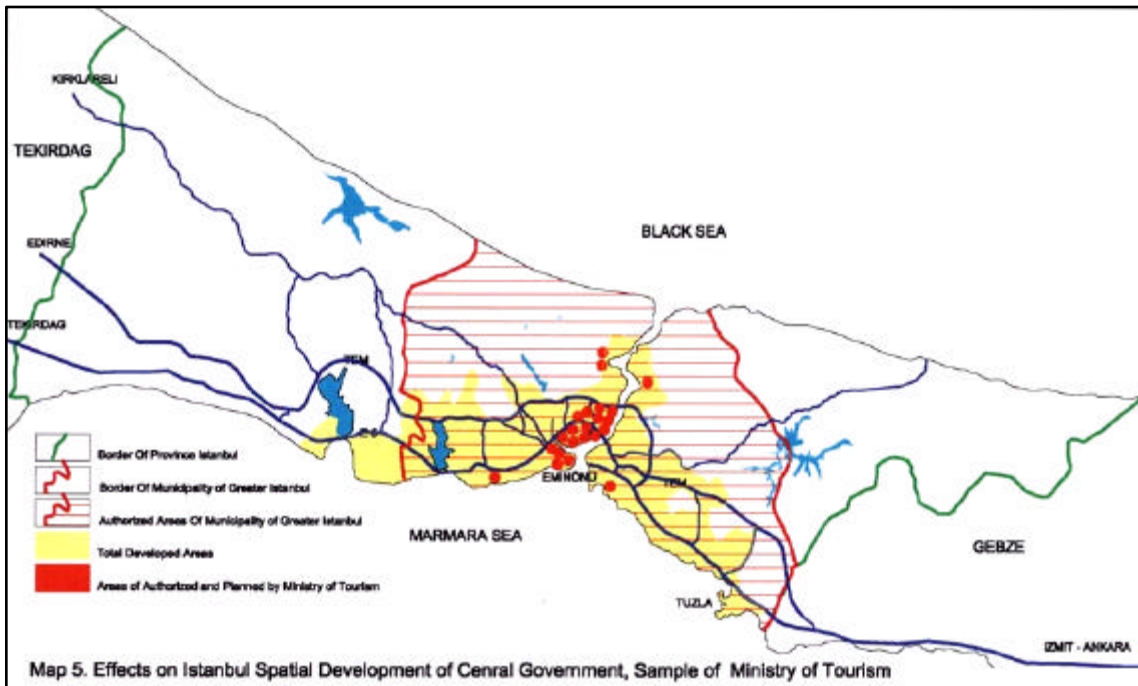
### 3.4. Historical Sites Worn Out

The dual administrative structure emerging especially in the practices within the protected urban areas and the slowly operating style of said structure render difficult to make decisions in these areas. In turn, the historical works and sites either wear out or vanish through some illegal ways due to the difficulties in the operating of the process (Map 5).

### 3.5. Inability To Execute Plans

As much as İstanbul experience troubles due to its affiliation with the center in terms of administration, it also encounters further troubles deriving from the division of local authority within itself. The division of local authority of İstanbul to the great metropolitan municipality, governor's office, district municipalities and subdistrict municipalities leads to that multiple administration and powers chaos.

The reasons such as the incongruence of the boundaries of province and GMM, the holding of planning powers by different units, the delegation of independent planning powers to subdistrict municipalities as the smallest unit make it impossible to carry on any planning aimed at the integrity of the metropolitan area and to implement the same.



## CONCLUSION

Istanbul can be described a world city has not a properly administrative structure for promote the right kind of development in the right place.

- Local administrative structure and combination of central government and local authorities have to be reorganized.
- The sufficient combination of central government and local authorities has to be established.
- Metropolitan planning has to be coordinated by Municipality of Greater Istanbul.
- Borders of local authorities and their authorization must be revised.
- Planning borders must be fit on authorized border of Municipality of Greater Istanbul.
- Unlimited planning authorization of subdistricts or districts has to be prevented.
- After the approval procedure interfere of central government or the others to metropolitan plan have to be extremelly limited.

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