Ethics for the Prevention of Corruption in Turkey

ACADEMIC RESEARCH REPORT

PLANNING ETHICS
AT LOCAL LEVEL

Asst. Prof. Dr. Gökçen KILINÇ
Assoc. Prof. Dr. Hüseyin ÖZGÜR
Asst. Prof. Dr. Fatma Neval GENÇ

May 2009

T.C. BAŞBAKANLIK
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Council of Europe
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Introduction

The Study on Planning Ethics at Local Level will look at the legislative, institutional and procedural framework for dealing with planning applications and development at local level. It will consider such issues as on the development area plans, and planning ethics on the relationship between developers, planners, politicians and academicians. The study will consider the expertise of the local public officials involved in planning, the pressures on planning procedures, the potential for corruption, the nature of ethical guidance, and procedures for local public officials, and procedures for the publicity, review and appeal of decisions. The study considers the relationships between local, regional and national planning authorities, and the relationship between local public officials and the citizens in the planning process.

It is aimed;

- to consider the expertise of the local public officials involved in planning, the pressures on planning procedures, the potential for corruption, the nature of ethical guidance and procedures for local public officials, and the procedures for the publicity, review and appeal of decisions.

- to consider the relationships between local, regional and national planning authorities, and the relationship between local public officials and the citizens in the planning process.

- to consider the wider environmental and conservation issues associated with planning at local levels. It may make recommendations for the improved ethical conduct of local public officials and the improved corporate social responsibility of individuals and companies involved in planning.

City and regional planning face an increasingly wide range of ethics-related challenges. A growing number of cities and municipalities have become a subject to mass media due to ethical considerations in plan making and implementation.

However, as Plogger (2004) perfectly summarizes, at least for North American situation, John Forester claims that planners are "practical ethicists" (Campbell, 2002: 272), and this may be one reason why we find only few studies of the ethical discourses involved in planning and of planners' ethical ways of thinking. Of course, John Forester's entire writings may be said to concern practical planning ethics. However, theoretically it is either discussed in a formal way in line with Habermas's idea of a formal discourse ethic (Campbell and Marshall, 2002a), or delimited to planners' (ethical) practice towards others (see, for example, Forester 1993, 1999). Research into planners' ethical ways of thinking and reasoning should, however, be concerned more about which ethical values planners value or prefer, and what ethics is to planners as subjects and as civil servants (see, for example, Campbell and Marshall, 1999). (all Ploger, 2004: 49).

Why is ethics so crucial to planning practice, theory and analysis? First and foremost, it is important because "moral judgements and ethical questions pervade the daily practice of planning" (Campbell and Marshall, 1998: 117). Second, because ethical values are constitutive to planners' identity, choices, practices and obligations as civil servants. Third, because institutional practices rely very much on taken-for-granted, a priori schemes that mark "the values and obligations which shape practitioners' views of their roles and purposes" (Campbell and Marshall, 2002b: 93). Fourth, ethical discourses form the ethos of planning institutions, and also societies' legal politicisation of planning (Ploger, 2004: 49).

Although some planning studies recognise that planning is deeply ethical and that planners constantly struggle with ethical dilemmas related to practice and choice of solutions (Hendler, 1995;

Mandelbaum et al., 1996), planning studies lack conceptual and empirical research concerning questions of what ethics is as value and as frame of reference for planning. Questions about the nature of 'the good life', 'responsibility', the ethic of 'the other' or 'the stranger', pluralism and liberalism versus 'justice' and 'fairness' or 'equality', and individuality versus community are all questions that represent ethical concerns with which planners in reality are confronted almost on an everyday basis. As soon as politicians and planners are confronted with an ethical bias, they immediately experience any ethical preconception or common sense as contestable and a frequent source of conflict. More and more often, politicians and planners experience difficulties when they try to speak of 'common interests' or 'necessary solutions' (Ploger, 2004: 49-50).

Ethics must, furthermore, be a particularly precarious matter if planners support forms of advocacy planning, work for equality in society or socially just city planning, because planners must then repeatedly make ethical choices within a political sphere where segregation, social exclusion and neglect of the rights of 'weak voices' are common, and where compromises on 'what is just' or 'fair', and on whom to benefit and why, are said to be politically necessary. Planners often find themselves caught in an ethical impasse, having to accept political decisions and to work within a political system where scales of class differences are 'temporarily tolerated' (reformism) or accepted (liberalism). And they may find political attitudes they have to serve that are in contrast to their own wish to defend the idea of equality. Planners constantly find themselves having to choose between the ethical principles they hold and the ethics of 'real' politics (Ploger, 2004: 50).

The impartial planner is an illusion (he/she is always at least 'political'), and a study of planning practice should therefore also be concerned with which ethical questions and values, which ethical approaches they work within, approve or withhold. For many reasons, planners in their everyday practice may in fact be much more concerned about morality than ethics. Morality —"the way the world ought to be' and 'what we ought to do"— consists of principles that most certainly will guide professional planners' everyday practice if the person is in any way committed to public planning, whereas ethics —the foundation of a specific moral value or norm— is rarely discussed among planners. But ethics and morality are in fact always part of people's lives and work, and part of a working ethos (a foundational way of thinking) (Ploger, 2004: 50).

The ethical sensitivity of all professionals, lawyers, physicians, educators, and business executives, has come under close scrutiny in recent years. The past level of ethics exhibited by professionals is no longer adequate and perhaps never was. This renewed ethical concern represents the recurrence of an established issue: The lack of ethical behavior exhibited by many persons in positions of responsibility" (Tsalikis and Fritzche, 1989: 695).

Planning ethics has become a major topic of concern as evidenced by numerous publications in newspapers, magazines, books, and scientific journals in North America. The increasing interest in planning ethics demonstrates the rising concern of the public, planning practitioners, and researchers in the domain of planning ethics in North America, however, same level of interest cannot be observed in Europe. Especially in Turkey, the usable guidelines and discussion on practical side of ethics in planning is almost absent. Similary, public interest as well as academic studies on planning ethics is quite weak and limited. Only a handful of literature review based and/or intellectual view-based planning ethics articles and papers are published within last 15 years in Turkey.

Despite this intensive and rising interest in ethical issues in North America and Europe, both the scholarly literature in Turkey involving ethical considerations and practical measures are still limited, especially comparing to USA and Europe, despite recent rising institutional and academic interest. From this limited literature, it is clear that there is a gap in implementation of ethics rules, codes and approaches. This study is designed to help filling this gap.

1. Media and Literature Review: Current, Conceptual and Theoretical Issues

1.1. News about Planning Ethics in Local Government: Turkish Media

There are lots of local government personnel or mayors are come to order in media in with corruption or bribery accusation in Turkish.

120 municipal employees in İzmir's Güzelbahçe and Değirmendere regions, including their mayors, were detained yesterday in an anti-corruption operation initiated by the local prosecutor. According to reports, among the 120 detained were Güzelbahçe Mayor Ertan Evkıran and Değirmendere Mayor Necati Şemsettin Eren, both from the Republican People's Party, or CHP. It was reported by the Anatolia news agency that all employees for the Güzelbahçe Municipality were detained. The operation was initiated after a seven-month investigation that followed an Interior Ministry directive. It was noted that more might be taken into custody. The Interior Ministry had requested an investigation into Avkıran for an abuse of power resulting in the loss of municipality funds and for signing illegal documents. As he was taken in for questioning, Avkıran said he had no idea why he was being detained, adding that he could answer all charges. It was noted that the detained were charged with forming a criminal gang, bribery and corrupting municipal tenders.

Interior Ministry to probe corruption claims Two investigators have been appointed by the Interior Ministry to head a probe of corruption claims surrounding the Çankaya Municipality, known as a fortress of the opposition Republican People's Party, or CHP. The investigators will look into claims that members of the municipal assembly accepted YTL 100 billion to 150 billion in bribes monthly in return for allowing the use of land open to construction, reported the Anatolia news agency yesterday. The claims leveled at the CHP-led municipality in Ankara's Çankaya district, which is densely populated by secular elites, came at a time when the opposition party has been pressing its political rival, the ruling Justice and Development Party, or AKP, over alleged corruption files. "I have been abandoned by our members from the municipal assembly. I cannot even do my job," Çankaya Mayor Muzaffer Eryılmaz said, according to tapped telephone conversations. In recent remarks the mayor denied, however, the allegations, calling them a "conspiracy." In contrast, the CHP is determined to look into the case. "I don't discriminate by political party when pursuing the issue of corruption," CHP leader Deniz Baykal was quoted as saying in press reports. "I search such cases whichever party they concern ... I will not stop tracking corruption files. This is my understanding and the CHP's in the fight against corruption." Baykal: no tolerance Baykal said whoever was engaged in corruption must account for what he or she has done. The party leader said he immediately gave instructions for a probe into the allegations. "The claims will be examined by a delegation from our jurist colleagues. I asked them to listen to our mayor and the members of the municipal assembly," said Baykal. He said the claims would be investigated seriously and necessary action would be taken based on the results of the probe. "As the CHP we are combating corruption everywhere." The CHP earlier challenged the government to a duel over the corruption claims aimed at the party leaders following the open debate between both parties' number twos. But no positive response came from either Prime Minister Recep Tayyip Erdoğan or the AKP leadership. The CHP's Kemal Kılıçdaroğlu and the AKP's Dengir Mir Mehmet Fırat discussed alleged corruption files in a televised debate moderated by investigative journalist Uğur Dündar. Kılıçdaroğlu later said Baykal was ready to challenge Erdoğan in a similar debate.

New corruption claims involving Turkey's AKP: A new corruption case involving a member of the ruling Justice and Development Party (AKP) has come to light in Turkey's southeastern province of Gaziantep, Hurriyet Daily reported on Wednesday. Asim Guzelbey, the mayor of the Gaziantep elected from the AKP list, signed a "protocol" with a local businessman to donate 700,000 YTL ($577,640) to the municipality for a parcel of land he received to compensate for land procured from him by the municipality to build road, the report said. According to the report, Eyup Goymen, a member of the Independent Industrialists and Businessmen's Association, was awarded a valuable plot of land as compensation for lands procured from him by the municipality, and for which he paid a sum well-below market value. In a similar land corruption case, Saban Disli, deputy chairman of the ruling AKP, who was accused of accepting a $1 million rezoning bribe for lands purchased by Tesco in Turkey, resigned from his party on Tuesday. The opposition Republican People's Party (CHP) brought to light the corruption case in which Disli accepted funds to push through an ambitious planning application from a local entrepreneur, who later sold the prime site in Istanbul to Tesco, the UK's biggest retailer by sales, for $13 million. Tesco denied any connection to the bribery claims and said the allegations that surfaced in Turkey were a political matter and had nothing to do with their purchase of the land or the subsequent store development.

Edirne mayor were arrested on corruption charges. Nine suspects, including Edirne Mayor Hamdi Sedefçi, were arrested by a court Monday for alleged corruption in tenders and for organized crime, while seven others, including the son of former President Turgut Özal, Ahmet Özal, were released pending trial. All suspects were questioned by the Edirne prosecutor's office. Özal, speaking to reporters after his release, said he trusted the Turkish judiciary, dismissing claims that he was involved in corruption. "Very interesting things are going behind the scenes. Politics is involved. I know some are annoyed that I am considering entering politics. I will run for the Motherland Party (ANAVATAN) leadership," he said. He said he had no knowledge about the incidents he was questioned about, adding that he will return to Edirne next week. The suspects face charges of corrupting tenders, accepting bribes and forming a criminal organization. The investigation was based on discrepancies in the 30-year management of the water network and the building of the new municipality building in Edirne, the Doğan news agency reported.

Kuşadası municipality investigated for corruption The mayor of Kuşadası and 11 municipal assembly members are facing an administrative investigation for tampering with official documents in order to legalize illegal buildings. Interior Ministry investigators have approved the investigation of Kuşadası Mayor Fuat Akdoğan and 11 municipal assembly members. Akdoğan and four members of the assembly were elected on the Justice and Development Party (AKP) ticket, whereas the seven other members are independents. The corruption allegations in the resort town of Kuşadası in Aydın province came to light during routine inspections by ministry officials in January. The inspectors accused the municipality of legalizing buildings that were illegally built, violating urban planning principles and taking decisions that created urban congestion. The inspectors' report paves the way for all assembly members, apart from four from the Republican People's Party (CHP) who voted against all decisions, to be investigated. The local prosecutor's office will assess the case and if it finds criminal complicity, the mayor and the assembly members will be charged

Ministry takes over Bodrum's building rights Culture and Tourism Minister Koç says some municipalities abused their authority to issue building permits Culture and Tourism Minister Atilla Koç said over the weekend the right to issue building permits in the tourist resort of Bodrum had been taken over by the ministry, adding that the issuance of building licenses by municipalities had caused serious problems in some regions. Speaking to journalists, Koç said: "We have taken over Bodrum for now. If we take over in all municipalities, there is a chance corruption could spread to Ankara." The

Culture and Tourism Ministry has been working on the project for the last seven months as a result of serious claims of corruption in the issuance of building permits in Bodrum. "The right to issue building permits always rested with us, but we weren't exercising it. The municipalities did. However, in some regions, this started to cause problems." He said in regions without the necessary infrastructure, the issuing of the permits became corrupted. "We said we should at least save some of these regions and started with Bodrum. There are 10 localities in Bodrum. We can't say each one did bad things."

Bodrum Mayor Mazlum Ağan said they were not informed of the decision, adding: "Apart from Güvercinlik, there is no land left in Bodrum to issue building permits for. If they are interested in building in protected areas, I can't say anything about that." The Muğla Gendarmerie Command initiated an operation last month that involved three municipalities, including Bodrum. Forty municipality officials from the Bodrum, Konacık and Yalıkavak Municipalities were taken into custody for allowing unlicensed buildings for financial gain. The investigation had revealed that there were municipal officials who owned three villas and some who owned companies. Fourteen inspectors and 22 experts investigated the building licenses of 7,000 houses.

The same applies to Turkey where criminal investigations are underway into alleged corruption in Bodrum, Mumcular, Konacik and Yalikavak relating to the unlicensed construction of buildings that contravene zoning law. 15 people have so far been arrested, including the Zoning Director of Bodrum Municipality with computer and paper records are being seized. Post investigation, any unlicensed buildings will be subject to demolition. Turkey's building boom has the potential of 'Spanish' levels and as such there is an obvious cause for concern by both agents and buyers involved in Turkish property investment. New levels of residential property taxation come into place in January 2007 which rise some 9.8 per cent. Taxes remain at 0.1 per cent of a home's value per year, but the new sliding scale rates rise to reflect Turkey's increasing property values.

The first documented case of high-level bribery concerned AKP deputy Chairman Saban Dişli. Dişli appear to have signed a deal whereby he would receive US$ 1 million for turning a piece of land within Istanbul's city limits from a green pasture area where nothing could be built into a commercial property where buildings could be erected. Allegations emerged also against the AKP Mayor of Gaziantep and the Head of the AKP's office in Batman Province. In Gaziantep, similar to the Dişli case, the allegation is that the AKP and businessmen close to it benefited from the Mayor's decision to turn a property into a commercial entity.

The mayor of Akfırat, a second range municipality in Tuzla, is accused of having been involved in a gunfire on Hüseyin Çelik. The latter lodged a complaint to the prosecutor of Tuzla against the mayor concerning a planning permission delivered by the Akfırat town administration. This event followed a physical aggression for which the mayor's brother had been condemned.

Report directs serious charges against Kadıköy Municipality. Following admissions of bribery from Ankara's Çankaya Municipality, more bad news has come to the opposition Republican People's Party (CHP), this time from the İstanbul district of Kadıköy. The Government Accounting Bureau, in an examination of the Kadıköy Municipality, has discovered a series of "illegalities and irregularities." According to a report prepared by the bureau, the municipality transferred profits from land and buildings it "occupied" directly to foundations and companies formed by the municipality itself. Profits from said buildings and plots of land were used for a variety of purposes, including the procurement of buildings for newspapers and magazines published by the municipality, as well as the hiring of personnel. The government report notes that illegal practices by the Kadıköy Municipality have cost the state millions in damages.

Addition these news, some mayors, deputy mayors, and bureaucrats in planning departments, members of city council were arrested or questioned. For example: Tekirdağ-Çorlu Municipality. Tuzla - Orhanlı Municipality, Tuzla-Akfırat Municipality, İstanbul-Esenyurt Municipality, Mersin - Dorukkent Municipalitiy, İzmir - Buca Municipalitiy, Milas Municipality, Adana Greater Municipality, Yozgat Municipality, Gaziantep Greater Municipality, Bursa - İnegöl Municipality, İstanbul B. Çekmece and Tepecik Municipalities, Çorum Municipality, Diyarbakır Greater Municipality, Aydın – Didim - Akbük Municipalities, Balıkesir – Edremit - Zeytinli Municipality, Alaçatı (İzmir - Çeşme) Municipality.

1.2. Literature Review

The literature on planners' role orientations has traditionally identified two primary role orientation dimensions: one "technical" and one "political". Barrett (2001, Foreword) argues that planners' perspectives on what is ethical depend largely upon their role orientations. In particular, technical role orientations envision a planner who internalizes his/her own values and takes direction instead from elected officials, procedural manuals, etc., whereas political role orientations envision a planner that actively promotes his/her own values (and conception of the public interest) in the planning process (from Stevens, 2008: 19).

Ethical dimensions are inherent in all land use decisions. But how to act against these facts is not always clear for the planners. Land use planner, elected officials and the general public generally seem unaware of the variety of perspectives informing advocates of differing policy positions. There are few examples showing how land ethics operate in land use planning and policy development.

There are some empirical studies on planning ethics. However, only a limited amount of them are conducted and completed outside of the USA.

Hopkins (1999) in his study titled "*Structure of a planning support system for urban development*" states that the idea of a planning support system, if not the label, has been with us for at least twenty-five years. Many components have been developed but we lack an underlying structure with which to integrate these components. GIS provide useful tools but the map concepts on which they are built are insufficient for a planning support system. The structure proposed here builds on elements of geographic modeling and of planning. It works with actors, flows, investments, facilities, regulations, and rights, as well as elements familiar in GIS. It includes views and tools for sketch planning, model building, scenario building, evaluation, lineage tracking, and plan-based action.

Knox and Cullen (1981) in "Planners as urban managers: An exploration of the attitudes and self-image of senior *British* planners", analyzed the question of the nature and homogeneity of planners' attitudes and self-image is central to the current debate on planners as urban managers. If planners do possess an 'institutional mind' which is closely attuned to the 'ruling ideas of a ruling elite', and if their role in determining who gains and who loses in the process of planned urban development is influenced by a coherent professional ideology, then planners can be expected to share distinctive orientations towards the holders of political office, towards the urban environment itself, and towards specific social groups. In this paper they explore this issue, drawing on data from a survey of senior British planners. It is shown that British planners are drawn from a fairly narrowly defined spectrum of society and that they do in fact share distinctive attitudinal orientations. They subscribe to professional roles as mediators, guardians of the physical environment, and, above all, managers of the urban system. It is suggested that the 'ideal type' of planning personality centres on a managerial ethos which is directed towards 'problem solving' in a rationalist, positivistic way within a strictly defined hierarchy of authority. There is evidence, however, that there exist several subtypes of planning personality within this overall orientation.

1.3. Literature Review: Main Themes

Urban rent causes irregular urbanization (Tekeli, 1991). Public interest was not realized process of creation and sharing of urban rent in metropolitan planning process in Ankara. Tekel (2003) analyzed of urban planning in Ankara 1969-1984 processes and she conclude that, using detail/application (mevzii) plans and density decisions there was realized a great amount of rent and urban plans retiring from their main aims.

Çukurçayır (2007) analyzed three different plan modifications in Konya Greater Municipality and he concludes that these three plans created similar results: using plan modification, municipality transform urban land economically, not socially and municipality cause new problems like traffic. Urban plans can be understand by citizens after implemented. In this instance, it was too late for intervention (Çukurçayır, 2007).

Legal framework about construction in Turkey does not include "conservation considerations among its main aims. So, municipalities don't take into account conservation issues (Ekinci, 2007). Despite the developments experienced in institutional and economic areas, the concept of conservation which has evolved from single building scale to the scale of the conservation of the historical urban patterns, which the architectural heritage composes, has not been able to be integrated successfully into the city planning process. In more concrete terms, conservation studies carried out in settlements of Turkey in different degrees and sizes cannot constitute a part of the planning process, is limited to the efforts towards the conservation of the architectural heritage within the urban conservation area (Meshur and Sert, 2008).

Interest groups, individuals or politicians pressure on local governments or councils. Planners became ineffective actor in planning process. Planners/technocrats rationality is not powerful enough to struggle these groups. So, planners act as if bureaucrats in local govenment (Keleş, 1993a; Keleş, 1993b).

There was an effort by Gregory Foster to justify discretion by locating the seat of administrative morality in the individual rather than in restrictive legal codes. Foster reasoned that the law does not do much to help administrators act morally because it "fosters a particular way of looking at and responding to situations that is essentially amoral in nature. Instead, all things are viewed as legal or illegal." In his terms, the law did not lead to justice, because only "truly moral decisions can result in justice." Therefore, efforts to insure ethical behavior through more laws were misplaced because they limited the discretion needed to make truly moral decisions. A reliance on highly legalistic approaches, consequently, actually reduced public confidence and trust (Nigro and Richardon, 1990).

In Leys' terms, the problem for public administrators was to know what to do, as well as what not to do. Institutional, legal, and other limits on discretion may tell them what may not be done, "but we cannot expect administrators to act wisely if their only guides are statements of what they must not do." 'Leys observed that ethical reasoning should help public administrators make wise choices or decisions: The sort of ethics which may improve administrative decisions is concerned with the discovery of standards for right action rather than with the exhortation to do what has already been declared right. He found codes of ethics and "moralizing about the power of sin" to be relatively unproductive because, while they established rules of conduct for the administrator, they said little about the "standards which an administrator ought to prescribe for other people-citizens, departments, corporations, subordinates."

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Leys proposed a threefold classification of situations where discretion must be used, and he tried to show how ethical principles might provide applicable guidelines in each case: We shall distinguish three classes of discretionary powers: (1) technical discretion, which is freedom in prescribing the rule but not the criterion or end of action; (2) discretion in prescribing the rule of action and also in clarifying a vague criterion. This is authorization of social planning; (3) discretion in prescribing the rule of action where the criterion of action is ambiguous because it is in dispute (Nigro and Richardon, 1990: 625).

1.4. Discussion on Planning Theory in Connection with Ethics

Depicting a picture of a just city puts the planning theorist in the role of advocate —not necessarily the advocate for a particular group, as in Davidoff's concept of advocacy planning— but as the advocate of a program. Just-city theorists fall into two categories: radical democrats and political economists. The former differ from communicative planning theorists in that they have a more radical concept of participation that goes beyond the involvement of stakeholders to governance by civil society, and they accept a conflicting view of society. They believe that progressive social change results only from the exercise of power by those who previously had been excluded from power. Participation is the vehicle through which that power asserts itself.

The political economy group takes an explicitly normative position concerning the distribution of social benefits. It goes beyond neomarxism, however, in analyzing distributive outcomes as they affect non-class-based groupings and refusing to collapse noneconomic forms of domination into class categories. Until recently, the political economy tradition involved a critique of urban and regional phenomena based on values that were rarely made explicit (Fainstein, 1997; Sayer and Storper, 1997). Although clearly the principal value underlying such analyses was equity, the discussion usually proceeded by identifying unfairness without positing what was fair. There has been, however, an effort of late, paralleling and drawing onwork in philosophy (e.g., Nussbaum and Sen, 1993; Young, 1990), which has broken with positivism and with postmodernist relativism. The purpose of this project has been to specify the nature of a good city (Harvey 1992, 1996; Merrifield and Swyngedouw, 1997; Beauregard, 1998).

"Although professional ethics are considered a critical to a profession's success, this content is often rarely covered in graduate level programs that train the future leaders" (Moore, 2005).

1.5. Discussion on Ethical Dilemmas in Planning

Several ethical dilemmas can be discussed. Some of them more universal others are more specific to Turkey and or low-income countries and/or rapidly urbanizing countries around the world.

"A classic dilemma found in any public service profession, including planning, is the possible conflict between what the agency, which presumably serves the public, defines as the public interest, and what the individual professional thinks the public interest is" (Howe and Kaufman, 1979: 250).

Planners' actions can never be value free, and therefore planning analysis must try to trace explicit and implicit considerations of ethics in planning (Ploger, 2004: 50).

As How and Kaufman (1979) found in their empirical study based on several scenarios, "many planners do seem to be influenced, at least to some extent, in what they think is ethical by the intended beneficiaries of their actions. The same tactic used in behalf of different groups is judged differently. They expected this effect to be much stronger for politicians, who approve much more of open value commitment, than for technicians who generally wish to be value neutral. Actually, the results are rather mixed. On the scenarios giving out recommendations, politicians are influenced

more by the issue than are technicians; but when it comes to leaking information, there is no difference between the two roles. There is, however, an interesting difference on the leaking scenarios in that the beneficiary is much more important to planners who are not strongly committed to their agencies than for those who are" (Howe and Kaufman, 1979: 251).

Joma (1991: vii) makes an overview evaluation for ecological ethics in his dissertation. As Joma correctly puts in the words that "an ethical system must do two things: It must envision a particular way of life and it must work out a path to the realization of that way of life that is internally consistent, yet workable in the real world. Surprisingly, recent ecological ethics have failed to realize these two components of an ethical system. From Leopold's Land Ethic to Deep Ecology, no coherent ethical system was born. Most of the prevailing ecological ethics suffer from being too abstract or utopian in principle". Joma's critic for ecological ethics is mostly valid for planning ethics today.

1.6. Discussions on Turkish Planning System and Plan Applications in Connection with Ethics

As mentioned in chapter two, in Turkish planning system, the separation of control mechanism and acts of planning actors are mostly independent from each other. This separation and independence provokes individual actions to take place in planning control mechanisms. In other words each actor begins to introduce their own way of urbanism on the basis of proposals. This cause "individual interest based urbanism" in the country and each citizen tries to implement their own way on the land. However, with respect to that condition, individual interests cause pressures on plan decisions and on local governments. The findings of this research manifest the problems caused due to the gaps in planning system, as a source of ethical problems in Turkey. In order to eliminate this problem, the planning system should be changed in a way to give priority to public interest and to formulate comprehensive planning implementations.

Another problem which accelerates the ethical problems in planning is the structure of development plans. As Ünlü (2005) indicates in his dissertation, development plans provide only a general framework, depends on plot-based understanding, causes bureaucratization of control mechanisms and individual actions. Thus, Turkish planning system does not cope with the changes in "spatial context" and gives rise to plan modifications.

Plan modification is extensively used tool by the municipalities for directing the urban development in Turkey. According to in-dept interviews it is observed that some of the municipalities based these modifications upon the obsolescence of the existing plan, and the others to the insufficiency and bad-quality of recently prepared plans. The implementations in Adana Greater Municipality are a good example for this situation. The environmental plan has recently approved and as soon as plan approval, the planners in the local government started to prepare plan modifications. On the contrary, in Konya Greater Municipality, they try to shape urban development according to a plan prepared in 1960s. In fact Istanbul Greater Municipality is face to face the same problem. Although they use 1/100.000 scaled plans which is prepared in 1995 and then revised in 2005 in practice, legally the plan prepared by Ministry of Public Works and Settlements in 1980 is still valid. The strict planning approach of 1970s cannot be effective in controlling urban development in cities which encounter with rapid urbanization and immigration.

Another remarkable topic related to the ethical problems in local governments, is the rate of issues about public works and plans on City Councils' agendas per year. According to the information gained from in-dept interviews, in metropolitan municipalities the subjects related to public works and plans (development plans, urban regeneration projects and plan modifications) constitute 75% of the

items on the agenda with the average numbers 400-500 per year. Most probably, the reason for this fact is depend on rent factor. Development palns and plan modifications are the main tools for local governments to produce and marketing lands without extra costs in urban areas. Especially in metropolitan cities which are face to face with rapid urbanization, huge amount of profits can be gained by this way. The interest groups in the cities frequently put pressure on mayors and planners in order to obtain rent.

1.7. Summary of the main themes

In this section news about the planning ethics in Turkey, national and international literatures on planning ethics are discussed. This rewiev shows that plan changes are the most important ethical problem areas in cities as Kusadasi, Bodrum or metropolitan municipalities that urban rents high. National and international literatures on ethics in planning were examined in this section also. Our research questions prepared by this literature (eg. urban rents, rapid urbanization, weakness of law sanctions, insufficiency of planned lands, structures and profiles of city council members, politic pressures)

Planning ethics issues discussed with different arguments and aspects in international literature. According to literature, stand-alone ethics codes, rules, ethics is not enough to prevent non ethical behavior. Ethical issues in planning theory are discussed extensively by two groups; radical democrats and the political economists. When radical democrats stand on the participation, political economists stand on the distribution of social benefits.

Some of the ethical dilemmas in planning are universal, and some are unique for low-income countries such as Turkey. Planners' actions can never be value free, and therefore planning analysis must try to trace explicit and implicit considerations of ethics in planning

Planning ethics issues are discussed in national literature associated with urban rant effects of local pressure groups and protection issues. On the other hand, a problem of planning system is also mentioned frequently. Control mechanisms and planning actions of actors in the Turkish planning system are largely disconnected from each other. In this case, personal action plan and preferences of the self-interest is determining in planning. On the other hand, plan to be done on the basis of the parcel of land, urban development plan to guide the restoration of the intensive use, and control mechanisms of individual actions lead to a bureaucratic and complex planning system.

With rapid urbanization, especially the metropolitan council brought mainly to modifications in the plan is often a tremendous amount of planning decisions for the growth, led to rant and to get profits. Therefore, especially in metropolitan to obtain the earnings interest groups apply pressure on president, vice president and planners.

This study is based on national and international literature and available problems in Turkish planning system. As a sources of ethical problem, legal dimension of planning discussed in second section and planning process in Turkey is examined detailed in section three. In the context of these thee sections, research questions in this study prepared.

2. Legal Framework of Planning and Ethical Related Issues in Turkey

Turkish legal system basically depends on the Constitution which became effective in 1982. All the other legal arrangements should have prepared with reference to this constitution. Hence, before beginning to examine the laws and other concerning provisions, it is better to look at the arrangements related to planning, environmental protection and land use. For example; in the article 56, it is pointed out that "everybody has the right to live in a healthy and balanced environment. It is the duty of State and citizens to develop the environment and to prevent the environmental pollution". In this article, it is obviously proclaimed that the governments and citizens have to protect environment and avoid any act that can destroy it. It is a citizenship duty. In another article (no: 23), it is remarked that "citizens' freedom of settlement could be limited by legal arrangements for providing healthy and well-arranged urbanization." Besides, in the article numbered 35, there is a decision about the rights and limitations of property. It is stated that "everyone has the right of inheritance and property. These rights could only be limited for public interest. The usufruct of property rights cannot be on the contrary to public rights/interest." According to this legal provision, public interest is accepted as the main principle for healthy urban development.

Conservation of rural areas and agricultural lands are also handled within the framework of the Constitution. The article, numbered 44, gives the duty of taking the necessary measures for land development to governments.

Within the framework of the constitution, it can be said that main principles for urban development, public interest and land preservation are determined.

When the legal framework is analyzed with respect to "Planning ethics in local governments" it necessary to look at urban development legitimacy and governmental legitimacy. Those legal arrangements can be analyzed in two groups.

1- laws concerning local administrations,

2- laws concerning urban development and land use

2.1. The Laws Concerning Local Administrations

The Laws related directly with the local administrations comprise 'The Law of Greater Municipalities' (5216); 'The Law of Municipalities' (5215); 'The Law of Special Provincial Administration' (5302). Each of these outlines the territorial powers and responsibilities of local and central government administrations in planning and servicing aspects.

2.1.1 The Law of the Greater (Metropolitan) Municipalities (Act no: 5216)

The first "Greater Municipalities Law" numbered 3030 was approved in 1984 in Turkey. The latest form of this Law, numbered 5216, has been approved in 2004 with several revisions in the responsibilities and powers of the authority of greater municipalities. Since it is approved, greater municipalities are obliged to prepare so called 'Strategic which are essentially socio-economic in nature, rather than being solely a physical plan as prepared for many years. Other prerogatives given to these authorities include the preparation of both environmental plans between the scales of 1/50.000 and 1/25.000 and "master plans" between the scales of 1/25000 and 1/5000. Furthermore, they have the right to approve "detailed plans" in the scale of 1/1000 prepared by district

municipalities. They are also responsible for the preparation of plans concerning disasters, 'designation of locations of premises used for the processing and storage of explosive and incendiary materials'. Other than those, greater municipalities are entitled to provide preservation, maintenance and restoration of cultural and natural assets and historical values.

Planning and urban development had been detrimental in general for greater cities. However, redefinition of the territories of greater municipalities by the last Law has eliminated the privileged status of sub-district municipalities and collected the management and control of all district and sub-district municipalities within one hand. As understood from the sentences above, by this Law both the authorization area of the metropolitan municipalities are enlarged and at the same time they have authorized with the preparation of upper-scale plans.

By this Law greater municipalities have also chance to establish stock corporations within the realm of their authority (article no 26). Besides, they can accept grants for their expenses (article no 18).

2.1.2. Municipalities Law (Act no: 5393)

Municipalities Law had been revised for two times in 2004 (Acts numbered 5215 and 5272) and has taken its latest form in 2005 (Act no: 5393).

Other than greater municipality, municipalities including the district and sub-district municipalities in metropolitan cities are first responsible for plan preparation for their territorial areas. In addition to the task of plan preparation, they are also responsible from the protection of natural, historical and cultural assets. Municipalities are also entitled for land development and housing provision. They can exercise compulsory purchase for the purpose of land development with infrastructure or for the purpose of housing provision (production, selling and renting); and institute firms, borrow capital; issue shares and paper assets. By this Law, municipalities have also chance to establish stock corporations within the realm of their authority (article no: 70). Besides, they can accept grants for their expenses (article no: 15).

Further from above statements, the most important addition of the latest revisions made in "Municipalities Law" is that the municipalities of districts with a population of 50.000 and above has obtained the power to delineate areas which are deteriorated within the current urban context and designate those areas for the preparation of 'urban regeneration and development projects' and for the purposes of risk reduction as well. These projects may be prepared for the purposes of redevelopment or rehabilitation of specific old and historical quarters of the city, or prepared particularly in areas subject to high earthquake risks. However, in many cases, municipalities used the authority given by this law for the preparation of urban regeneration, rehabilitation and redevelopment projects in a way to gaining rent from land. By increasing the construction rights they can transfer the profits to some interest groups. Furthermore, the authority of accepting unreturned grants for their costs has caused illegal demands and corruption in local governments.

Another ethical problem appeared by the implementation of this Law is related with the article numbered 5. This article regulates the determination of boundaries for new municipalities. It is said that the areas such as farm lands, cultivated gardens, meadows, pasturages, olive grove lands, palmed lands, heath lands and beaches in the boundary of villages are comprised in municipal boundaries. In another words those lands become subject to urban usages. Municipalities enlarge the urban areas through those lands easily without taking into consideration the aspects such as environmental ethics and sustainability.

2.1.3. The Law of Special Provincial Administration (Act no: 5302)

Special Provincial Administration is also empowered to carry out several responsibilities; undertake costs of infrastructure, construction, maintenance, and cooperate with other local authorities and bodies in regeneration projects. It also has the power to make necessary expropriation in accordance with annual tasks program (article 26). Special provincial administrations have the opportunity to create unions with other local administrations. Especially, in Istanbul and Kocaeli, where the borders of greater municipalities overlaps with the border of the provincial administrations, creation of such unions will contribute to the implementation of urban regeneration projects simultaneously with the environmental plan of the city.

By the legal arrangements explained above, local government' authorization areas have expanded in terms of planning and related services. This situation can be a good development for providing governance, participation and transparency. But on the other hand, it may accelerate the corruption and other unethical issues due to inadequate control mechanism in the country.

Actually the authorization of the municipalities by the latest legal arrangements with so much power has accelerated the unethical implementations and corruption. Many of the corruption news about municipalities show that the local governments grafting by the way of municipal stock corporations. Furthermore, the authority of accepting unreturned grants for their costs have caused illegal demands and corruption in local governments

2.2. Laws Concerning Urban Development and Land Use

There are many laws in Turkey' legislation system for controlling and directing the urban development. Here, we are mostly focus on the main laws which are commonly used as a tool in planning in the recent development plans and projects. Development Law and subject-based special laws are some of those legal arrangements in urban planning.

2.2.1. Development Law (Act no: 3194)

Development plans, of which structure and content are defined in planning legislation, are the main planning control tools in the Turkish system. Urban Development Law no. 3194, issued in 1985, exists at the very center of this legislation. It is the main law directly related with production of the urban built environment. The principle rules about planning are given place at the beginning. The 6th article of the Development Law no.3194 defines two kinds of plans in the planning system; Regional Plans and Development Plans. Regional plans are prepared by DPT (State Planning Organization) in case of requirement to determine the socio-economic trends, development potentials of settlements, the targets of sectors, and distribution of regional infrastructure. According to 5th article of the Law, development area plans are prepared in accordance with regional plans to determine decisions about the settlements and general land use such as housing, industry, tourism and transportation. However, there is not any definition about their scope and administrative organization for preparation and application. Besides, the relation between regional plan or development area plan and development plans is not clear either. Therefore, in practice, urban development is generally regulated by the development planning system at municipal level, generally without any strategic frame defined by upper scale plans at regional or provincial level.

The Development Law itself does not include any specific rules about the control of urban form and it assigns bylaws for specific issues in accordance with the 44th article. The most important ones

of them in respect to design of urban space are the Bylaw about the Preparation and Amendment of Development Plan and the Regulation about the Land Readjustment (the bylaw of 18th article).

The rules for the preparation and implementation of the plans are determined with the "Bylaw for the principles of plan preparation" which was approved in 1985 and revised in 1999 and 2005. The revision in 1999 comprised a regulation about taking plan' author' decision whether the plan alteration suitable or not in all plan modifications. However it was ceased to be effective in 2005 due to the speculations and claims about the planners for their using this legal arrangement for unjust gains. Actually, by this regulation it was aimed both to protect the plan as a work of art and to decrease unnecessary plan modifications.

Plan modification is a tool commonly used by local governments to change land use and construction rights. In other words, most of the corruption claims about the municipalities depend on plan modifications in Turkey. In Development Law, there is no limitation for plan modifications. Local authorities can easily change the development rights without taking into consideration the plan integrity. Furthermore, the clause in the "Bylaw about the Preparation and Amendment of Development Plan" about plan modifications, give way to another ethical problems with respect to lack of social and technical service standards. In the article, it is obliged to allocate equivalent area in the same region instead of the removing social and technical infrastructure. However, the limits and the standards of the "region" are not defined. Therefore, by the help of this legal arrangement the valuable public lands can be changed into private usages with speculative reasons.

2.2.2. The Law for Conservation and Renewal of Deteriorated Historical and Cultural Assets (Act no: 5366)

This Law is designed to recapture the old historical built environment and approved in 2005. Its aim is to renew for the protection and re-use of the old dilapidated urban sites under the territories of greater municipalities, districts municipalities of greater municipalities or under the territories of special provincial administrations by providing the necessary housing, commercial, social, cultural and tourism facilities in accordance with the development of the concerned areas. According to the Law, those sites must be Conservation Areas or located under the territories of them. Regeneration areas are first delineated by the related municipality or provincial administration, and then approved by the Council of Ministers. One of the most significant responsibilities of the related authority given by the Law is the organization of meetings in order to inform about and allow active participation of local residents in the purposed regeneration project. They can even get consultancy from professionals, universities, NGOs or other public institutions.

This Law is, in general, a promising contribution to urban planning especially as to its being the unique solid intervention about creating a framework for the practice of urban regeneration. It is about to bring effective regulative instruments and certain tools on designation of urban regeneration areas, preparation of the plans, agreements for partnerships and implementation processes despite the constraining factors as absentee ownership patterns and negotiation difficulties. It also gives related public institutions the authority of obtaining the required information, providing the infrastructure and decreasing the burdens of necessary transactions in order to increase the pace of the process. However, there are several contradicting parts both in the logic and implementation of the legislation. The first is related with its limitation of regeneration areas only through historical conservation areas. Such a limitation causes contradiction in the possibility of declaring "regeneration areas" and developing projects for obsolete areas which do not have any historical value. Another contradiction is observed in the style of approaching the problem areas. The statements within the

Law does not refer to a comprehensive and integrated policy action including the social and economic dimensions, but rather refers to a physical renovation projected on the basis of properties and development rights.

By this legislation it is also aimed to accelerate projects and ease the process of expropriation and bureaucratic issues, especially for giving priority to some special areas. One of those special areas is Süleymaniye Region. The "Süleymaniye Urban Renewal Area" was designated by a decision of the Council of Ministers in 2006 within the framework of Law 5366. However this project is criticized as a speculative project which gives priority to land development and new construction rather than the conservation of existing historic houses by international and national organizations (The mission Report of UNESCO, 2008).

2.2.3. Housing Development Law (Act no: 2985) and Revisions in the Powers and Responsibilities of the Housing Development Administration (Act no: 5162)

"Housing Development Law" was first introduced in 1984 and revised in several years (1990, 2001, and 2003). The last revisions have been made in 2004 with the law amending the "Powers and Responsibilities of the Housing Development Administration" (Act no: 5162) parallel to the attempts on regeneration of squatter housing (gecekondu) areas. Originally, the main purposes of this Law are provision of adequate housing and housing credits, at the same time, generation of the regulations for developers in the housing industry and development of construction techniques. With the last revisions made in 2004, Housing Development Administration has recently become entitled to prepare plans and projects in 'regeneration areas' in any scale in their own, which are to be approved in 3 months by the related municipality or the provincial administration according to the location of the project area. Otherwise, the Administration is capable of enforcing the plan itself in 3 months. With the revisions made on the existing Law, Housing Administration has obtained a critical role in neighborhood regeneration projects launched by partnerships with local governments. It has gained a substantial power in land reclamation, project generation, approval and participation in partnerships with developers.

The developments in urban areas by the help of this law cause ethical problems parallel to the implementation of Gecekondu Law. Housing Development Administration generally chooses the treasury areas in the urban areas for their projects because of their being costless. However, such lands should be used for common purposes for public interest. By this way, the reserve lands which must be a subject to public uses have transformed to residential areas for the use of very limited number of people.

2.2.5. Law for the Encouragement of Tourism (Act no: 2634 & 4957)

This Law is an effective tool to readjust urban areas for specific purposes in the last two decades. "Encouragement of Tourism Law" is announced in 1982 and partially revised in 2003 with the Law numbered 4957. The purpose of this Law is generally to ensure that necessary measures are taken for the regulation and development of the tourism sector. It is a specific initiative in terms of comprising establishment and development of "Cultural and Tourism Conservation and Development Regions" and "Tourism Centres", and encouragement, regulation and inspection of tourism investments and facilities. "Cultural and Tourism Conservation and Development Regions" expressed within the Law refer to areas with a high potential for tourism development, and intensive historical and cultural importance, which are to be evaluated for the purpose of conservation, utilization, and provision of planned sectoral development. "Tourism Centres" refer to priority areas located within or outside the cultural and tourism conservation and development regions, and are of importance for tourism

movements and activities (article 3d). Boundaries of both cultural and tourism conservation and development regions and tourism centres are determined and announced by the Council of Ministers upon the proposal of the Ministry. Within those regions, The Ministry is authorized to make or to get made, to modify and to approve the plans of all scales. Tourism Ministry has obtained great central authority by this Law for generating proposals for specific areas or plots and in implementing them. Several projects have been developed in areas which are announced as "Cultural and Tourism Conservation and Development Regions" or "Tourism Centres" in many cities within the last two decades. Some of those projects have been immensely criticized or even carried into courts as to speculative plan decisions or initiatives provided to private investors.

This law has been one of the main tools for central government for the speculative developments in the cities. Not only the coastal areas but also the historical cities such as Istanbul have detoriated by the implementation of this law. The Süzer Plaza behind the Dolmabahçe Palace can be given as a specific example which shows the influence of politicians and other interest groups in the cities. In addition, the environment and natural assets at the coastal zones of Turkey have destroyed by big hotel buildings by the help of Tourism Encouragement Law. In terms of ethical issues, it can be said that this law couse developments which are against public interest and

2.2.7. Unauthorized Buildings (Gecekondu) Law (Act No: 775) and Development Amnesties Laws (Act No: 2805, 2981, 3290, 3366)

In 1966, widely known "Gecekondu Law" Act No: 775 which was the first legislation specifically concerned with squatters was enacted and for the first time, the dual housing stock was accepted, the planned, modern section and the squatter areas. Until this date, all laws of regularization issued used the term unauthorized constructions for the squatter houses whereas Law No.775 used the Gecekondu (squatter) in its title and implied the acceptance of this social phenomenon. The purpose of the "Law of Unauthorized Building" was established in order to avoid the unauthorized developments by creating prevention zones through expropriation and provide small plots of land to the needy people.

In addition to these regulations; municipalities may define the provision, upgrading and cleaning areas of squatters, boundaries of these areas may be defined in 6 months. Municipalities should prepare the maps and plans of reconstruction and improvement. Ministry of Construction and Settlements controls them. To realize these decisions; management guidelines in the areas of municipal finance and administration are also necessary. Gecekondu Law and other regulations didn't contain this kind of arrangements and none of these decisions realized at that time, only title deed were given to the squatter householders and the houses legalized. However, the proposed achievements could not be accomplished as the Ministry (Ministry of Reconstruction and the Settlement) and the local governments were not able to integrate their works and cooperate properly. In time, the arrangements proposed in the legislation have turned into populist policies and yielded to the allocation of land as a means of obtaining a mass of votes. The legislation itself stimulated the expansion of the illegal settlements rather than avoiding them. The legislation targeting the unauthorized developments was followed by a series of development amnesties through various laws (1983/2805, 1984/2981, 1986/3290, 1987/3366) and paradoxically has played a role in the expansion of the unauthorized settlements. Through a series of development amnesties, all illegally developed settlements have been taken into the scope of the amnesty programs. Through this legislation, "Improvement and Development Plan", as an additional plan type, has been added to the already complicated planning system. The Improvement and Development Plan target to upgrade the living standards in the irregularly developed, unhealthy settlements within the limitations of the existing conditions. The Improvement and Development Plans were supposed to be transitory implementations

for bringing the illegal settlements into the legal domain. However, in time they have transformed from an instrument of improving the illegal developments into a means of reproducing them continuously. In this plan type, since the technical and the social infrastructural standards, which are normally required in the standard Development Plans, are not looked for.

These laws caused many ethical problems in terms of planning and urban development. First of all, the treasury areas which can be considered as the common estate of all the citizens in the country were allocated to the use of a certain group (people living in gecekondus and built illegal houses). In terms of equity (one of the main principles of ethics), these applications cause unethical developments. Secondly, by these laws, in those treasury lands where gecekondus are developed, all the planning authorities are given to local administrations without establishing any control mechanism. In Turkey social awareness and organization is very weak when compared with the developed countries. By those legal arrangements although local governments were authorized with all the rights to redirect the urban development in the gecekondu areas, there was no mechanism to control the plans and plan implementations whether they serve public interest or not (Doğan, 1996: 29,30).

Another ethical problems caused by these laws were directly related with planning. By the "improvement and **development plans (ıslah imar planları)"** which are determined by these laws, unhealthy urban areas are formed with the hand of urban planners. Because there was no obligation to provide the social and technical infrastructure standards in these plans as in the other development plans. These laws are still valid and sometimes become a subject to speculative developments in urban areas.

2.2.10. Agricultural Land Reform Law (Act Number: 3083) and Bylaw for "The Usage of Agricultural Lands for Non-agricultural Purposes"

The "Agricultural Land Reform Law about the Regulation of Irrigated Lands" is announced in 1984. The aim of the law is stated as to regulate the usage of agricultural lands (for agricultural purposes, if necessary for new settlements etc). This Law sometimes used against its aim, without any adequate cost-benefit analyses, for transferring agricultural lands to non-agricultural usages. By this Law the Council of Minister are authorized to decide abolition of agricultural lands for other urban functions.

In addition to this legal arrangement, there is a Bylaw (The Usage of Agricultural Lands for Non-agricultural Purposes Bylaw) about the protection of agricultural lands which became effective first in 1989 and revised in 2005. The lands which never appropriated into non-agricultural usages are determined with this bylaw. According to that, "economically productive 1st, 2nd class lands, irrigated and planted lands, the lands within a land protection or drainage project etc. are definitely cannot be used for other purposes. However, although some strict limitations for the protection of agricultural lands, in another article it is said that in the event that lack of alternative lands, the agricultural lands can be appropriated to non-agricultural usages such as residential, industrial, recreational, commercial, gas stations, educational and health services.

In practice, with respect to this provision, the urban areas are expanded through the fertile agricultural lands without any cost-benefit analyses in the country. With respect to ethical principles, especially in terms of environmental and rural ethics, land has intrinsic worth independent of the value that humans place on it. Values about land tire shaped, in large part, by social and economic forces, political ideology and religious beliefs. Recent researches focuses on the moral and ethical imperative on the part of the land-use policymakers to avoid or minimize land-use harms. However, Bylaw for "The Usage of Agricultural Lands for Non-agricultural Purposes" has an economically utilitarian

perspective for the urban development functions. Without sufficient cost-benefit or impact analysis hectares of fertile lands can be allocated for urban uses in a way against sustainability.

2.3. Summary Of Main Themes

In terms of ethical issues, the laws examined above, can also be evaluated in two main perspectives: the etical issues concerning with the local governments and the ethical issues concerning with urban development and land use laws.

As mentioned above, by "the laws concerning local administrations", most of the urban development decision making and application rights transferred from central authorities to local authorities. It may be considered a good progress in terms of democratization principally. However, because of the lack/insufficiency of control mechanism in the country, local administrations have tendency to use those rights for their political interests or for the sake of other pressure groups. The members and the structure of the municipal councils support this process in a negative way. Although these councils have authorized with too much power, there is no standard about their competence or proficiency. There should be an effective control mechanism for well-operating of those legal arrangements.

Another type of ethical problems come up by the application of "the laws concerning urban development and land use" are the disregarding of public interest. In terms of sustainability, social equity and environmental ethics those legal arrangements have many weaknesses.

The lack of coordination between the authorized institutions in plan implementation processes have also be sources of ethical problems. Nearly for each law there is an authorized institution. For example, municipalities are responsible for the implementation of "Development Law", "Gecekondu Law" and "Development Amnesty Laws", Ministry of Public Works and Settlements for "Coastal Law", Ministry of Culture and Tourism for "Encouragement of Tourism Law", , Council of Ministers for "Conservation and Renewal of Deteriorated Historical and Cultural Assets Law", Ministry of Agriculture for "Agricultural Land Reform Law and Bylaw for "The Usage of Agricultural Lands for Non-agricultural Purposes", Housing Development Administration for "Housing Development Law" etc.

Similar complexity can be noticed in plan preparation process. State Planning Organization responsible for the upper-scale development plans, Ministry of Environment for regional development plans in the scale of 1/100.000 and 1/25.000, Greater Municipalities for master plans in the scale of 1/25.000 and 1/5000, district municipalities for detailed (implementation) plans in the scale of 1/1000. In addition to them, Ministry of Culture and Tourism is responsible for the preparation an approval of the plans in the scale of 1/5000 and 1/1000 in "tourism regions and areas" Ministry of Public Works and Settlements for plans in the scale of 1/1000 for coastal areas etc. However there is no network or any other coordination mechanism between those institutions.

The legal framework in Turkey can be evaluated and summarized according to the ethical principles (honesty, transparency, equity, accountability, public interest, accuracy, responsibility, respectfulness, not accepting gift, conservation of public goods) determined by Ethic Committee as in Table 2.1.

For better understanding the ethical problems in planning practice, it is necessary to analyse the structure of development plans, their preparation and approval processes, the local governments and municipal councils role in planning, planning hierarchy and the responsible institutions in each type of plans, the corruption and conflict of interest as the results of those plans and governmental structure. In the next section all of these dimensions of planning will be analyzed concerning with the legal framework.

Table 2.1. Main ethical problems caused by laws and the possible solutions

Act	Act No	Approval Date	Main Aim(s) of the Act	Main Ethical Problems Caused by the Act	Possible Solutions and Recommendations
The Law of the Greater (Metropolitan) Municipalities	5216	10.07.2004	To regulate the legal status of greater municipalities and to provide the carrying out of the services in a planned, programmed, effective, and coherent way.	-Inadequacy in supplying public interest, accountability and transparency -Corruption -Source of administrative ethics	-Effective control mechanism -Effective public participation -More transparency -More accountability -To deprive the authority of establishing municipal stock corporations and accepting unreturned grants
Municipalities Law	5393	03.07.2005	To regulate the establishment, members, administration, duty, responsibilities and working principles of municipalities	-Inadequacy in supplying public interest, accountability and transparency -Corruption -Source of administrative ethics	-Effective control mechanism -Effective public participation -More transparency -More accountability -Deprivation the authority of establishing municipal stock corporations and accepting unreturned grants
The Law of Special Provincial Administration	5302	22.02.2005	To regulate the establishment, members, administration, duty, responsibilities and working principles of special provincial administrations	-Inadequacy in supplying public interest, accountability and transparency -Corruption -Source of administrative ethics	-Effective control mechanism -Effective public participation -More transparency -More accountability
Development Law	3194	03.05.1985	To provide the organization of settlement areas and the constructions in, according to plan, scientific, health and environmental conditions.	-Inadequacy in supplying public interest and equity -Corruption -Source of environmental and land use ethics	-Coordination between plans and institutions -Limitations in plan modifications -More transparency -More sensibility to public interest -Obligation for impact analysis -Healthy data-base -Determining public interest and clarifying planning principles -Determining ethical codes
The Law for Conservation and Renewal of Deteriorated Historical and Cultural Assets	5366	05.07.2005	To renew for the protection and re-use of the old dilapidated urban sites under the territories of greater municipalities, districts municipalities of greater municipalities or under the territories of special provincial administrations by providing the necessary housing, commercial, social, cultural and tourism facilities in accordance with the development of the concerned areas.	-Inadequacy in supplying public interest -Corruption -Source of cultural and land use ethics	-Coordination between plans and institutions -More transparency -More sensibility to public interest and urban heritage conservation -Obligation for impact analysis -Healthy and up-to-date database -Determining public interest and planning principles -Determining ethical codes

Housing Development Law and Revisions in the Powers and Responsibilities of the Housing Development Administration	2985 & 5162	02.03.1984 & 12.05.2004	To supply housing demand, to regulate the principles for contractors and to develop appropriate industrial construction techniques and equipments according to national conditions.	-Inadequacy in supplying public interest and equity -Corruption -Source of environmental and land use ethics	-Coordination between plans and institutions -More transparency -More sensibility to public interest -Obligation for impact analysis -Healthy database -Determining public interest and planning principles -Determining ethical codes
Law for the Encouragement of Tourism	2634 & 4957	12.03.1982 & 03.11.2003	To take the necessary measures for the regulation and development of the tourism sector	-Inadequacy in supplying public interest, equity and conservation of public goods -Corruption -Source of environmental and land use ethics	-Coordination between plans and institutions -More transparency -More sensibility to public interest, environment, and sustainability -Obligation for impact analysis -Healthy database -Determining public interest and planning principles -Determining ethical codes
Unauthorized Buildings (Gecekondu) Law and Development Amnesties Laws	775 & 2805, 2981, 3290, 3366	20.07.1966 & 16.03.1983, 24.02.1984, 22.05.1986, 18.05.1987	-To avoid the unauthorized developments by creating prevention zones through expropriation and provide small plots of land to the needy people. -To upgrade the living standards in the irregularly developed, unhealthy settlements within the limitations of the existing conditions	-Inadequacy in supplying public interest, equity and conservation of public goods -Corruption -Source of environmental and land use ethics	Complete repeal
Agricultural Land Reform Law and Bylaw for "The Usage of Agricultural Lands for Non-agricultural Purposes"	3083	22.11.1984 25.03.2005	To regulate the usage of agricultural lands (for agricultural purposes, if necessary for new settlements)	-Inadequacy in supplying public interest -Corruption -Source of environmental and land use ethics	-More transparency -More sensibility to public interest, environment, and sustainability -Obligation for impact analysis -Healthy data-base -Determining public interest and planning principles -Determining ethical codes

3. Planning in Practice in Turkey

3.1. Planning hierarchy

Planning authority is distributed between the central government and local governments in Turkey. In general the upper-scale plans are prepared by central government institutions and the remain by local governments. The figure 2, below, summarize the planning hierarchy interrelationship of Central and Local Government

As seen in the figure 2, the planning hierarchy is too complex in Turkey. Even though there are many authorized institutions at central and local level for preparation and implementations of plans, the coordination between them is very limited. Every institution try to act according to their responsible areas and laws. But in some cases these responsibility areas can be overlap with each other. On the other hand, sometimes central or local governments tend to use their planning authorities for their political benefits. Plans constitute very appropriate tools for speculative developments. As results of these situations, unethical problems can occur in urban areas.
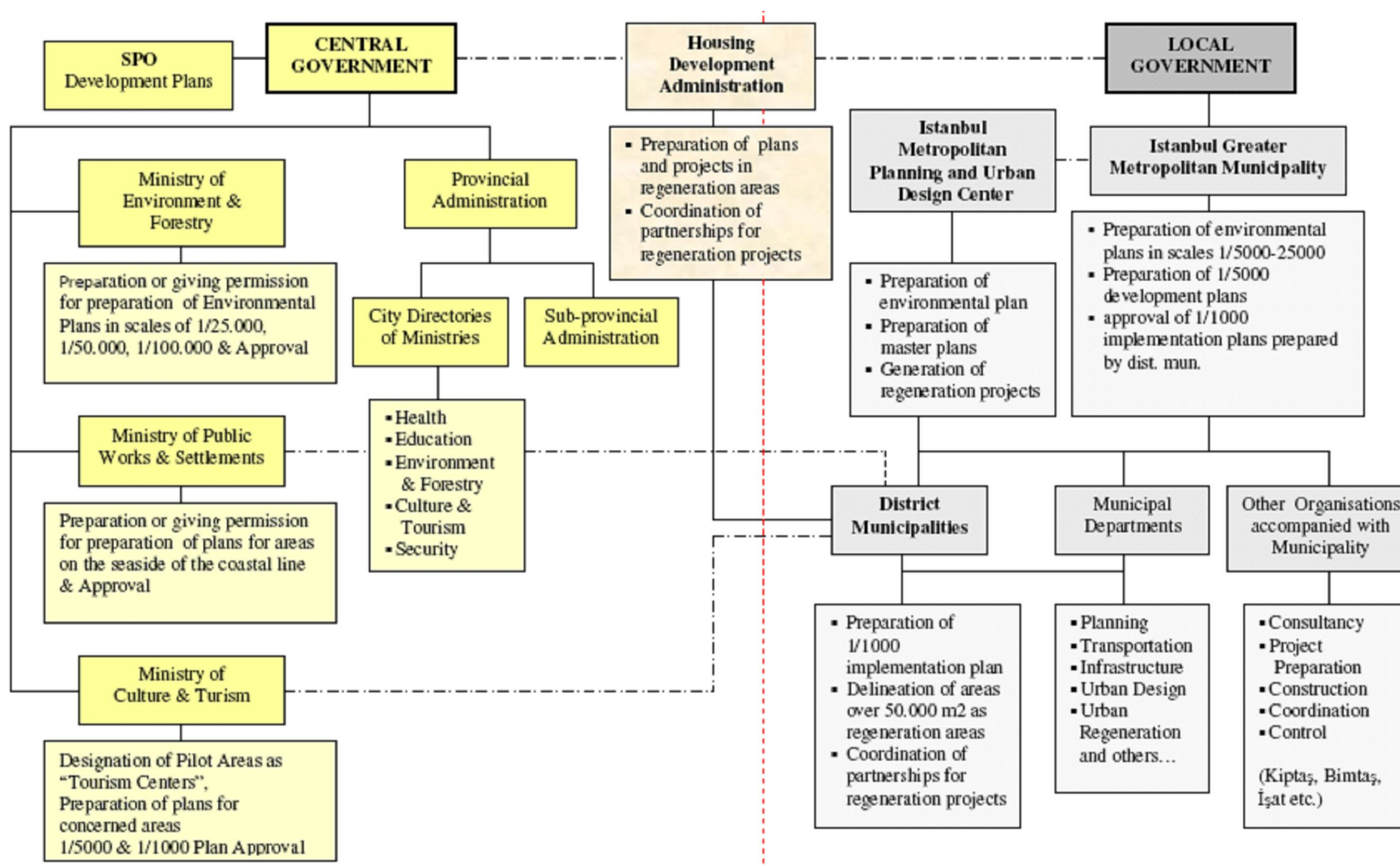
Figure 2.1: Planning hierarchy in Turkey (Yalçıntaş, 2008)

3.2. The structure of "Development Plans" and the role of "local governments" in planning

As seen on the Figure 3 there are many central and local government institutions in planning process. In this planning system local governments are mainly responsible for the preparation and implementation of development plans.

In Turkish planning system, the development plans are defined in three-tier at the regional level. The regional territorial plans, called 'çevre düzeni planı', are approved by central planning authorities (by the Ministry of Environment and Forestry). They are expected to develop spatial planning policies about the future of a region that may encompass more than one city and its adjacent area. Within the hierarchical structure, all kind of development plans should be prepared in accordance with the policies and conditions of plans in the upper-tier.

Master plans, prepared at 1/25000 or 1/5000 scales, are city-wide development plans. They show broad allocation of land and urban development patterns, main transportation routes, the building blocks forms in a broad manner, and population density in the city. The detailed aspects are supposed to be shown in lower-tier development plans –namely implementation plans. Therefore, master plan appears to be a rather detailed land allocation map. Implementation plans are detailed land use plans, prepared at 1/1000 scale, allow municipalities a great degree of control over production of urban built environment in general and 'changes in spatial context' in particular.

The lack of feedback and review in planning process and the control mechanisms makes planning control operated by obsolete and outdated rules. At this point, plan revisions are prepared to replace development plans. They may encompass all development plans or just a part of it.

After submission of plans, they are discussed in municipal councils where the plans are approved. After plan approval, they are publicized through a deposit period. It is a one-month process, in which citizens inspect the plans. If citizens have objections to plans, they made an application to municipality. Objections are taken into consideration within two weeks, and if necessary the plans are modified and approved by municipal council

Within this framework and conditions, the channels for participation of individuals to plan preparation processes seemed to be limited. They usually make their objections during deposit period. Participation is reduced to a technical procedure during publication of plans and proposals.

If the objections of individuals are not taken into consideration in the revision process, they are allowed to appeal the cases. In this framework, administrative courts are charged with controlling proposals. Participation comes into being through "judicial control" after the realization of planning decisions). In fact, individuals are allowed to appeal their refused cases on to administrative courts. It happens not only in plan preparation process, but also comes into being in plan implementation process.

One of the main issues in preventing corruption and reducing ethical problems is low level of participation. However, as explained above, the public participation is very limited in Turkish planning system. Due to this situation many ethical problems can be occurred at local levels.

3.3. Land Readjustment Process

Ünlü (2005: 75) in his dissertation, mentions the land adjustment process which cause many speculations and objections in plan implementations. He explained this process with the words below, briefly:

"Within plan implementation process, land readjustment is a compulsory action in order to create the settlement pattern distinguished in development plans. Land readjustment plans should be prepared in compliance with the physical consideration of development plans. They, on the one hand, are used to produce individual urban plots with reference to the building block forms; on the other hand, they are used to appropriate public uses such as parks and roads determined in implementation plans. At the final analysis, development rights are distributed on individual plots via land readjustment process.

This process is directed by Article 18 of Urban Development Law no. 3194. During land readjustment process, an amount of land (40% of each plot area)is taken from cadastral plot owners in exchange for public uses. Land readjustment plans are prepared within land readjustment areas. LRS (land readjustment share) is calculated in each area separately. Parks and roads are appropriated as public uses in their locations through taking LRS from a limited number of property owners. From this point of view, parks are seemed to be localized in land readjustment areas. This kind of an implementation is not seemed to be trouble-free to appropriate large scale parks. The result would be small scale parks in neighborhoods, depending on land readjustment areas. Land readjustment plans they cannot be conceived as planning control tools since they are plan implementation tools in the Turkish planning system."

Land readjustment share, as the main legal tool for supplying some of the social and technical infrastructure in cities, has not used effectively in planning. On the other hand, planners must allocate and increase those uses for better and healthier living environments. Public interest, as the most important ethical issue for planning can only be provided by this way. However, it is not possible to say land readjustments share effectively used in practice.

3.4. The Problematic Issues in Control Mechanisms of the Turkish Planning System

The main characteristics of planning control mechanisms in the Turkish planning system mentioned above give raise the emergence of some problematic and so that, ethical issues in planning control mechanisms. Ünlü (2005), in his doctoral dissertation, defined them by grouping into three main contexts. These are;

'plot-based understanding' in regulatory context,

'bureaucratization of control mechanisms' in procedural context

'individual actions' in socio-political context.

In addition to Ünlü's classification, we must add the illegal urbanization due to rapid urbanization and gecekondus and local participatory mechanisms, municipal councils, political figures and interests as sources of ethical problems

3.4.1 The Plot-Based Understanding in Development Plans

Within regulatory context of the Turkish planning system, urban development plans are detailed end-state blueprint plans, which envision that a time would come and the spatial development of any city would be completed in the specific planning period. Management and control of 'changes in spatial context' basically depends on quantitative standards, which cover maximum building heights, densities and floor area ratios. In this framework, the essential element to be controlled in detail in the Turkish planning system seems to be the individual plot

Since distribution of development rights is prior to any consideration during planning process and operation of control mechanisms, all places in the city began to be shaped by similar plots. The city itself seems to be conceived as the collocation of individual plots and a clutter of construction. The prototype production is the average spaces, which led to anonymity in the spatial context. Therefore, the local characteristics of a place seem to be abolished via plot-based understanding of development plans.

3.4.2 Bureaucratization of Control Mechanisms

Within the procedural context, the certainty within planning control mechanisms is supported through the step-by-step linear operation of planning control mechanisms, which causes separation of plan preparation implementation processes from each other. Plan implementation is reduced to be a further stage of plan preparation process (Taylor, 1998) and routine procedures are set in a replicable program (Christensen, 1985). Building permit is at the very center of the process. From this viewpoint, planning control becomes a technical and an administrative action. It is reduced to check the conformity of proposals to planning obligations. Hence, standard proposals come into order on the basis of development on individual plots. On this account, according to Tewdwr-Jones and Harris (1998) local planning authorities became more concentrated on the procedural aspects of planning control, rather than taking care with the processes to achieve more qualified planning outcomes. In this sense, it brings forth "bureaucratization of control mechanisms".

Along this path, little attention is given to formulate coordinated strategies through participation. Participation is reduced to a technical procedure on the grounds of objections during plan deposit period. Another form of participation is 'judicial control', which comes into order in the cases where objections of individuals are rejected by municipalities. In the Turkish planning system, development bylaws and plan notes undertake a potential for formulating interpretive actions and discretionary actions in control mechanisms. Nonetheless, they are elaborated though plot-based understanding in order to control the development in detail. They provide little or no discretion in planning control mechanisms.

3.4.3. Individual Actions and Free-Lance Planners

The separation of processes in procedural context via step-by-step linear process also bears the separation of involvement of actors to planning control mechanisms. The liabilities of different actors are assigned in singular steps. The role of each actor within the mechanisms is predetermined and actors are expected to obey their roles. In plan preparation processes, mostly free-lance planners are charged to prepare development plans, and to submit them to local planning authorities. Local planning officers are anticipated to prepare evaluation reports and advice notes about proposals. Local councilors are assigned to take the last decision and to approve development plans. Individuals are expected to develop objections during plan deposit period.

Separation of liabilities of actors in planning control mechanisms leads to a lack of mutual interaction between them. According to Balamir (2002), the local authorities do not want to share their power in planning control mechanisms. Furthermore, they are not likely to be controlled by other actors in control mechanisms like the professional organizations, such as the Chamber of City Planners, The Chamber of Architects etc. (Ekinci, 1999).

On this ground, each actor begins to occur in control mechanisms independent of each other. This separation provokes individual actions to take place in planning control mechanisms. Consequently, each actor begins to introduce their own way of urbanism on the basis of proposals. The main motive for their individual actions would be their interest and preferences. This brings the

'individualism of urbanism' in planning control mechanisms. On this account, in Ostrom's (1990) words, the problem at this point is how to change the situation from one in which actors behave independently to one in which they formulated coordinated strategies.

Development plans provide only a general framework and to control the overall development in cities, and to carry the present condition to the anticipated future. In this framework, depending on plot-based understanding, bureaucratization of control mechanisms and individual actions, development plans in the Turkish planning system does not seem to cope with 'changes in spatial context'. Consequently, plan modifications appear as the major tools to manage and control the 'changes in spatial context'.
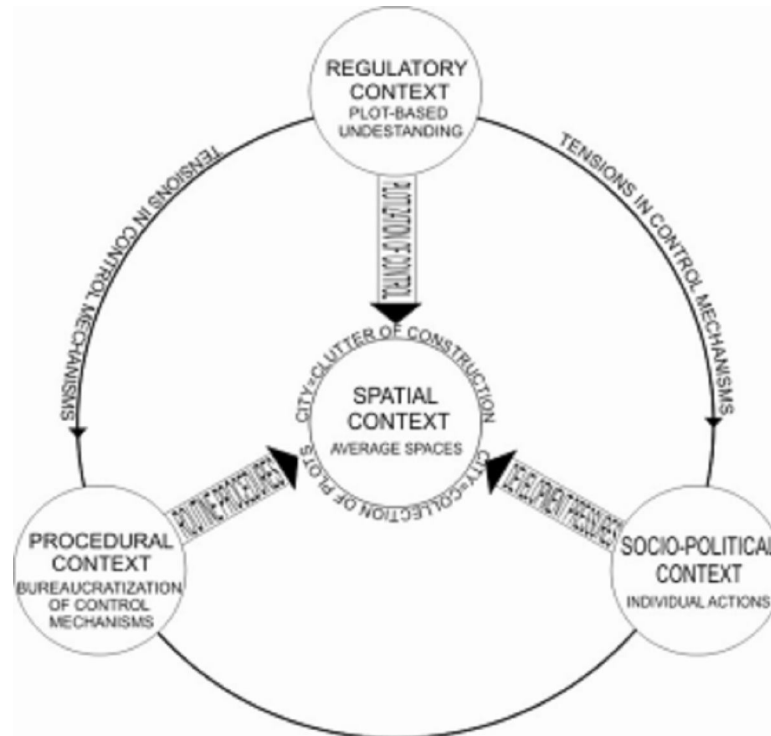
Figure 2.2. Problems in Control Mechanisms of the Turkish Planning System cause appearance of plan modifications (Ünlü, 2005: 81)

3.4.4. Rapid Urbanization and Gecekondus as Ethical Problems Themselves and as Sources of Ethical Problems

Turkey, like so many other nations in the twentieth century, has been transformed by rapid urbanization. As is the case everywhere, urbanization in Turkey is an inherent component of the process of modernization. Migration, the growth of urban economies, and rapid expansion of cities are integral features of the set of structural changes we call modernization (Danielson and Keleş, 1985; Tekeli, 2005).

The urbanization process in Turkey, speeding up in the 1950s and subsequent decades, contributed to ingraining corruption in the system. Indeed, urbanization largely took place through the illegal building of slum houses, the so-called Gecekondu (literally "built by night", a reference to the fact that once standing, houses could not legally be torn down). Gradually, these illegal slums were turned into multi-story buildings by construction firms, a process that required a complex mix of bribes and kickbacks to obtain the necessary permits. This in turn lifted many people out of poverty, and allowed others to make fortunes, while making corruption systemic in local administrations.

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Decision-making has been highly politicized and partisan within this public administration system in Turkey. "Most Turkish governments have not hesitated to use their patronage powers and their powers of discretion in authorizing projects to reward their clients and supporters. Assistance to the cities has been heavily influenced by political considerations; and one of the primary attractions of discretionary aid programs has been the opportunities they provide for central officials to reward fellow partisans and punish party enemies in the cities. Constituencies of cabinet members, for example, have been favored beneficiaries of the National Fund for Gecekondus administered by the Minister of Reconstruction and Settlement, as have municipalities with good political connections in Ankara (Danielson and Keleş, 1985).

In Turkey, the ability of government to use development controls and planning to influence urbanization has been severely constrained. Most and is privately owned, and private property rights are strongly protected by law. Similarly, most building is undertaken by private parties. Efforts o regulate private land use and building have been hobbled by inadequate resources, lack of trained personnel, political pressures, and corruption. Moreover, urbanization has been so rapid that growth often has over helmed the limited capabilities that are available to control urbanization. As a result, land-use and building controls have been weak, and local lands have affected most locational decisions. The most striking evidence of the failure of land, building, planning controls are the hundreds of thousands of squatter houses that surround the metropolitan centers, but just as telling are the substantial numbers of conventional apartments and factories that have been constructed illegally or erected. In this centralized and politicized system, cities have received attention from the center primarily on the basis of party links and political pressures (Danielson and Keleş, 1985).

In the last 80 years of experience, Turkey has faced many rapid changes in her spatial organizations given the changes in agriculture and industry. These changes are well-observed on every corner of country's agricultural landscape and mainly in several urban spaces. The overwhelming influx of internal migrants from mainly eastern part of the country informally or/and illegally occupied the land at the outskirts of several major cities. These occupied spaces are primarily in Istanbul, and then Ankara, Izmir, and Adana. The spatial changes in the cities have been one of the toughest to manage and control. With its uncontrolled population dynamics, later, Istanbul has turned out to be one of the well-known primate cities in the world. Today, at the metropolitan scale, Istanbul is one of the largest cities of the world (Küçükmehmetoğlu and Geymen, 2006). Migration from rural to urban areas and to the large western metropolises from the eastern part of Turkey has played key role in urbanization.

Some common problems associated with the rapid change in land use caused by urbanization prevail in developed and developing countries. For example, the rural landscape has changed significantly in recent decades, with more land being devoted to urban and industrial uses and more people moving to larger cities, because decision-makers have encouraged urbanization to trigger economic development. The rural landscape possesses ecological, economic, and cultural qualities for both humans and other life forms therefore; land conversion into non-rural uses in these areas has become a serious problem in many countries, including Turkey (Esbah, 2007). A substantial amount of research on the effects of urbanization in different parts of Turkey also exists (Tagil, 2006; Doygun, 2005; Alphan and Yilmaz, 2005; Maktav and others, 2002).

Gecekondus are very much part of the urban scene in Turkey. They are usually found at the outskirts of the major cities, built on state property or on land belonging to the municipalities. The fact that they are rarely built on private property has afforded them certain protection from legal machinery. In fact, in earlier decades, the sympathy the gecekondu settlers had won from the public as poor individuals making an attempt to escape from rural poverty has discouraged the politicians

from making a serious attempt to curtail the invasion of public land. Over time, the gecekondu settlers gained an important leverage as informal pressure-groups during elections. Recognizing the voting potential of such groups, the political parties from various wings either ended up granting amnesties to gecekondus or made promises for their legalization should they assume power. Such open encouragement and the actual legalization of gecekondus fuelled the further invasion of public property and paved the way to widespread land speculation.

Taking advantage of the lack of strict law enforcement and —at times— deliberate negligence by local authorities for political concerns, most immigrants invaded public land and became owners of gecekondus, located generally at the outskirts of large cities. None of these developments is unique to Turkey. It is pointed out that obstacles to legality in developing countries coupled with the need for affordable housing have led the newcomers to the urban areas to become 'extralegal' —i.e. to move out of the legal system. However, it is also true that rural–urban migration and thus the current rate of urbanization in Turkey have been realized partly because of the availability of squatting opportunities.

Pırıl H. Atabay (2008), in her dissertation titled "Belonging to the City: Rural Migrants in Modernizing Chicago and Istanbul", states that in İstanbul, the "illegality of the gecekondu made it a political concern, which involved the hand of the State. The State met the housing shortage by passing a series o laws that illegalized the gecekondu settlements. A local problem handled by the central government divided the issue of housing by legal and illegal statuses. The gecekondu were tolerated by original İstanbulites as a temporary measure, but when gecekondu dwellers or contractors began building gecekondus for purpose of renting them out and then moving into apartment building in the city, measures taken by the central government led to hostilities in approach, and commentary.

3.4.5. Local Participatory Mechanisms, Municipal Councils, Political Figures and Interests

Kurtoğlu (2004) claims that in the local politics of large cities the communication between the constituents and the politicians is less anonymous and more face-to-face than the national politics. The result of this close relation is that both the candidates for the local councils and the elected councilors are in more direct relations than the parliamentary candidate or the members of the parliament. Taking this as a fact, she argues that the individual politicians and their societal relation webs may be more important than the political parties at the local level. Another assumption that she made is that the constituents at the local level think of their daily lives, daily needs (water supply, road construction, street cleaning, etc.) and how far these services will be provided to them when casting their votes. For this reason, the expectation in local politics is more strictly defined than national politics. It should be expected that in reaching these expectation the level of the face-to-face contacts and tries for influencing this level of politics could be higher. As a result of this process the interest groups and congregation politics may play a crucial role in local politics.

Kurtoğlu (2004) admits that, in explaining the political ethnicity, she did not try to explain the municipal councilor from the perspective of important question "who governs?' but from the perspective of the studies done on the political ethnicity. She expresses that the study is not concentrated on the urban ethnic congregation relations, their leaders, and a comprehensive understanding of their relations with political ethnicity. Kurtoğlu adds that the main points she paid attention are those two related processes; first, establishment of urban ethnic congregation and the second, the political processes in the city. The first kind of processes are the one which help to build or maintain the ethnic congregation from the inside and outside whereas the second type of processes

draws the limits of relations in which the individuals, interest groups, and political parties' spend efforts.

According to Marxist theories, the local governments are dominated by the capitalist class and answer the needs of capital. Beside different Marxist approaches the common point that they share is that there is not an equal representation of the working class. Evaluating the answers of the councilors, it may be concluded that this statement is true for Denizli municipality. It does not necessarily mean that the working class can be represented if and only if there are members from these groups in the council; however, the councilors' idea was that these groups are underrepresented or cannot make their voice heard. Moreover, like the elite theories claim, the local governments are governed by ruling elite groups. In order to be elected to the municipal council, candidates spend much money, time and effort which can not be spent easily by large proportions of the society. These people are the ones with wealth, and also some are rank-and-file members. The proportion of these groups in the society is low in relation to the lower-middle class groups (Ataman, 2004).

3.5. Corruption and Conflict of Interest

One of the main topics as a result of the problematic issues in Turkish planning system and structure of local governments is, of course corruption. The news in Turkish media about the unethical planning actions and urbanization generally launched as types of corruption. Therefore it is necessary to understand the concept, structure and causes of corruption at local level at the beginning.

What is corruption? Lipset and Lenz define it as "...efforts to secure wealth or power through illegal means – private gain at public expense" According to another definition corruption is "the misuse of public power for private profit." (Smelser, 1971) This definition encompasses a wider range of activities, but there was concern that it did not require intentional misuse (as opposed to accidental or unknowing uses of public power that benefit individuals at the expense of the public).(Gratto, Preston ,Snilsberg, 2002)

Local public officials who hold positions of power in a municipality many times misuse or abuse their power for dishonest or unlawful gain. The improper use of influence, power, or other means for private gain is called corruption. Opportunities to engage in corruption are numerous in local governments because of the many personal relationships involved and the trust by elections given to local governing officials. There are several types of political corruption that occur in local government. Some are more common than others, and some are more prevalent to local governments than to larger segments of government. Local governments may be more susceptible to corruption because interactions between private individuals and officials happen at greater levels of intimacy and with more frequency at more decentralized levels. Forms of corruption pertaining to money like bribery, extortion, embezzlement, and graft are found in local government systems. Other forms of political corruption are nepotism and patronage systems. Larger municipalities tend to encourage corruption to take place within a local government. Bigger municipalities require more local officials to represent and run the local government. With more officials, it is harder to keep tabs on each one and establish a decent administration and to monitor their activities. Large municipalities may also have inadequate or insufficient policing and prosecution of corrupt local officials. This also encourages corruption to occur in local government because there is less likelihood of either getting caught or prosecuted, therefore, more officials may become dishonest or at least be tempted to. (Treisman, 2000)

Low economic development has also been considered to be an encouraging factor for political corruption. Economic practices like dependence on raw material industries and drug trades are characteristic of poorer cities and areas with increased amounts of corruption. Economic dependence on certain industries will also lead to less stable governments and less amount of money available to fund governments. Fragile economies lead to increased levels of poverty and less opportunities to get out of poverty. Poverty is a known factor that encourages corruption in local governments. Places with failing economies and poverty sometimes get loans or start aid programs to support the local economy and the people, and public officials are often able to unlawfully take the money or goods for private gain. With less money available, local officials are more likely to get lower wages which is seen as another factor that leads to corruption. Officials who get lower wages which are not enough to provide for their necessities, they will many times become corrupt and try something like embezzling money that may entrusted to them in the local treasury. Low wages can cause economic insecurity and encourage politicians to take advantage of current opportunities as a public figure of authority. On the other hand, some researchers argue that the more money a local government has to spend, the more tendency it will have to do so inefficiently, which can lead to suspicions of corruption. Overall, poorer municipalities are more often perceived to have corrupt local governments than rich ones. (http://en.wikipedia.org/wiki/ Corruption_in_local_government)

Many local governments have an established political culture with certain expectations and practices that often determine what is seen as acceptable and not acceptable in local politics. In municipalities with an undeveloped or underdeveloped political culture, accountability and legitimacy is usually low and principles of ethics in government are not established. This can encourage corruption to take hold in the local government because citizens do not know what is considered corrupt, and local officials are not afraid to be corrupt because of the low accountability. In some places the local governments have been corrupt for so long that the citizens think that is how it is supposed to work because that is all they have been exposed to. Long periods of political instability will also lead to corruption in the government because people are unsure of how the government should operate, and thus do not know what practices are corrupt or how to stop them if they are corrupt. (http://en.wikipedia.org/wiki/Corruption_in_local_government)

Corruption has been identified as a major barrier to economic and social development in developing countries. Several factors that lead to or mitigate corruption in developing countries have been clearly identified: Revenue Proximity, Accountability, Information Transparency, Participation, Equality of Power/Wealth and Culture (Andre Gratto ,Bryan Preston ,Thor Snilsberg, 2002)

There are very limited researches about the corruption in local governments in Turkey. Şarlak and Bali recently have done one of them. According to Şarlak and Bali (2007), in every step of corruption, there is the issue of party financing and municipalities are the most corrupt political entities.

The Report of TUSIAD in the context of "Agenda of Discussion Platform for Elections", TUSIAD published a report called "Towards Full Membership to the EU on January 1, 2014: Deeper Democracy, More Stable Social Structure, Stronger Economy" on June 8, 2007, it is affirmed that "ethics in the state is of utmost importance to gain public confidence in the state and to strengthen the belief in the rule of law." It is also stated that it is unthinkable to consider ethics in the state as a

separate issue from public administration. The essential point is the bringing to life of an ethical practice at all levels of the government through a holistic approach. The accent put on the "holistic approach" deserves special attention. Hence, in the report the "Regulation on the Principles of Ethical Behavior Applicable to Public Officials, which came into force after being published in the Official Gazette dated April 13, 2005, is severely criticized for the reason that its scope excludes the "President, members of the Parliament, members of the Cabinet, members of the Turkish Armed Forces and the judiciary, and universities". As indicated by TUSIAD, the current regulation will certainly prove inadequate in the establishment of an ethical infrastructure in the state due to the fact that "ethical codes" are not binding for *all* those working in the public sector.

In his thesis titled "*Causes of Corruption in Turkey: A Deep-Rooted Phenomenon*", Kösekahya (2005) states that corruption flourishes in every country in different forms and extent determined by specific political, economic, social and cultural conditions. However, in developed countries where the rule of law is respected and the public administration is well functioning corruption is seen to a less extent. In underdeveloped or developing countries, on the other hand, the economic and political environment is more vulnerable to corruption. The transition period to market economy increases the interaction between business circles and public administration as well as politicians.

According to Kongar (2005), there are historical, cultural (lack of social conscious about ethic and public interest), political (lack of democratic culture; uneducated and insufficient politicians, nepotism, lack of political accountability), economic (role of the state and politicians in economy, shadow/informal economy) and legal (oldness and ineffectiveness of legal system), bureaucratic (lack of audit/control of public administration and society, economic deficiencies of public officials, lack of salaries), social (migration, influential, dominant representatives in local councils) sources of bribe in public sector

In the report of "A Handbook On Fighting Corruption" which was prepared by Center for Democracy and Governance in 1999 , some suggestions had done for the prevention of corruption in local governments. Some of those recommendations are such as following:

- The most important thing is to resolve the underlying factors that cause corruption in local government.

- Continue to change the primary focus of global Anti-Corruption campaigns to local governments

- Because they are closest to citizens, transparency and accountability are the most important to the legitimacy of local officials

- It is simpler to find partners to stop corruption locally

- National politicians many times start off their political careers in the local government.

- Develop incentives that encourage honest governments by perhaps redesigning the terms of public employment

- Accountability-enhancing reforms and Civil service reform

- Strengthening the oversight and sanctions of local officials to improve accountability

- Anti-corruption monitoring groups or commissions

- Enforce existing anti-bribery legislation

- Create more policies to close the gender gap in public office holding

- Reducing the role of government in economic activities (to limit authority)

- Redesigning terms of employment in public service (to improve incentives) (Center For Democracy And Governance, 1999)

- In order to prevent corruption in public sector Ulusoy (2004) also had done some recommendations:

- it is not allowed to presidents, misters, parlamenters and mayors to do commercial activities

- President', misters', parlamenters' and mayors' wages should be increased according to their position and responsibility.

- Local government should not give the services that private sector can.

- public sector should control the private sector activities effectively

- A reconstruction in local governments should have done in a way to prevent their borrowing treasury guaranteed loans.

- municipal corporations, endowments, and any other companies should be closed

- Local governments' budgets should be controlled by unbundled commissions which consist of non-governmental organizations and civil servants.

As understood from the determinations and findings above, corruption as a type of ethical problem has several dimensions, such as political, cultural, economical, institutional and legal. Urbanization and planning also consist of all of those dimensions. Therefore, planning can be considered as the main tool for corruption at local level.

The recent regulation for increasing the ethical issues in public sector in Turkey is "Bylaw about the Principles of Applications and Ethical Behaviors of Public Servants" which is approved at 13th April 2005. Prime Ministry's Public Officials Ethic Committee can give punishments to local governors with regard to this legal arrangement. For example recently, the Ethic Committee has ruled that a decision by the municipality that benefited Durak's wife's real estate was unethical. The Committee decided that the mayor act against the ethical principles of "honesty and equity" and "avoiding conflict of interest" with the plan modification approved in the municipal council.

It can be considered a good step for fighting with corruption in local goverments but not enough. Even though there are provisions about the other unethical behaviours such as "gaining economic social, political benefits", "using the public sources in elections", "using public goods out of public services" etc, they are not applied effectively. The legal sanctions should be more strong. Working system of the Ethic Committee should not only depend on formal complains and appeals. The news in the media can be taken into consideration as formal appeals in order to provide effective fighting. We heard about many events about mayors' using municipalities' sources in their political campaigns during the last election process. However, these events were not launched as corruption in pro-government media and the mayors have not sentenced because of those unethical behaviors.

3.10. Summary of Main Themes

In this section of the research, the ethical related issues in planning practice are analyzed and evaluated with respect to legal and institutional framework in Turkey. Lack of coordination between the planning institutions, sufficiency in control mechanism, bureaucratization, limited public participation, partial and individual developments, difficulties in supplying public interest, economic, politic and social aspects of the country which accelerate corruption, the structure of municipal councils are all considered to be the sources of unethical behaviors in public sector at local level.

The recommendations for the solution of those problems can be grouped in two main topics:

-Reconstructing the governmental structure at local level.

-Renewal of planning system

For increasing the awareness of the society in ethical issues, participation should be constituted in every step of planning and public administration. The concepts of accountability, transparency, public interest, equity, responsibility, conservation of public goods should be internalized by all the public servants. Regarding with planning, plans must be prepared in a way to supply maximum public interest. For this reason, sustainability, cultural and environmental heritage conservation should be accepted as the main principles by all the planning actors and by the society. It can be useful to develop ethical codes for planning proficiency and planning principles.

With respect to the theoretical and literature survey results above, it is aimed to look at the existing ethical problems in planning at local level in Turkey. The opinions of the planning actors will be important to determine the problems and make some recommendations.

4. The Research

4.1. Research Design and Methodology

The main purpose of this study is to scrutinize planning actors' thoughts on planning related ethical matters. The sources of ethical problems, the meaning and the dimensions of planning ethics, the possible measures for improving ethical behavior are the main parts of this scrutiny. The definition of what is ethical is quite difficult. The reasons of unethical behavior in planning and possible practical solutions to these issues are the most important section of the research.

Determining and measuring ethical issues is very complex and difficult. Combination of several research techniques, such as personal contact, interviews, questionnaire survey analysis, and application examples in selected cases, first hand information from the main actors are utilized to minimize these difficulties in this research. The collected data from various resources were classified, compared, categorized, and evaluated in the light of main research questions.

This study is grounded in empirical work not relies solely on secondary research or desk reviews. Personal contacts, face-to-face interviews, careful observation on working conditions of planners, relations and political environment of commissioners and political figures are utilized in the research. Visits to selected municipalities and SPAs by the research team members for the purpose of interviews and questionnaire were also helpful for observation of the working environment of the planning actors and citizens in some cases. To gather first-hand information from the persons, institutions, and working environment, the research team spent reasonable time in each selected local government unit.

During the research, we had contacts with planners and other planning actors. We made surveys, conducted questionnaire, visited offices and other working areas of various planning actors. We gathered detailed information from critical planning actors such as planners. The content and extent of ethical related courses in each city and regional planning department are also examined.

Data for ethical problems in planning are collected as possible as specific by using various research techniques. In this research, some passages from interviews are quoted, summaries of previous research are provided for the design of the research questionnaire and interviews, literature and research results are linked.

The importance of ethical issues and measures in the view of respondents ordered, compared, and categorized. Relationships are set among literature, institutional reports, court decisions and media news, technical reports.

4.2. Conceptual Model

In this research, a conceptual model is developed in the light of literature surveys, previous empirical studies on planning ethics, personal observations, and previous experiences of the researchers. In developing the conceptual model for the research, the specific characteristics of the Turkish cases and conditions in planning, the content and the roadmap of the main research, and contract of the project are the main limitations.

Political, economic and social conditions affect the planners' and planning related main actors' ethical related attitudes and approaches. Education and training are among the main factors which affect the planning actors' ethical/unethical behaviors. Ethical climate of the society, socio-economic

values, and working conditions the planning actors shape the socio-economic and political background factors in planning ethics in Turkish society.

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│  │ problems in  │   │ perception   │   │ attitudes and│   │ Applications ││
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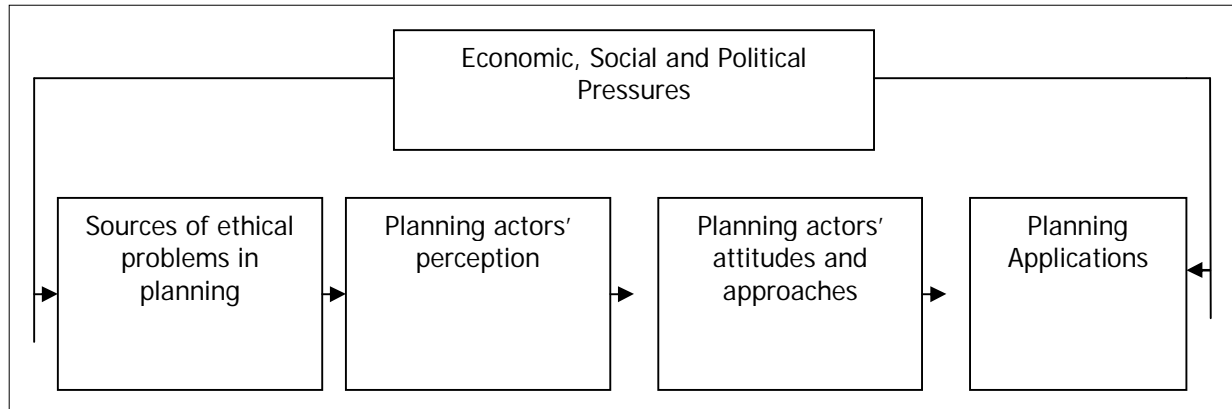
4.3. Limitations of the Study

In terms of methodology, it is recognized that difficulties and limitations in Turkish ethics researches are basically parallel to international literature.

As Menzel and Benton (1991: 420) emphasized, "very little data exist that document the extent to which ethical problems occur at local levels of government. There are many anecdotal accounts of ethical problems, but it is not known whether those accounts and the incidents they represent are becoming more or less common". After completion of their field research, more empirical studies and secondary data have become available for North American researches. This data problem is more serious and deeper outside of North America, especially for low-income countries, including Turkey.

Comparing to business, marketing, nursing and medicine studies, there are very limited number of empirical studies, journals and other publications in the field of planning ethics. In Turkey only in recent years, few ethics researches were conducted mostly in the fields of business, marketing, and medicine. Even in the fields of architecture and environment , there are more empirical researches than the field of planning has. There is no empirical research on planning ethics. The publications of Demirci (2007), Demirdizen (1999), Ersoy (2008; 1995), Tekeli (2008; 2001; 1995) are only based on international literature review and/or their intellectual ideas in addition to expression of their experience in the field.

As Bowman (1990: 345) stated that "despite the significance of managers in interpreting the public good, few studies have examined their attitudes as they pertain to contemporary ethical problems in public affairs".

For the most part, the revitalized literature in administrative ethics and accountability has been dominated by normative inquiry, so that academicians increasingly stress the need for empirical research to complement ethical reflection. Despite this recent emphasis, however, empirical ethics research is looked upon with suspicion by many of public administration's normative theorists. There is concern that a narrow empiricism will compromise the field's original mission to develop a public service ethic reflecting the political, legal, and moral standards that should govern administrative practice (Jos, 1993: 359). Moreover, in one of the relatively pioneering main researches in local

governments conducted by Bruce (1994: 241) there were only very little previous empirical research to cite and inspired.

As Strait (1993) indicates in her dissertation, focusing on the ethical behavior of public employees in an urban university, all the survey researches about ethical issues lacks a theoretical basis. Even if differences are found there are no explanations to why these differences might exist. In addition, many, in fact most of the surveys used in ethics research suffer from a lack of construct, content, and even face validity. Again, this is largely caused by a lack of theoretical basis.

In planning ethics, there are no reliable, well developed studies such as Hunt and Vitel's model (2006) in marketing ethics.

There are some limitations about applications of this research's survey/questionnaire. These limitations are summarized below:

- Vagueness of "ethics" concepts and its negative effects on respondents

- March 2009 local government elections

- Additional demands, such as Bodrum, a deep scrutiny on Adana, Istanbul (which itself requires a separate, specific, time-consuming, and deep study) by the Ethics Council of Turkey

- Lack of support from both Chamber of City Planners (CCP/ŞPO), with the exception of Konya and İzmir branches, and Ministry of Interior's Directorate of Local Governments (İB-MİM).

As also emphasized in the article of Bel and Fageda (2007) based on local government privatization survey, overall, most of the empirical analyses have low explanatory power due to the methodological difficulties in capturing the dynamic nature of the privatization decision. The variables most often considered are those related to fiscal stress and cost reduction and political processes and ideological attitudes. Similarly, the ethical problems and perception of these problems are more dynamic as anyone outsider of the topic/matter may feels.

4.4. The Sample

In this empirical study, it is tried to draw conclusions about several issues by interviews and questionnaire surveys (details of the methodologies are given in the Annex). The interviews are mostly focused on the following concerns:

- What the ethical problems in planning process are?

- What the sources of ethical problems are?

- What the mechanisms/measures for decreasing ethical problems are?

- What the planning institutions do for decreasing ethical problems?

- What the working conditions of planers in local governments are?

- Which groups do apply pressures to planners and how?

In addition to these questions/issues summarized above, we also analyzed general subjects about ethics in Turkish local governments such as discrimination, public participation, conservations cultural and environmental values in urban areas, expertise mechanisms, education and training, moral duality, public interests etc.

The survey was conducted with the five different groups, who are effective in planning decision and implication processes. A convenience sampling from planners working in local governments and self employed, elected officials and high level managers in semi-political positions in local government units (mayors, deputy mayors, municipal council members including members of metropolitan municipalities adviser to mayor, chief executives) academicians working in city and regional planning departments and building contractors who provide goods and services to local governments.

Table 4.1. Questionnaire Conducted Groups

	Frequency	Percent	Valid Percent
Self-employed planners	36	13,5	13,5
Planners in local governments	107	40,2	40,2
Elected officials	48	18,0	18,0
Academicians	45	16,9	16,9
Contractors	30	11,3	11,3
Total	266	100,0	100,0

Table 4.2. Questionnaire Conducted Professions

	Frequency	Percent	Valid Percent
Planners	158	59,4	59,6
Civil engineers and architects	57	21,4	21,5
Technicians	7	2,6	2,6
Others	43	16,2	16,2
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

This survey was conducted in 16 provinces. It includes 8 metropolitan cities, 6 provincial centre municipalities, and 29 county/district municipalities including a few town/subdistrict (belde) municipalities (see Table 4.3.). Semi-structured interviews conducted with some of those municipalities' mayors, city and regional planners, academicians, representatives of chamber of city planners

Table 4.3. Types of Municipalities

	Frequency	Percent	Valid Percent
Metropolitan	164	61,7	61,7
Province center (normal)	42	15,8	15,8
Second-tier	60	22,6	22,6
Total	266	100,0	100,0

Table 4.4. Professional Experience of the Respondents

Years of experience	Frequency	Percent	Valid Percent
0 -9 years	108	40,6	41,9
10-19 years	90	33,8	34,9
20 - + years	60	22,6	23,3
Total	258	97,0	100,0
Missing	8	3,0	
Total	266	100,0	

In Bruce's (1994) terms, "ethical people are productive people" analyses indicate that no statistically significant difference between responders answer the survey question based on gender,

age, ethnic background, or education. This finding is consistent with that of other surveys about ethics (Harris, 1990; Hodgkinson, 1971).

Table 4.5: Distribution of Visited Municipalities

METROPOLITAN MUNICIPALITIES	
Metro. Municipalities	County/District, Town
Adana	Seyhan
	Yüreğir
Konya	Selçuklu
	Karatay
İzmir	Urla
	Balçova
	Çaybaşı
	Pancar
	Seferihisar
	Konak
	Helvacı
İstanbul	Fatih
	Tuzla
	Yakuplu
	Sultanbeyli
	Beşiktaş
Samsun	Canik
Bursa	Yıldırımlar
	Orhangazi
Kayseri	Hacılar
Antalya	
NON METROPOLITAN MUNICIPALITIES	
Aydın	Nazilli
	Atça
	İncirliova
	Kuşadası
	İsabeyli
	Köşk
Çanakkale	
Denizli	Gümüşler
Muğla	Milas
	Bodrum
Isparta	
Niğde	
Trabzon	

Questionnaires and interviews are conducted with five (5) different groups. There are both common questions and differentiated questions. Differentiation is organized according to status and professions of the respondents. The number of questionnaires is 266 in total. The distribution of questionnaires as following:

Table 4.6: Number of Questionnaires According to Respondent Groups

Groups	Number
Planners working in local governments	107
Self employed planners and representatives of chamber of city planners:	36
Elected officials and high level managers in semi-political positions in local government units Mayor: 11, Deputy mayor: 15, Council members: 18, Chief executives: 4	48
Academicians working in city and regional planning departments	45
Building contractors who provide goods and services to local governments	30
TOTAL	266

Table 4.7: Number of Interviews According to Interviewed Groups

Groups	Number
Planners working in local governments	35
Self employed planners and representatives of chamber of city planners	7
Elected officials and high level managers in semi-political positions in local government units Mayor: 4, Deputy mayor: 4, Council members: 2, Chief executives: 1	11
Academicians working in city and regional planning departments	15
TOTAL	68

4.5. The Findings / Statistics

In this part of the study we look at the existing ethical problems in local governments in planning process. The study focuses on the process, perception, attitudes and interest groups (the groups affecting planning decisions and applications). It is also looked at the institutional and legal dimensions of planning. The findings are as following:

4.5.1. The Possible Sources of Ethical Problems in Planning

The sources of ethical problems in local government planning are examined in eight different titles in this research. These titles are determined according to pilot questionnaire conducts, literature survey results and individual observations about planning problems in Turkey. Also a other option is added to the questionnaire, in case a respondent wants to add another reason for ethical problems outside of 8 pre-defined ones.

Table 4.8: Sources of Ethical Problems

	N	Minimum	Maximum	Mean	Std. Deviation
Rent	264	1	5	4,10	1,151
Rapid urbanization	263	1	5	3,37	1,058
Weakness of law sanction	263	1	5	3,50	1,135
Expertise mechanism	266	1	5	2,55	1,149
Moral duality	266	0	5	3,41	1,321
Conditions of urban planners	266	0	5	2,71	1,226
Insufficiency of planned lands	266	0	5	2,36	1,287
Structure and profiles of city council members	266	0	5	3,61	1,132

The results indicate that among those eight main sources of unethical behavior in local government planning, rent is perceived by all groups as the most important source. As the table

shows, the structure and profiles of city council members are the second most important factor in planning ethics. Insufficiency of planned land is the least important source of ethical problems in local governments' planning activities and plan implications.

These results also represent that in planning the economic issues basically affect the ethical problems. Under the conditions of market economy rent always seems as a source of income. In Turkey especially, in metropolitan cities rent expectations have increased due to population increase after the 1950s. It is expected that insufficiency of planned land is another factor that result with increasing rent problems in cities, especially in metropolitan areas, touristic cities, booming towns, and cities/towns with limited amount of suitable urban land.

Below, the responses to the questions on each of the possible sources of ethical problems in local government planning are briefly assessed.

4.5.1.1. Rent

Hasan Ertürk (1997), İlhan Tekeli (2008; 2001; 1995) Ruşen Keleş (2008; 1996; 1993), Emel Akın (2007), Hilal Akçeşme (2006), Derya Yıldırım (2004), Ayşegül Yakar Önel (2002), and others emphasized and elaborated the role and importance of urban land rent in planning, urban growth and urbanization in Turkey either in specific examples like AOÇ (Ankara), and (especially CBD's of) İstanbul or in general. As Kemal S. Kartal (1977) summarizes, rent causes several urban, spatial and political problems. The existence of rent results with the increasing power of land owners.

Table 4.9. Statistical results about "rent"

The level of importance	Frequency	Percent	Valid Percent
a little bit important	16	6,0	6,1
somehow important	11	4,1	4,2
Important	33	12,4	12,5
very important	74	27,8	28,0
completely important	130	48,9	49,2
Total	264	99,2	100,0
Missing	2	,8	
Total	266	100,0	

In the questionnaire it is inspected the importance of rent as a source of ethical problems in planning. 49.2% of the respondents perceive rent as the most important source of planning ethics in local governments and/or local level.

According to Humbach, as open space comes under increasing development pressure, existing-use zoning provides a direct and forthright way to preserve the line between urban and non-urban land use. Ultimately, it may be the only practical means for protecting high-demand or sensitive areas such as wetlands, coastlines, lakeshores, floodplaints, stream corridors, and pristine reservoir watersheds. Humbach (1989) concludes that nothing in those interpretations disallows this straightforward approach to preserving America's familiar patterns of land use and development.

According to the Table 4.9., rent is the completely important factor as a source of ethical problems in planning for the 130 respondents from three different types of municipalities. Rent is perceived as the most important factor by the second-tier municipalities. This may be resulted due to their status as district municipalities of metropolitan cities or touristic municipalities such as Kuşadası, Urla, and Bodrum where there are high level and intense pressures for building permits and to increase in building area ratio for each piece of planned parcel.

Table 4.10. Relation between rent and municipality types

Type of municipality	a little bit important	somehow important	important	very important	completely important	Total
Metropolitan	6	7	17	49	84	163
Province center	5	1	8	10	18	42
Second-tier	5	3	8	15	28	59
Total	16	11	33	74	130	264

Table 4.11. Relation between rent and planning actors

Types of planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self-employed planner	2	0	4	8	22	36
Planners in local governments	4	4	18	28	52	106
Elected official	6	4	6	14	17	47
Academician	3	0	2	14	26	45
Contractor	1	3	3	10	13	30
Total	16	11	33	74	130	264

When the rent identified with respect to "planning actors", the results in the above table shows us, rent is perceived as "completely important" factor by self-employed planners (61%). Secondly, planners working in local governments see the rent "completely important" factor among the other factors. It is meaningful to see that from elected' and contractors' point of view, rent is not so much important when compared with the other groups.

Table 4.12. Relation between rent and proficiency

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	8	4	19	42	85	158
Civil engineer or architect	2	3	7	18	26	56
Technician	0	0	1	1	4	6
Others	6	4	5	13	15	43
Total	16	11	32	74	130	263

The data on the table indicates the similar results on the tables above. The perception of rent doesn't so much differentiate according to proficiency

Table 4.13. Relations between rent and working experience

Experience	a little bit important	somehow important	important	very important	completely important	Total
0 -9 years	5	1	15	34	53	108
10-19 years	6	5	11	23	45	90
20 - + years	4	2	5	16	31	58
Total	15	8	31	73	129	256

The possible relationship between the professional experience and rent is statistically questioned. No significant relation obtained according to professional experience with rent as one of the main sources of unethical behavior and activities in local governments in the area of planning. "They are somewhat more likely to be over **40,** and are disproportionately found in the groups with the least (**0** to **2)** and the most (**21** or more) years of planning experience. This might suggest that the attempt to combine the two aspects of role, while a significant characteristic for all kinds of planners, is

somewhat more likely to be true of the inexperienced and possibly idealistic young, and the older, more experienced members of the field" (Howe and Kaufman, 1979: 252).

4.5.1.2. Rapid urbanization

Table 4.14. Statistical results about rapid urbanization

The Level of Importance	Frequency	Percent	Valid Percent
a little bit important	15	5,6	5,7
somehow important	38	14,3	14,4
Important	78	29,3	29,7
very important	99	37,2	37,6
completely important	33	12,4	12,5
Total	263	98,9	100,0
Missing	3	1,1	
Total	266	100,0	

As a source of ethical problems rapid urbanization is seen" very important" factor with the percentage of 37.6% for all planning actors. Only the 5.7% of the respondents concern rapid urbanization little bit important.

Table 4.15. Relation between rapid urbanization and municipality types

Types of municipalities	a little bit important	somehow important	important	very important	completely important	Total
metropolitan	7	26	46	64	20	163
province	4	9	10	13	4	40
second tier	4	3	22	22	9	60
Total	15	38	78	99	33	263

From the table above, it can be recognized that there is no significant difference between the respondents' ideas on rapid urbanization related to municipality types.

Table 4.16. Relation between rapid urbanization and planning actors

Planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self-employed planner	2	8	11	14	1	36
Planner in local government	4	17	30	39	15	105
Elected official	4	0	22	14	8	48
Academician	5	8	7	17	7	44
Contractor	0	5	8	15	2	30
Total	15	38	78	99	33	263

The table shows that rapid urbanization is recognized as "very important "ethical source by the planners working in local governments than the other planning actors.

Table 4.17. Relation between rapid urbanization and planning actors

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	9	29	40	61	16	155
Civil engineer or architect	2	6	22	19	8	57
Technician	1	1	1	3	1	7
Other	3	2	15	15	8	43
Total	15	38	78	98	33	262

The perception of the respondents according to their proficiencies is intensified on "important" and "very important" degrees. Nearly 2/3 of them deliver their opinion in this way.

4.5.1.3. Weakness of law sanction

Table 4.18: Statistical results about "weakness of law sanction"

The level of importance	Frequency	Percent	Valid Percent
a little bit important	16	6,0	6,1
somehow important	34	12,8	12,9
Important	70	26,3	26,6
very important	89	33,5	33,8
completely important	54	20,3	20,5
Total	263	98,9	100,0
Missing	3	1,1	
Total	266	100,0	

Weakness of law sanction as an other source of ethical problem identify as a "very important" factor with the percentage of 33.8% by all the respondents.

Table 4.19. Relation between "weakness of law sanction" and "municipality types"

Types of municipalities	a little bit important	Somehow important	important	very important	completely important	Total
Metropolitan	9	14	48	55	37	163
Province center	1	10	7	16	6	40
Second-tier	6	10	15	18	11	60
Total	16	34	70	89	54	263

The table indicates that the observation about weakness of law sanction is not differentiated according to municipality types.

Table 4.20. Relation between "weakness of law sanction" and "planning actors"

Types of planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self-employed planner	3	5	10	10	8	36
Planner in local government	2	16	34	35	17	104
Elected official	5	6	11	17	9	48
Academician	3	2	9	19	12	45
Contractor	3	5	6	8	8	30
Total	16	34	70	89	54	263

In terms of "weakness of law sanction" the degree of answers are not so much differentiate according to planning groups. From the table, it can be said that, a great number of the respondents see it as one of the fundamental problem for the planning ethics, but the other sources are more dominant.

Table 4.21. Relation between "weakness of law sanction" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	6	16	43	59	31	155
Civil engineer or architect	3	10	15	13	16	57
Technician	0	3	3	1	0	7
Other	7	5	8	16	7	43
Total	16	34	69	89	54	262

It is not possible to determine a significant and meaningful explanation about "weakness of law sanction" as a source of ethical problems with respect to proficiency of respondents

Table 4.22. Relation between "weakness of law sanction" and "working experience"

Experience	a little bit important	somehow important	important	very important	completely important	Total
0 -9 years	3	15	33	36	20	107
10-19 years	6	11	22	32	17	88
20 - + years	5	6	13	19	17	60
Total	14	32	68	87	54	255

The results on the Table 4.22. indicate that the opinions about "Weakness of law sanction as a source of ethical problems" don't differentiate according to working experience.

4.5.1.4. Expertise mechanism

Table 4.23. Statistical results about "expertise mechanism"

	Frequency	Percent	Valid Percent
a little bit important	58	21.8	21.8
somehow important	73	27.4	27.4
Important	81	30.5	30.5
very important	39	14.7	14.7
completely important	15	5.6	5.6
Total	266	100.0	100.0

When the perception about "expertise mechanism as a source of ethical problems" is analyzed it is recognized that only 5.6% of the respondents see it as a "completely important" factor. The answers are commonly differentiated between the degrees of "a little bit important", "somehow important" and "important" in general.

Melih Ersoy (2008), D. K. Hart (1994) and Susan Ann Hendler (1988), Land and Hendler (1990) write about importance of moral character, philosophy in planners in particular or technical experts in public sector in general. According to Hendler, moral philosophy is identified as a source of expertise enabling us to better address ethical issues.

Table 4.24. Relation between "expertise mechanism" and "municipality types"

Type of municipality	a little bit important	somehow important	important	very important	completely important	Total
metropolitan	37	35	54	18	9	164
province	10	11	8	8	2	42
second tier	11	16	14	13	4	60
Total	58	62	76	39	15	266

Table 4.25. Relation between "expertise mechanism" and "planning actors"

Types of planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self employed planner	9	10	11	4	2	36
Planner in local governments	24	19	32	19	1	107
Elected officials	8	13	13	7	5	48
Academician	14	11	11	5	3	45
Contractor	3	9	9	4	4	30
Total	58	62	76	39	15	266

Table 4.26. Relation between "expertise mechanism" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	38	36	44	23	6	158
Civil engineer or architect	11	15	19	5	4	57
Technician	2	2	0	3	0	7
Others	7	9	13	7	5	43
Total	58	62	76	38	15	265

Table 4.27. Relation between "expertise mechanism" and "working experience"

Experience	a little bit important	somehow important	important	very important	completely important	Total
0 -9 years	22	25	38	14	1	108
10-19 years	23	22	19	16	6	90
20 - +years	12	14	18	7	6	60
Total	57	61	75	37	13	258

Four of the tables above do not indicate any meaningful results on the opinion about "expertise mechanism as a source of ethical problems" with respect to the planning actors, proficiency, municipality types, and years of experience of the respondents.

4.5.1.5. Moral Duality

Table 4.28. Statistical results about "moral duality"

Importance Level	Frequency	Percent	Valid Percent
0	10	3,8	3,8
a little bit important	17	6,4	6,4
somehow important	33	12,4	12,4
important	56	21,1	21,1
very important	95	35,7	35,7
completely important	55	20,7	20,7
Total	266	100,0	100,0

Moral duality is an important factor for measuring with respect to attitudes against ethical issues. However it is recognized that it is also the most misunderstanding factor by the respondent. The data presenting on the Table 27 indicate that "moral duality" is one of the main factor as a source of

ethical problems. More than ¾ of the respondents think about this factor as varying degrees from "important" to "completely important".

According to Beatley (1991), decisions about land use raise fundamental and complex moral and ethical issues. Bolan (1983) touches upon several ethical issues on ethical choices in planning. According to him, ambiguities and complexities of the situational contexts of ethical choice are important factors in planning ethics.

Table 4.29. Relation between "moral duality" and "municipality types"

Types of municipalities	a little bit important	somehow important	important	very important	completely important	Total
Metropolitan	9	19	35	62	32	164
Province centre	2	10	5	13	10	42
Second tier	6	4	16	20	13	60
Total	17	33	56	95	55	266

There is no significant relationship between moral duality and respondents' municipalities.

Table 4.30. Relation between "moral duality" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	7	18	39	52	34	158
Civil engineer or architect	3	9	10	22	12	57
Technician	1	2	0	2	1	7
Others	6	4	6	19	8	43
Total	17	33	55	95	55	265

Table 4.31. Relation between "moral duality" and "working experience"

Experience	a little bit important	somehow important	important	very important	completely important	Total
0 -9 years	5	15	30	35	19	108
10-19 years	6	8	17	34	21	90
20 - + years	4	10	8	21	15	60
Total	15	33	55	90	55	258

Tables 4.29., 4.30, and 4.31 help to express the lack of relationship between the perception of moral duality and type of municipality, proficiency, and working experience. From the analyses, it can be said that those three crosstab tables do not declare a significant relationship results with respect to moral duality.

Table 4.32. Relation between "moral duality" and "planning actors"

Types of planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self-employed planner	4	4	11	12	5	36
Planner in local government	6	17	33	26	17	107
Elected official	4	6	6	22	9	48
Academician	1	2	3	19	19	45
Contractor	2	4	3	16	5	30
Total	17	33	56	95	55	266

One of the most remarkable and interesting fact can be observed in the Table 31. According to the results displayed in the table, nearly 85% of the academicians show "moral duality" as a "very important" or "completely important" factor of ethical problems in planning at the local level.

4.5.1.6. Conditions of urban planners

Table 4.33. Statistical results about "conditions of urban planners"

The level of importance	Frequency	Percent	Valid Percent
0	8	3,0	3,0
a little bit important	45	16,9	16,9
somehow important	49	18,4	18,4
important	93	35,0	35,0
very important	55	20,7	20,7
completely important	16	6,0	6,0
Total	266	100,0	100,0

As a source of ethical problems, conditions of urban planners are seen among the "important" factors with the percentage of 35%. Only the 6% of the respondents think its being "completely important". These results express that economic situations have a considerable effect on ethical problems, but when compared with the other factors it has a secondary effect.

Table 4.34. Relation between "conditions of urban planners" and "municipality types"

Types of municipalities	a little bit important	somehow important	important	very important	completely important	Total
metropolitan	27	31	61	33	8	164
province	10	5	14	9	2	42
second tier	8	13	18	13	6	60
Total	45	49	93	55	16	266

No meaningful result can be obtained from the analyses of the relation between "conditions of urban planners" and type of municipalities.

Table 4.35. Relations between "conditions of urban planners" and "proficiency"

Proficiencies	a little bit important	somehow important	important	very important	completely important	Total
Planner	26	29	53	35	10	158
Civil engineer or architect	9	9	21	13	4	57
Technician	2	2	2	0	0	7
Others	8	9	16	7	2	43
Total	45	49	92	55	16	265

No meaningful result can be obtained from the analyses of the relation between "conditions of urban planners" and proficiency.

Table 4.36. Relation between "conditions of urban planners" and "planning actors"

Types of planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self employed planners	7	5	15	7	2	36
Planner in local government	25	19	34	18	5	107
Elected official	7	9	16	10	4	48
Academician	3	8	14	15	5	45
Contractor	3	8	14	5	0	30
Total	45	49	93	55	16	266

No meaningful result can be obtained from the analyses of the relation between "conditions of urban planners" and planning actors.

Table 4.37. Relation between "conditions of urban planners" and "working experience"

experience	a little bit important	somehow important	important	very important	completely important	Total
0 -9 years	20	19	39	21	5	108
10-19 years	15	17	28	21	8	90
20 - + years	10	11	22	11	3	60
Total	45	47	89	53	16	258

No meaningful result can be obtained from the analyses of the relation between "conditions of urban planners" and working experience.

4.5.1.7. Insufficiency of planned lands

Table 4.38. Statistical results about "insufficiency of planned lands"

	Frequency	Percent	Valid Percent
0	7	2,6	2,6
a little bit important	83	31,2	31,2
somehow important	56	21,1	21,1
important	61	22,9	22,9
very important	46	17,3	17,3
completely important	13	4,9	4,9
Total	266	100,0	100,0

When the importance of "insufficiency of planned lands" as a source of ethical problems in planning is analyzed, it is recognized that nearly 1/3 of the respondents see it "a little bit important". Only 4.9% of them point out it as a "completely important" factor.

According to Tekeli (2008: 60), by limiting number and surface of urban land with infrastructure and planning permits or by putting other building limitations on planned urban land, interest groups, developers, land-owners and planners my increase their rent and/or interests and stakeholders on urban land. The strong relations of urban with rent distribution and rent creation may cause significant ethical problems both on planning and planers.

Table 4.39. Relation between "insufficiency of planned lands" and "municipality types"

Type of municipality	a little bit important	somehow important	important	very important	completely important	Total
metropolitan	50	38	42	23	7	164
province	15	8	10	7	0	42
second tier	18	10	9	16	6	60
Total	83	56	61	46	13	266

If the factor is evaluated according to municipalities, it is seen that the general opinion in not so much depend on the administrative distinction.

Table 4.40. Relation between "insufficiency of planned lands" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	59	37	36	18	3	158
Civil engineer or architect	11	11	17	13	4	57
Technician	3	1	1	1	1	7
Others	10	7	7	13	5	43
Total	83	56	61	45	13	265

The distinction of proficiency does not represent a specific result in terms of "insufficiency of planned lands" factor.

Table 4.41. Relation between "insufficiency of planned lands" and "planning actors"

Planning actors	a little bit important	somehow important	important	very important	completely important	Total
self-employed planner	18	9	5	4	0	36
Planner in local government	34	23	27	13	5	107
Elected official	12	10	8	13	4	48
Academician	16	9	12	6	1	45
Contractor	3	5	9	10	3	30
Total	83	56	61	46	13	266

The distinction of planning actors does not represent a specific result in terms of "insufficiency of planned lands" factor.

Table 4.42. Relation between "insufficiency of planned lands" and "working experience"

experience	a little bit important	somehow important	important	very important	completely important	Total
0 -9 years	35	24	30	15	1	108
10-19 years	28	23	20	12	5	90
20 - + years	20	8	9	15	6	60
Total	83	55	59	42	12	258

The distinction of working experience does not represent a specific result in terms of "insufficiency of planned lands" factor.

4.5.1.8. Structure and profiles of city council members

Table 4.43. Statistical results about "structure and profiles of city council members"

	Frequency	Percent	Valid Percent
missing	5	1,9	1,9
a little bit important	10	3,8	3,8
somehow important	22	8,3	8,3
important	67	25,2	25,2
very important	106	39,8	39,8
completely important	56	21,1	21,1
Total	266	100,0	100,0

As a source of ethical problems in planning, structure and profiles of city council is assessed as the secondary important factor between the 8 different factors. 39.8 of the respondents assess it as "very important" and 21.1% as "completely important". These results can be evaluated as the administrative composition of local governments and their responsibilities trigger the ethical problems in Turkey. In other words, for the prevention of ethical problems in planning, structure of the city council members should be revitalized.

Table 4.44. Relation between "structure and profiles of city council members" and "municipality types"

Type of municipality	a little bit important	somehow important	important	very important	completely important	Total
Metropolitan	4	14	42	66	36	164
Province	2	1	11	18	8	42
Second tier	4	7	14	22	12	60
Total	10	22	67	106	56	266

The table above indicates that "the structure and profile of city council members" is constituted a very important factor in province municipalities when compared with the other types of municipalities.

Table 4.45. Relation between "structure and profiles of city council members" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	4	8	34	70	38	158
Civil engineer or architect	1	5	17	21	13	57
Technician	1	2	0	3	0	7
Others	4	7	16	11	5	43
Total	10	22	67	105	56	265

The table 4.45. shows that "structure and profile of city council members" is perceived as a considerably important source of ethical problems by planners than the other proficiencies.

Table 4.46. Relation between "structure and profiles of city council members" and "planning actors"

Planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self-employed planner	1	1	4	19	11	36
Planner in local government	5	11	25	41	21	107
Elected official	2	5	19	14	7	48
Academician	0	1	13	18	13	45
Contractor	2	4	6	14	4	30
Total	10	22	67	106	56	266

Table 4.46 represents that "Structure and profile of city council members" is seen seriously important problem by the self-employed planners among the other planning actors.

Table 4.47. Relation between "structure and profiles of city council members" and "working experience"

experience	a little bit important	somehow important	important	very important	completely important	Total
0 -9 years	2	10	21	47	25	108
10-19 years	3	8	23	36	19	90
20 - + years	3	4	21	19	12	60
Total	8	22	65	102	56	258

From the table 4.47, a little bit difference can be obtained in the perception of "Structure and profile of city council members" factor in terms of working experience. Nearly 50% respondents whose working experience is between 0-9 years point out it as a "very important" source, and 25% of them see it as "completely important".

4.5.2. Issues Taking Into Account in Plan Modifications in Local Governments

Table 4.48. Statistical results about "issues taking into account in plan modifications in local governments"

	N	Minimum	Maximum	Mean	Std. Deviation
Correctness	266	0	5	3,66	1,234
Usefulness	266	0	5	3,57	1,359
Legality	266	0	5	3,87	1,264
Managers satisfaction	266	1	5	2,64	1,523
Public satisfaction	266	0	5	3,21	1,355
Valid N (listwise)	266				

In the scope of this study, "the issues taking into account in plan modifications in local governments" are analyzed with five main determinants (correctness, usefulness, legality, satisfaction of managers, public satisfaction". As mentioned in the previous chapters of this report, plan modification in Turkey is one of the fundamental tools in directing the urban development. Plan modification is among the main channel that causes unethical behaviors in local governments.

The theoretical concerns of those five main determinants have been debated by urban planners, philosophers, public administrators, and other academicians in different fields of study for last couple decades. Although it is not easy, sometimes beliefs and practices can be differentiated from each other. It is tried to analyze here the general attitudes of planning actors in planning activities, especially during and towards plan modifications.

The results on the table 48 indicate that in plan modifications, local governments take into consideration the "legality" as the main factor among all the other factors. Secondly, the correctness is considerably an important role in plan modifications. Most of the respondents perceive the correctness and legality similar factors which depend on each other. In other words, according to them, if a plan is legal, it means it is correct or vice versa.

4.5.2.1. Correctness

Table 4.49. Statistical results about "correctness"

	Frequency	Percent	Valid Percent
missing	3	1,1	1,1
A little bit important	15	5,6	5,6
somehow important	23	8,6	8,6
important	73	27,4	27,4
very important	66	24,8	24,8
completely important	86	32,3	32,3
Total	266	100,0	100,0

From the table 4.49 it is understood that correctness is seen "completely important" issue with the percentage of 32.3 in plan modifications in local governments. While 52.2% of the respondents express the correctness as "very important "and "important", only 5.6% of them sign it as "a little bit important" factor.

Table 4.50. Relations between "correctness" and "municipality types"

Type of municipality	a little bit important	somehow important	important	very important	completely important	Total
Metropolitan	8	12	54	39	49	164
Province	3	9	9	9	11	42
Second tier	4	2	10	18	26	60
Total	15	23	73	66	86	266

The results obtained from the table show that unlikely from the general attitude, in metropolitan municipalities correctness is taken into consideration with a degree of "importance". This may express that in plan modifications in metropolitan municipalities, the other factors are more common than the correctness.

Table 4.51. Relation between "correctness" and "planning actors"

Planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self employed planner	2	5	15	5	9	36
Planner in local governments	3	8	29	33	33	107
Elected official	3	0	6	13	25	48
Academician	7	7	13	6	11	45
Contractor	0	3	10	9	8	30
Total	15	23	73	66	86	266

The opinions are a bit differentiating according to planning actors. While more than half of the elected officials think that in plan modifications the "correctness" is completely important issue, the rates are around 25% for the other groups. This may because the elected officials as the main decision making and approval authority believe or want to believe that their applications and attitudes are completely correct.

Table 4.52. Relation between "correctness" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
planner	11	17	53	37	38	158
Civil engineer or architect	1	4	11	14	27	57
Technician	1	0	2	1	3	7
Others	2	2	7	13	18	43
Total	15	23	73	65	86	265

When the correctness is examined with respect to proficiency of the respondents, it is seen that there is no meaningful difference in the answers which determine the attitude according the professions.

4.5.2.2. Usefulness

Table 4.53. Statistical results about "usefulness"

	Frequency	Percent	Valid Percent
missing	11	4,1	4,1
a little bit important	12	4,5	4,5
somehow important	27	10,2	10,2
important	64	24,1	24,1
very important	69	25,9	25,9
completely important	83	31,2	31,2
Total	266	100,0	100,0

"Usefulness" is an important attitude which must be taken into consideration in planning. For the acceptation of plan decisions by the society the planners and the politicians have to care about "usefulness". It is the main advocacy tool of the politicians for their attitudes and applications in planning. In recent years, especially in urban regeneration projects the elected officials emphasize the usefulness in all platforms.

Parallel to these concerns, the results obtained represent the importance of "usefulness" as an important attitude in planning. More than half of the respondents believe that in plan modifications "usefulness" is "completely important" and "very important" .factor to be taken into account.

Table 4.54. Relation between "usefulness" and "municipality types"

Type of municipality	a little bit important	somehow important	important	very important	completely important	Total
metropolitan	5	19	43	40	52	164
Province	3	5	13	9	9	42
Second tier	4	3	8	20	22	60
Total	12	27	64	69	83	266

The table shows that "usefulness" is much more importantly taken into account in plan modifications in metropolitan municipalities and second-ties municipalities than province municipalities.

Table 4.55. Relation between "usefulness" and "planning actors"

Planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self employed planner	4	8	8	5	10	36
Planners in local government	5	8	24	30	34	107
Elected official	1	0	8	16	20	48
Academician	2	8	16	7	11	45
Contractor	0	3	8	11	8	30
Total	12	27	64	69	83	266

The table 4.55 represents that all the planning actors have nearly the same opinion about "usefulness" as an attitude taken into account in plan modifications in local governments.

Table 4.56. Relation between "usefulness" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
planner	10	24	38	42	38	158
Civil engineer or architect	1	3	14	13	23	57
Technician	0	0	1	0	5	7
Others	1	0	11	13	17	43
Total	12	27	64	68	83	265

No meaningful and statistically significant result can be obtained from the analyses of the question on the priority when making and revising plan in relation between attitudes and proficiency.

4.5.2.3. Legality

Table 4.57. Main statistical data about "legality"

	Frequency	Percent	Valid Percent
0	6	2,3	2,3
A little bit important	12	4,5	4,5
somehow important	15	5,6	5,6
important	54	20,3	20,3
very important	69	25,9	25,9
completely important	110	41,4	41,4
Total	266	100,0	100,0

In this research, regality is determined as the main factor in terms of the attitudes taken into account in plan modification in local governments. As an administrative authority in planning at the local level, local governments should have to act according to the related legal arrangements. Therefore, it is not surprising to see such a result. On the other hand, this result is contradicting with the increasing news in the media about the corruptions in local governments. The results on the table express that 41.4% of the respondents believe that legality is "completely important" issue in plan modifications. Only 4.5% of them think its being "a little bit important".

Table 4.58. Relation between "legality" and "municipality types"

Type of municipality	a little bit important	somehow important	important	very important	completely important	Total
Metropolitan	6	7	38	42	66	164
Province	4	5	7	12	13	42
Second tier	2	3	9	15	31	60
Total	12	15	54	69	110	266

When we compared "legality" with the types of municipalities, the importance is aligned in a decreasing degree from second-ties municipalities to province municipalities. In terms of planning Turkish legal system provides more flexible and free authority to province municipalities. The result can be considered as the reflection of this context.

Table 4.59. Relation between "legality" and "planning actors"

Planning actors	a little bit important	somehow important	important	very important	completely important	Total
Self employed planner	3	1	14	7	10	36
Planner in local government	3	3	19	35	45	107
Elected official	2	2	4	9	31	48
Academician	3	6	9	8	16	45
Contractor	1	3	8	10	8	30
Total	12	15	54	69	110	266

When the "legality" evaluated in accordance with planning actors, it is obtained that most of the elected officials believe its being the "completely important" factor taken into account in plan modifications.

Table 4.60. Relation between "legality" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	8	9	38	39	58	158
Civil engineer or architects	2	2	10	18	25	57
Technician	1	0	1	2	3	7
Others	1	4	5	9	24	43
Total	12	15	54	68	110	265

No significant result can be obtained from the analyses of legality by proficiencies.

4.5.2.4. Managers satisfaction

Table 4.61. Statistical data about "satisfaction of managers"

The level of importance	Frequency	Percent	Valid Percent
a little bit important	86	32.3	32.3
somehow important	34	12.8	12.8
important	68	25.6	25.6
very important	47	17.7	17.7
completely important	31	11,7	11,7
Total	266	100,0	100,0

According to the table 4.61, managers' satisfaction is "a little bit important" issue with the percentage of 32.3.

Table 4.62. Relation between "satisfaction of managers" and "municipality types"

Types of municipalities	a little bit important	somehow important	important	very important	completely important	Total
Metropolitan	48	16	37	31	22	164
Province	14	3	11	8	3	42
Second tier	24	6	13	8	6	60
Total	86	25	61	47	31	266

Table 4.63. Relation between "managers' satisfaction" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	44	15	40	34	18	158
Civil engineer or architect	22	2	14	8	8	57
Technician	2	1	2	1	0	7
Others	18	7	4	4	5	43
Total	86	25	60	47	31	265

Three of the tables above which show the importance of "managers satisfaction" in planning represent that the opinions are not differentiate according to municipal types, planning actor and proficiencies.

4.5.2.5. Public satisfaction

Table 4.64. Statistical data about public satisfaction

	Frequency	Percent	Valid Percent
0	7	2,6	2,6
A little bit important	28	10,5	10,5
somehow important	37	13,9	13,9
important	81	30,5	30,5
very important	55	20,7	20,7
completely important	58	21,8	21,8
Total	266	100,0	100,0

With respect to the attitudes taken into account in plan modification "public interest" is the another essential issue in local governments. But the results obtained show that among those 5 planning attitudes "public interest" is not seriously handled in plan modifications. The rates are aligned as; 30.5% "important", 21.8% "very important", 20.7% "important, 13.9% "somehow important" and 10ç5% "a little bit important".

Table 4.65. Relation between "public satisfaction" and "municipality types"

Types of municipalities	a little bit important	somehow important	important	very important	completely important	Total
metropolitan	17	25	52	32	35	164
Province	6	4	14	10	6	42
Second tier	5	8	15	13	17	60
Total	28	37	81	55	58	266

Table 4.66. Relation between "public satisfaction" and "planning actors"

Planning actors	a little bit important	somehow important	important	very important	completely important	Total
self-employed planner	8	5	10	6	7	36
Planner in local government	7	15	36	22	24	107
Elected official	3	4	13	13	12	48
Academician	9	10	11	7	7	45
Contractor	1	3	11	7	8	30
Total	28	37	81	55	58	266

Table 4.67. Relation between "public satisfaction" and "proficiency"

Proficiency	a little bit important	somehow important	important	very important	completely important	Total
Planner	19	28	47	33	28	158
Civil engineer or architects	4	3	22	10	16	57
Technician	0	1	1	2	2	7
Others	5	5	11	9	12	43
Total	28	37	81	54	58	265

The data on the tables 64, 65, 66, do not indicate a specific result according the crosstabs (type of municipality, proficiency of planning actors)

4.5.3. Planners' Behavior against Unethical Issues

Table 4.68. Statistical results about "planners' behavior against unethical issues"

	N	Minimum	Maximum	Mean	Std. Deviation
resigning	266	0	5	2,26	1,628
refraining	266	0	5	2,75	1,907
abeyance	266	0	5	1,58	1,242
obedience	266	0	5	1,30	1,119
insist on not doing	266	0	5	3,89	1,571
convincing others	266	0	5	4,27	1,287
Valid N (listwise)	266				

In this research we try to analyze the thoughts of respondents about "what must the planners' behaviors against unethical issues". Among the six options "convincing others" appears at the top priority. The others are aligned as following: "insist on not doing", "refraining", "resigning", "abeyance" and "obedience".

The role of planners has changed due to the changes of planning approaches for decades. These results may indicate that the respondents see planning profession as a negotiator between all the planning groups.

"Obedience" is seen as an unacceptable behavior by most of the respondents. The results may indicate that the respondents think that the planners should struggle with the unethical issues as possible as they can do.

4.5.4. Sanction

The answer to the question "what sanctions must be applied to a planner who acts unethically" is shown in the table 69. According to the table nearly half of the respondents deliver opinion for "condemnation". While 41% of them said that they must be fired from the planning proficiency, the

rest of the respondents think that "they must be alerted" and "no sanction" applied. These results also indicate a general tendency for applying sanctions for the save of professional honor.

Table 4.69. Statistical results about "sanction"

	Frequency	Percent	Valid Percent
0	3	1,1	1,1
to be fired	109	41,0	41,0
condemnation	123	46,2	46,2
to be alerted	23	8,6	8,6
no sanction	8	3,0	3,0
Total	266	100,0	100,0

4.5.5. Attitudes and opinions about planning ethics and at local level

Some other questions related to attitudes and opinions of all the planning actors about the actual debates on planning and the authorities of local governments are asked to the respondents. In recent years there have been tendency to enlarge the authority of local governments in Turkish administrative system. With respect to this, especially the decisions of Conservation Councils, the bureaucratic lateness, the pressure groups in planning, discriminations, transparency have been the main arguments on the agenda. All of those arguments have an ethical dimension in terms of planning.

Table 4.70. Statistical results about "some other attitudes and opinions about planning and local governments in terms of ethical issues"

Attitudes and opinions about the planning and administrative arguments with ethical dimension	N	Min.	Max.	Mean	Std. Dev.
Local governments try to contribute welfare of disadvantaged groups	263	1	8	2,62	1,311
Local governments inform public about plan decisions, sufficiently	264	1	5	2,65	1,314
Impact of Conservation Councils on urban development	261	1	5	3,30	1,211
Expansion of protection Zone/Area effect urban expansion or local services negatively.	260	1	5	2,17	1,299
Transferring the conservation councils' authority to local governments	260	1	5	2,52	1,503
Taking the opinion of the author of plan in plan modifications	259	1	5	2,32	1,378
Discriminations	261	1	5	2,86	1,464
Existence of so many authorized institutions in planning	263	1	5	3,24	1,315
Serving plans to public interests	264	1	5	2,90	1,234
Impact of individual interests	265	1	5	3,11	1,361
Impact of contractors' interest	263	1	5	2,80	1,360
Impact of political interests	263	1	5	3,07	1,434
Receiving gift while planning	261	1	5	2,23	1,389
Receiving gift after planning	260	1	5	1,72	1,197

4.5.5.1. Local governments' contribution to welfare of disadvantaged groups

Table 4.71. Statistical results about "Local governments' contribution to welfare of disadvantaged groups"

Welfare contribution	Frequency	Percent	Valid Percent
0	2	00,8	00,8
strongly disagree	60	22,6	22,6
disagree	75	28,2	28,3
undecided	68	25,6	25,7
agree	29	10,9	10,9
strongly agree	30	11,3	11,3
Total	265	99,6	100,0
Missing	1	00,4	
Total	266	100,0	

According to the table above, half of the respondents have negative opinion about local governments' contribution for providing welfare of disadvantaged groups such as the poor people and the families with lack of their own houses. Welfare of disadvantaged groups can be developed by rehabilitation of their living environment. Urban rehabilitation by supplying infrastructure, applying urban renewal projects are the main services that the local governments should have done. However, these services are generally considered low profit investments by local governments. Therefore local governments have a tendency to apply urban transformation projects which produce high rents. From the point of planning ethics, such unfair applications of local governments cause many other problems in cities.

Table 4.72. Relation between "welfare" and "planning actors "

Planning actors	M	strongly disagree	disagree	undecided	agree	strongly agree	Total
Self-employed planner	0	14	11	8	0	2	36
Planner in local government	1	23	30	28	14	10	106
Elected official	1	4	8	14	9	12	48
Academician	0	12	16	11	4	2	45
Contractor	0	7	10	7	2	4	30
Total	2	60	75	68	29	30	265

When we analyze the thoughts of planning actors about the local governments' contributing welfare of disadvantaged groups, it is interesting to see that nearly 40% of the elected officials have positive opinions about it.

4.5.5.2. Providing regular and sufficient information about plan decisions to public by local governments

Informing local citizens and related civic groups about plan decisions is a considerably important subject for public participation and transparency. It also seems an important factor in reducing ethical problems, increasing public trust in planning at the local level. In terms of these concepts the plan approval process in Turkish legislation system cannot be considered as very well stated. As mentioned in the previous chapters, after approval, plans are publicized through a deposit period. It is a one-month process, in which citizens inspect the plans. If citizens have objections to plans, they made an

application to municipality. Objections are taken into consideration within two weeks, and if necessary the plans are modified and approved by municipal council.

In this process informing public is very weak. Therefore, extra channels should be operated for increasing public awareness and providing public participation by local governments. In this part of the questionnaire we inspect the attitudes of local governments in informing and the sufficiency of the information.

Table 4.73. Statistical results about "Providing information about plan decisions to inform public by local governments"

	Frequency	Percent	Valid Percent
0	1	00,4	00,4
strongly disagree	66	24,8	24,9
disagree	64	24,1	24,2
undecided	59	22,2	22,3
agree	47	17,7	17,7
strongly agree	28	10,5	10,6
Total	265	99,6	100,0
Missing	1	00,4	
Total	266	100,0	

The results in the table express that half of the respondents think that local governments' informing public is insufficient.

Table 4.74. Relation between "providing information about plans" and "municipality types"

Type of municipality	0	strongly disagree	disagree	undecided	agree	strongly agree	Total
metropolitan	0	48	43	34	22	16	163
province	0	10	9	8	11	4	42
Second-tier	1	8	12	17	14	8	60
Total	1	66	64	59	47	28	265

When the responses on informing citizens about planning activities are classified and examined according to type of municipalities, it is observed the answers of the respondents working in second-tier municipalities is a bit differentiate from the others. Only 13% of them strongly disagree about the sufficiency of information.

4.5.5.3. Impact of Conservation Councils on urban development

In this part of the questionnaire research, we tried to assess the impacts of conservation councils' impact on urban development and planning. Conservation councils as institutions of central government are authorized with approval of planning, construction permits, and restoration projects in all types of conservation areas in Turkey. Even though they are central government agencies, they have autonomous structure and their members are basically academicians from various related disciplines such as planning, architecture, preservation. Local governments can not apply any project without the approval of these councils. Therefore, sometimes contradictions can occur between the local governments and councils with respect to plan decisions. While local governments complain for preventing the councils' their investments, councils blame the local governments for unethical implementations.

Table 4.75. Statistical results about "Impact of Conservation Councils on urban development"

Impact of Conservation Councils	Frequency	Percent	Valid Percent
0	4	1,5	1,5
strongly disagree	25	9,4	9,4
disagree	40	15,0	15,1
undecided	75	28,2	28,3
agree	73	27,4	27,5
strongly agree	48	18,0	18,1
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

According to the table, 28.2% of the respondents are undecided about the impact of conservation councils on urban development.

4.5.5.4 Transferring Conservation Councils' authority to local governments

With the respect above, it is tried to find out the respondents' opinions about transferring Conservation Councils' authority to local governments

Table 4.76. Statistical results about "Transferring Conservation Councils' authority to local governments"

Transfer of authority to local governments	Frequency	Percent	Valid Percent
0	5	1,9	1,9
strongly disagree	100	37,6	37,7
disagree	42	15,8	15,8
undecided	44	16,5	16,6
agree	31	11,7	11,7
strongly agree	43	16,2	16,2
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

The results express that 37.7% of the respondents are strongly disagree to transfer the authorities of conservation councils to local government units.

Table4.77. Relation between "transfer of authority to local governments" and "planning actors"

Planning actors	0	strongly disagree	disagree	undecided	agree	strongly agree	Total
Self employed planner	1	23	3	5	1	3	36
Planner in local governments	2	37	23	19	12	13	106
Elected official	0	4	9	11	11	13	48
Academician	1	34	4	3	0	3	45
Contractor	1	2	3	6	7	11	30
Total	5	100	42	44	31	43	265

Analyses of the issue of transfer of authority according to planning actors' views show that especially the self-employed planners and academicians are against the transfer of authority of planning to local governments. The academicians trust to local governments, especially smaller local governments and local government units with high urban land rent are low.

4.5.5.5. The effects of protection zone/area expansion on local services.

Project team especially have focused on the conservation/protection issues in local governments in the questionnaire and they inspected the opinions of the respondents' views about the expansion of those areas with respect to environmental and conservation ethics.

Table 4.78. Statistical results about "Expansion of protection Zone/Area"

Impact of the expansion of protection zone/area	Frequency	Percent	Valid Percent
0	5	1,9	1,9
strongly disagree	111	41,7	41,9
disagree	59	22,2	22,3
undecided	47	17,7	17,7
agree	20	7,5	7,5
strongly agree	23	8,6	8,7
Total	265	99,6	100,0
Missing	1	0,4	
Total	266	100,0	

The results obtained show that big amount (64.2%) of the respondents strongly disagree and disagree with respect to expansion of protection zone/area effect urban expansion or local services negatively. In other words, they believe that those areas should be protected under all circumstances.

Table 4.79. Relation between "Impact of the expansion of protection zone/area" and "planning actors

Planning actors	0	strongly disagree	disagree	undecided	agree	strongly agree	Total
Self employed planner	0	16	10	6	4	0	36
Planner in local government	4	43	25	21	5	8	106
Elected official	1	9	11	12	4	11	48
Academician	0	37	5	2	0	1	45
Contractor	0	6	8	6	7	3	30
Total	5	111	59	47	20	23	265

The rates of opinions are a little bit differentiating according to planning actors. Even though a big amount of the planners and academicians support the expansion of protection zones, the rate of elected officials' opinions is equally fluctuated between all categories. This result may indicate the elected officials' sensitivity about protection and conservation is low and therefore they can act unethically in environmental and conservation issues.

4.5.5.6. Revising legislation on taking opinion of plan author in plan modifications

Taking opinion of plan author in plan modifications had been a legal obligation between the years 1999 and 2005, by the addition of an article to the "Bylaw about the essentials in plan preparations". By that legal arrangement, plans have considered as a work of art. The main aim of the article is to protect the integrity of plans and to prevent unnecessary plan modifications. However, in practice, some problems and some conflicts have occurred. In this sanction, we try to analyze the respondents' opinions whether the article is useful or not.

Table 4.80. Statistical results about "revising legislation on taking opinion of plan author in plan modifications"

Revising legislation on "taking the opinion of plan author"	Frequency	Percent	Valid Percent
0	6	2,3	2,3
strongly disagree	108	40,6	40,8
disagree	43	16,2	16,2
undecided	53	19,9	20,0
agree	28	10,5	10,6
strongly agree	27	10,2	10,2
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

The results obviously represent that more than half of the respondents are completely disagree with legislating away the article. In other words they believe the necessity of it.

Table 4.81. Relation between "revising legislation on taking opinion of plan author in plan modifications" and "planning actors"

Planning actors		strongly disagree	disagree	undecided	agree	strongly agree	Total
Self employed planner	0	10	8	9	4	5	36
Planner in local governments	3	51	17	15	9	11	106
Elected official	1	15	5	11	8	8	48
Academician	1	29	7	7	1	0	45
Contractor	1	3	6	11	6	3	30
Total	6	108	43	53	28	27	265

No significant difference between the planning actors' is obtained related to legislating away the article.

4.5.5.7. Discriminations (Citizenship and gender)

Although all types of discriminations have been subjects to ethical problems, citizenship and gender constitute two main ethical problems in planning and in local governments. In this research one of the questions is directly related to this subject.

Table 4.82. Statistical results about "existence of discriminations"

Existence of discriminations	Frequency	Percent	Valid Percent
0	4	1,5	1,5
strongly disagree	67	25,2	25,3
disagree	50	18,8	18,9
undecided	44	16,5	16,6
agree	52	19,5	19,6
strongly agree	48	18,0	18,1
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

According to the Table 4.81, 44.2% of the respondents represent negative opinions (there is no discrimination) about the existence of gender and citizenship discrimination in local governments. On the other hand, 37.7% of them believe in the existence of discriminations. From the view of planning and governance, the rate of 37.7 can be considered as a sign for serious ethical problems.

4.5.5.8. Existence of many authorized institutions in planning

As mentioned in the second chapter, the planning system in Turkey is a bit complicated. There are many institutions authorized with plan approval, implementation and decision making. The composition has sometimes cause challenges and conflicts between the local and central authorities. Besides, it is believed that this structure give rise to ethical problems due to the increase in bureaucratization.

Table 4. 83. "Existence of many authorized institutions in planning"

Existence of many authorized institutions in planning	Frequency	Percent	Valid Percent
0	2	,8	,8
strongly disagree	37	13,9	14,0
disagree	38	14,3	14,3
undecided	68	25,6	25,7
agree	66	24,8	24,9
strongly agree	54	20,3	20,4
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

The results obtained show that while 45.3% of the respondents agree with "existence of so many institutions in planning" cause ethical problems, 28.3% of them are not.

4.5.5.9. Whether plans mainly serve to public interest

Public interest, as a subject of government ethics has also debated in planning literature constantly for years. Those debates are generally concentrated on the role of planners and planning approaches. Local governments should have to meet the needs of public. On the other hand, a plan serving to public interest is the good plan or not? Or what is the public interest? What are the codes/principles of public interest? The answers of these questions are absolute in planning literature.

Therefore, the ethical problems concerning to this issue depend on the perceptions, political views and economic structure. In this research, we asked the respondents whether the plan modifications in local governments serve public interest.

Table 4.84. "Plans serve to public interest"

Plans serving to public interest	Frequency	Percent	Valid Percent
0	1	,4	,4
strongly disagree	36	13,5	13,6
disagree	70	26,3	26,4
undecided	80	30,1	30,2
agree	41	15,4	15,5
strongly agree	37	13,9	14,0
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

The results on the table show that 40% of the respondents have negative opinions (disagree) about the fact that plan modifications serve to public interest. With the addition of undecided respondents, the rate increases to 70.2%. This ratio indicates a problem in plan modifications with respect to public interest.

4.5.5.10. Impact of individual interest in plans at local level

Planning as a public work is generally thought to serving to public interest. For this reason, individual interests are not taking into consideration in planning process. Lack of public interest is directly related to ethical issues. Of course, in terms of development, any plan alteration can serve individual interest. But here, the most important issue is what the main aim of that plan decision is?. Public interests or individual interests?

Table 4.85. Statistical results about "Impact of individual interests in plans at local level"

Impact of individual interests	Frequency	Percent	Valid Percent
strongly disagree	45	16,9	17,0
disagree	48	18,0	18,1
undecided	55	20,7	20,8
agree	68	25,6	25,7
strongly agree	49	18,4	18,5
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

According to the table 84, 44.2% of the respondents agree on local governments' plan decisions serve to individual interest. When this issue analyzed with respect to planning actors the results are as in table 4.85.

Table 4.86. Relation between "individual interests" and "planning actors"

Planning actors	strongly disagree	disagree	undecided	agree	strongly agree	Total
Self-employed planner	4	5	5	14	8	36
Planner in local governments	27	26	22	18	13	106
Elected official	7	10	17	8	6	48
Academician	2	4	7	19	13	45
Contractor	5	3	4	9	9	30
Total	45	48	55	68	49	265

The most interesting point about the results in the table above is, although more than half of the self-employed planners, academicians and contractors have a tendency on the importance of impact of individual interests in the local government plans. The rates are decreased in elected officials' and planners in local governments opinions. It is mostly because of their position of decision maker and/or ratifier/reviser of the old decisions.

4.5.5.11. Impact of contractors' interests in plans of local governments

It is believed in general, contractors, as an interest group in planning directly affect the plan decisions. In this section of the research, the respondents' opinions about the contractors' impact are analyzed.

Table 4.87. Statistical results about "Impact of contractors' interests in plans at local level"

Impact of contractors' interests	Frequency	Percent	Valid Percent
0	2	,8	,8
strongly disagree	63	23,7	23,8
disagree	53	19,9	20,0
undecided	53	19,9	20,0
agree	62	23,3	23,4
strongly agree	32	12,0	12,1
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

The results obtained in the analyses do not represent the general opinion about this issue. While 35.5% of the respondents agree on the issue that "contractors' interests affect plan decisions in local governments", 43.8% of them disagree.

4.5.5.12. Impact of political interests in plans of local governments

Local governments, as a political actor, sometimes cannot achieve acting out of political concerns. Impact of political interest thus situated in plan decisions and implementations.

Table 4.88. Statistical results about "Impact of political interests in plans at local level"

Impact of political interests	Frequency	Percent	Valid Percent
0	2	,8	,8
strongly disagree	55	20,7	20,8
disagree	41	15,4	15,5
undecided	53	19,9	20,0
agree	59	22,2	22,3
strongly agree	55	20,7	20,8
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

There is a general opinion about political interests directly affect planning, the results obtained in the scope of this research do not represent the same. As seen on the table above, the answers are almost equally distributed between all the options. However, the rate of the respondents who negate the impact of political interests is only 36.3%. Therefore, it is not possible to reach a conclusion of "nonexistence of ethical problems in terms of political issues in local governments".

4.5.5.13. Receiving gift (such as flower and chocolate) after planning

Webster's Third New International Dictionary (Gove, 1993) defines a gift as "something that is voluntarily transferred by one person to another without compensation" (p. 953). The inherent value of the gift might be monetary, but can also be psychological and symbolic. The recipient knowingly recognizes its gift status and accepts it as such. There is no prior claim upon the gift by the recipient. In addition, the recipient is under no obligation to pay for it in the future.

At the pilot conducts it is realized that all the respondents strongly agree with the fact that, receiving gift while planning is a real unethical behavior. At the pilot implementation stage of the research, some of the respondents wanted to learn the content and dimension of the gift. Therefore, we renewed the question in a way to limit the gift with chocolate and flower.

Table 4.89. Statistical results about "Receiving gift (such as flower and chocolate) after planning"

Receiving gift while planning	Frequency	Percent	Valid Percent
0	4	1,5	1,5
strongly disagree	121	45,5	45,7
disagree	42	15,8	15,8
undecided	41	15,4	15,5
agree	32	12,0	12,1
strongly agree	25	9,4	9,4
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

According to the table above, a majority amount of the respondents believe that receiving gift (chocolate and flower) after planning is an ethical problem. Only 21.5 of the respondents believe that receiving gifts while planning process continues is an acceptable behavior in terms of ethical conducts.

4.5.5.14. Receiving gift (such as flower and chocolate) while planning

Table 4.90. Statistical results about receiving gift (such as flower and chocolate) while planning"

Receiving gift after planning	Frequency	Percent	Valid Percent
0	5	1,9	1,9
strongly disagree	173	65,0	65,3
disagree	34	12,8	12,8
undecided	21	7,9	7,9
agree	18	6,8	6,8
strongly agree	14	5,3	5,3
Total	265	99,6	100,0
Missing	1	,4	
Total	266	100,0	

The results indicate that most of the respondents see "receiving gift –even just flowers or chocolates- during plan preparation process as an unethical behavior.

4.6. Additional questions for different planning actors in questionnaire

For academicians, there are questions related consulting / advisory mechanism, expertise mechanism, cooperation between university and local government planning education following: "Ethical problems occur when academician employ in local government as a consultant", "There are ethical problems about expertise mechanism", "Cooperation between university and local government minimize ethical problems in planning", "minimizing ethical problems number of ethic courses in should increase", "When I serve as a consultant in local government, I can use scientific and objective data sufficiently", "Academicians who serve as a consultant in local government face with some unethical or political pressures and redirecting from mayors", "There is lot of plan modifications that should be protested according to urban planning principles".

According to statistical results, academicians think that ethical number of courses should increase (mean: 4.14). Indeed, when courses in city and regional planning departments are analyzed, it is seen that there is only one full course about ethics (in planning) (in Selçuk University, department of CRP). Cooperation between universities and local governments may minimize ethical problems in planning. Most of the academicians think that (mean: 4.04) academicians who serve as a consultant in local government face with some unethical or political pressures and redirecting from mayors.

For contractors, there are questions related Housing Development Administration of Turkey (TOKI), additional demands of mayors like following: "TOKİ or KIPTAS' local reconstruction services causes unfair competition", Constructors, face with some additional demands from mayors excluded main contract". According to statistical results constructors believe that TOKİ or KIPTAS cause unfair competition (mean 4.20), and they think that political relationships are important for tender in local government (mean: 3.9) to become preferred bidder for and face with some additional demands from local governments (mean: 3.76)

According to the elected officials, insufficiency of reconstruction councils members causes ethical problems (mean: 3.89), and central public institutions (e.g. conservation councils) move slowly and unethically (mean: 3.69). Like academicians mayors and deputy mayors think that cooperation between universities and local governments minimize ethical problems in local government (mean: 3.64)

5. Responding to the Project Questions and Recommendations and Further Research

5.1. Recommendations from the Study

The following main questions are provided to form basic guidelines for this study.

1. The parallel and/or complimentary legislative, institutional and procedural arrangements and measures should be taken for dealing with planning ethics in the local governments and/or the application of plans at the local level. The measures should take into consideration not only the impact of planning on land values, but also on the policing of illegal building, the development of area plans, the relationship between developers, planners and politicians.

2. The expertise of the local public officials involved in planning, the pressures on planning procedures, the potential for corruption, the nature of ethical guidance, procedures for local public officials, and the procedures for the publicity, review and appeal of decisions are all become intermingled when any policy and/or measurement to be designed for the sake of reducing ethical issues in planning at the local level.

3. The relationships among local, regional and national planning authorities should be considered for any cure on planning ethics. The relationship between local public officials and the citizens are also emphasized in the formulation of reduction for ethical problems in the planning process.

4. The wider environmental and conservation issues and concerns are associated with planning ethics at local level. To improve the ethical conducts of local public officials, conservation should be considered in their decisions and applications. The need to work on improving and encouraging social responsibility of individuals and companies in the area of conservation, sustainability, and planning should not be undermined.

The results of this research, express "the structure and profile of the member of city councils" as an important ethical issue in local governments. Concerning with this problem, we try to analyze the proficiency of the members in "public works commissions" in municipalities. It is determined from the in-dept interviews, in most of the municipalities, the commissions consist of civil engineers, contractors, managers and tradesmen. Most of the tradesmen are occupied with the works related to construction sector, such as real-estate, construction equipments etc. They have a tendency to approve all the plans which accelerate construction sector without any limitation or evaluation about whether the plan is good or bad. This situation provoke an urban development mostly depend on new construction. Under these circumstances it is not so easy to conserve the cultural and natural heritage in the cities. One of the problems for the insufficiency in the applying of preservation policies in the cities is the ethical problem depending on the proficiency of "public works commission" in municipalities.

As indicated in the second chapter of the research, planning legitimacy is a bit complicated in Turkey. There are many central and local administrations and institutions which are authorized to enforce different laws in different scales. Each institution tries to prepare plans according to their own vision and conception. Because of the insufficient relation, communication and cooperation between the institutions the plans prepared by one, is not appropriated by the other. Especially in the implementation process, some conflicts and disagreements can be occurred. The results obtained from the interviews and questionnaires represent this problem as an important ethical problem clearly. Almost half of the respondents agree with the "existence of too many institutions in planning" cause

ethical problems. Such conflicts, between Special Provincial Administration and Municipality have occurred in Antakya and Adana. The environmental plans in the scale of 1/100.000 has recently approved by the Ministry of Environment and Forestry in those provinces. In the in-dept interviews the respondents specially focus on the lack of coordination in the preparation process of the plans. With respect to this situation, Antakya Municipality and Adana Greater Municipality do not appropriate the existing plans and try to prepare alternative plans or plan modifications. One of the important ethical problems due to the lack of coordination between the institutions is occurred with regard to citizens. The construction permits are postponed for an unknown period.

It is observed that the similar problems in other municipalities, sometimes due to the bureaucratization and lack of coordination and sometimes due to the plans being behind the schedule, especially the conservation plans. For instance, in Sarıyer and Beykoz districts in İstanbul the municipalities could not give any construction permit for a long time. Actually, some other ethical problems have occurred with respect to the lateness in plan preparations. Citizens, in those districts, who cannot take construction permits, try to solve the problem by their own way, by constructing illegal buildings. Illegal construction can be considered as the reflection of the main ethical problem in terms of urbanization and planning in Turkey. In Turkish case, as explained briefly in the second chapter, two types of illegal construction are observed in cities. One of them is, illegal housing on their own property, and the other type is illegal housing on the treasury lands (that is called gecekondu in Turkish planning literature). Both of them cause ethical problems in terms of destroying environmental values and scenic quality, preventing the provision of public interest in urban areas and causing extra costs for the other citizens living in the city.

Plan modifications as one of the basic ethical problem source are focused in this research for various complimentary reasons. Essentially, a plan itself is considered as a work of art and any change in the content, can demolish the integrity and consistency of it. In accordance with this issue and for decreasing the number of plan modifications in local governments, a new legal regulation was approved in 1999, by an article added to "Bylaw for the principles of plan preparation" about taking plan author's decision whether the plan alteration suitable or not in all plan modifications. However, it is ceased to be effective in 2005 due to the speculations and claims about the planners for their using this legal arrangement for unjust gains. Indeed, some of the plan authors tried to utilize from this article by threatening municipalities for not ratifying the plan alteration even if they give him extra money. On the other hand, partially it restrained the local governments' unnecessary and speculative plan modifications. The results obtained in this research support this legal arrangement. More than half of the respondents believe in the utility of it. Unfortunately, some planners' unethical behaviors caused falling into desuetude an important tool for preventing unethical speculative planning applications.

Transparency is described as one of the essential topic for local governments in the globalizing world. In terms of planning, transparency means informing citizens in all steps of plan preparation and application processes. In other words, in urban planning literature, transparency necessitates public participation and effective informing. However, in practice it is observed that local governments do not provide operational channels (such as announcing the plans and other subjects on the city councils' agenda on their web-site) for ensuring those issues and for increasing public awareness. In Turkish legal framework, as summarized in chapter 2, after approval by the council, plans should be publicized through a deposit period (one-month). Local governments generally announced those plans on the bulletin board in the municipality building. This is really very limited in terms of public participation, effective informing, transparency and ethics.

Within the framework of recent e-state applications, most of the local governments have their own web site. But these web-sites have generally used for promoting the mayor's personal properties and good practices only.

In accordance with planning, legal framework, another issue which causes ethical problems is the land adjustment process in plan implementations. Land readjustment is a compulsory action in order to create the settlement pattern distinguished in development plans. This process is directed by Article 18 of Urban Development Law no. 3194 and by this article, development rights are distributed on individual plots. According to the article, a certain amount of land (40% of each plot) is taken from cadastral plot owners in exchange for public uses. It is necessary to allocate a plot for the owners as much as possible from the nearest location of the previous plot (before land readjustment). However, in practice so many speculations and objections are occurred in this process due to unjust distribution of rent by these implementations. Instead of allocating the most suitable plots to the owners, sometimes the most valuable plots can be assigned for individual interests.

In Turkish planning legitimacy, the laws which legalized the illegal buildings have been subject to important and deep ethical problems in urban planning. Gecekondu Law and afterwards, development amnesty laws, both not solve the gecekondu problems and also accelerate the illegal housing. There has been a general expectation in the society, especially before the local elections, for legalized the illegal houses by a new amnesty law. Insufficient penalties in the legal arrangements and the weaknesses of local governments (or lack of intention due to loosing votes in the elections) in tearing down the illegal buildings have given way to unhealthy, unplanned and poor urban areas (neighborhoods with insufficient public utilities) in the cities. Political interests and expectations, in Turkey, especially in metropolitan cities, have caused such significant urbanization problems due to unethical political intentions, after 1960s.

The last but not the least important ethical issue in terms of local governments is the changing structure of corruption perception in the planning actors and in the society. We observed that the number of people normalized the corruption even if the local governors do something for the sake of citizens. The sentence of "they steal but also serve" have became a common opinion in many settlements which are visited in the scope of this research. Such a perception can make the solutions of ethical problems more and more difficult.

Within this framework, it is also observed that, most of the local governors do not accept the existence of corruption in planning issues. It means they do not aware of the ethical problems, so that they do not be willing for the solution.

5.2. Recommendations: General

It is expected that research study will provide recommendations for the improved ethical conduct of local public officials and to improve cooperate social responsibility of the individuals and the companies involved in planning.

The majority of Turkish society is not against corruption. On the contrary, corruption is even presented as something natural in Turkey's cultural codes through several idioms and proverbs. Turkish people are loyal to each other rather than the principles. The proverb, "A cup of coffee commits one to forty years of friendship" is a part of people behavioral pattern.

Several propositions and recommendations for increasing level of ethical applications in planning and ethical consciousness of planners can be formulated both from the study and the literature.

To reduce ethical problems in planning should have an action plan. Training should be provided for bureaucrats and technocrats. This training should be custom-tailored and should not be limited to city and regional planners.

Downsizing units of state to simplify the bureaucratic processes and to create competitive service environment even for semi-public services.

Improving financial conditions of government employees are also suggested by several academicians, respondents to the questionnaire, and interviewees. However, to increase the financial conditions and to improve working environment of public officials does not guarantee ethical and moral behavior and consciousness.

To improve democratic culture may also reduce the level and intensity of ethical problems. Accommodating / embedding concept of public interest and auditing mechanism in public administration and education.

Increased level of transparency and smooth applications toward accountability may greatly help in lessening ethical problems not only in planning but also in other public services.

Effectuating an independent and well-organized control mechanism to examine and evaluate whether the plans (all types of plans) serving public interest or not can decrease the unethical applications and speculative plan decisions at local level.

Before all, may be the most important arrangement for planning ethics is to make a clear determination of public interest and to state the principles of urbanism and planning in detail.

The international literature on ethics focusing to reduce the ethical problems in planning and/or in local public services can be more deeply scrutinized.

As Strait points out, many of the researches on ethics make conclusions and formulate recommendations for organizations to provide training programs for their workers. How can training be provided if the causes of the problems have not been clearly? Therefore, analyzing problems clearly and deeply should be an important and initial task of the Council of Ethics for Public Service in particular and other institutions, where ethical issues have crucial importance for their services, in general. An analysis of group behaviors within the organization must certainly precede any attempt to develop meaningful ethics training programs. Greater effort must be made to create ethics measuring instruments. Inquiries into ethical behavior, especially in the local level physical planning are relatively new. Ethic tests are not contained within such texts as Burrow's mental measurements or other similar sources of validated testing instruments. Since ethics research is still exploratory even greater care and rigor is required.

Kramer, Pommerenke and Newton (1993) and Mulgan (2000b) draw distinctions between ethical and professional behavior, in their interpretations of accountability, suggesting that professional behavior is primarily a technical construction defined by the metrics of a specific discipline. Because it is a largely technical construction, the moral aspects influence the nature of a decision or a behavior but not necessarily the way in which the behavior or decision is made (Miller, 1998). The party accountable in this sense is accountable to that metric first and to moral discipline second (Beitsch, 2005: 55-56).

Watch Groups for effective inspection and/or for appeals should be established. Like in the recent British planning practice, may be considered to draw some lessons and to formulate some new measures and/or to create new institutions to fight ethical problems in planning. Chris Booth (2006) provides insightful information about this system in the UK. In his article titled "*Managing Diversity*

and Mainstreaming Equality: Reflections on Initiatives in the Planning Inspectorate System", Booth (2006) defines the Planning Inspectorate as a key institution in the English planning system which has a high public profile. It is a planning agency of the UK central government which is responsible for determining appeals against the refusal of planning permission and conditions imposed on development by local planning authorities. It also determines appeals against enforcement action on unlawful development and holds public local inquiries, where planning inspectors hear objections to policies contained in development plans. The decisions made by the Planning Inspectorate must be seen to be fair, transparent and accountable and, as a consequence, the procedures and conduct of the organization are increasingly subject to public scrutiny. However, the arena in which the Inspectorate now operates has become increasingly more complex. Significant social change has impacted on space, spatial activities and the way people use space. Campaigns around the issues of race, gender, disability, age and sexuality have challenged the notion of a homogeneous public and developed the view of a socially and culturally diverse society. As issues of diversity have become more widely recognized and expressed in society, so the UK government has expected key planning organizations, such as the Planning Inspectorate, to reflect and respond to these changes, particularly in the light of the new Planning and Compulsory Purchase Act 2004. Booth (2006) examines the initiatives undertaken to mainstream equality and manage diversity in the Planning Inspectorate. It critically reflects on the scope and effectiveness of the initiatives and identifies lessons that can be learned for other planning institutions.

Effectuating an independent and well-organized control mechanism to examine and evaluate whether all types of plans serving public interest or not can decrease the unethical applications and speculative plan decisions at local level.

Table 5.1.Ethical problems in planning process and their possible cures

Main Causes of Unethical Conduct in Planning at the Local Level (Sources of Ethical Problems)	Proposed Reforms and Measures to Reduce Unethical Conduct in Planning at the Local Level
- PLANNING SYSTEM - Insufficiency of plans against changing conditions in globalizing world, inflexibility of plans - Duplication of planning authorities and major conflicts among them. Land-owners and constructors tendency toward short-cuts, bribing, and illegal ways for building permits and plan changes - Inadequacy of urban areas for changing conditions and needs, especially inside the living areas. Also lack of empty spots inside the city among buildings for unforeseen needs for planed land - Rapid urbanization due to the migration from rural areas to big cities. PLANNING PROFESSION - Monopolist structure related to professional card/ladder system in planning profession - Effectiveness of constructors in planning decisions related to the existing development structure - Changing role and structure of planning profession (planners) from main public interest and public service to a profession working in a competitive environment and liberal economy - Undervaluing the technical issues against liberal market conditions - Decrease in plan alteration demands due lack of plan revisions in some settlements - Misperception of planners as only technical staffs in planning process CONFLICTING INTERESTS AND PRESSURES - Inadequacy of tools in managing conflicts among various interests and actors in planning decision making and plan applications at the local level - Perception of planning as one of the main tools to legalize illegal and/or problematic buildings, lands, and developments. - Law exemptions for illegal developments just before local elections. Condoning illegal constructions for gaining votes in elections - Contractors' and land-owners' pressures on plan decisions for their own sake, mostly against the interest of society - Entrepreneurs' and capital owners' pressure on land development - Appearing of land mafias seeking advantage from illegal developments and increases in planning rights through plan alterations - Increasing conflicts due to carrying out planning with daily politics and political interests - Administrators are acting as a representative/member of their political party in planning decision making process 78	- Apply more flexible planning system, open to bargaining with the people and companies that ask for planned land - Review the professional system of planners, remove or lessens the ladders of planners - Conflicts between plans and existing cadastral plans should be reduced by updating all types of plan and completing cadastral plans - Planning processes should be reviewed, so that clear and understandable processed can be known by all the interested parties - The disadvantaged and the poor people should be informed and educated about their rights on planning. - The civil organizations deal with solely or indirectly with planning at the local level should be strengthened and encouraged to participate in planning processes. - Planners' irresponsibility against principles of planning profession - To reduce pressure caused by high rent, more planned land with infrastructure should be produced - The planners, advisers, and politicians should be aware of the moral duality of the society and individual moral weaknesses which implies planning ethics - The governments' approach for changing the plan decisions of previous administration and lack of legal arrangements for the limitation of these changes - An in-dept study should be conduct with the participation of various actors and experts from academia, planners in practice, policy-makers to reduce the authority duplication among governmental units, especially between the local and central governments in planning - Reduce the number of authorized institutions in planning, simplify procedures when planning rights should be distributed to many planning authorities - Set ethical education and training programs beginning from primary school to universities as part of formal education. Integrate ethics topics into various courses and classes in education. - Work on improving ways on fairer distribution of development rent in the society - -

- ADMINISTRATIVE ISSUES AND UNCONSIOUSNESS - Administrators lacks foresight in acting neutral to the whole society - Unconsciousness in cultural heritage and environmental values conservation - Authorial weakness in conservation land values against rent - Pressure on planners for realizing permissions which are contradictory to planning principles - Increasing tendency of corruption and illegality - Raising the degeneration in public administration and planning. - Rent, competitiveness in sharing the big piece of cake in urban rents. - UNPROPERNESS OF MEASURES AND TOOLS - Lack of taxation in rent gained by plan decisions. - Lack of legal arrangements for the distribution of rent gained by plan decisions. - CORRUPTION AND DECAY IN MORAL VALUES - Individual interests, conflicting interest of the citizens and /or companies, moral duality - Decay in local governments - Condoning illegal constructions on public lands. - Insufficient institutionalization of planning profession - Systematic problems of planning (like possibility of unlimited plan alterations) - Planners' and plan decision givers' own economic, politic, personal concerns - Lack of/insufficiency of personal moral values against society - Legal gaps, existence of uncertain articles in planning acts, contradictions in planning acts - PUBLIC PARTICIPATION - Insufficient public participation in planning process - Obscurity of the "public interest" concept, hardness of definition and determination of public interest in many planning cases - Undervaluing public interest in planning process - Lack of detailed decisions in planning laws for providing public interest -	-

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ANNEX: Methodologies

The Questionnaires

Each questionnaire consists of two main sections. First section collects personal information and the second section collects the perception of ethics, sources of ethical problems, the ethical/unethical applications and behaviors of planners and unethical planning applications, the discrimination in local governments. The second part of the questionnaire consists of 5 Likert-scale based questions. The questions are posed as strongly worded attitude statements, with response categories along a continuum from strongly agree to strongly disagree. Besides, second part is differentiated in each other according to special questions formulated for professions, occupations and status. The questions remain are differentiate between the numbers 27 and 29.

In the phase of analyzing we group the planning actors also in five groups according to their professions' relation with planning. Therefore; planners consist of a single group, the second group contains architects and civil engineers, environmental engineers, cadastral engineers and mechanical engineers form the third group and finally technicians who are graduated from vocational school (two year degree technical colleges)

There are 23 common questions in the Questionnaire conducted with all groups and two additional questions in self-employed planners' questionnaire. These questions are related to the control mechanism efficiency of the chamber of city planners.

In the questionnaire which applied to mayors, deputy mayors, council members and chief executives the differentiated questions are about the central government units' bureaucratic red-typing, limitations from previous planning applications and decisions.

Academicians' questionnaire additionally focuses on the ethic courses in planning curricula, advisory positions of academicians for local governments, expertise mechanism and collaboration of universities and local government on planning issues.

There are four different questions in contractors' questionnaire. These are about the constructions of public owned land developers and housing builders (TOKİ and KİPTAŞ), impacts of additional construction rights in urban development, local governments' demands out of contracts, whether they are informed or not from local procurements.

SPSS 11.5 Statistical program is used for analyzing the questionnaires. The results are shown by tables, charts, graphs in the report.

The literatures about ethics, ethics in public administration, ethics in local governments, planning ethics are searched at the stage of preparing questionnaire.

The previous thesis, articles, books and researches are analyzed in detail. The questionnaire and interview questions are totally designed by considering conditions of Turkey and the framework of the project.

In this study the respondents' perceptions and opinions on planning ethics in local governments are asked and the results are assessed through existing circumstances in local planning and legal arrangements in Turkey.

At the initial stage of field research and questionnaire design, questionnaires were reviewed together with a few academician and planners. At the beginning of the survey, a limited number of pilot questionnaire applications were realized by various groups of respondents in Antakya and Adana.

The places, cities, institutions and individuals were selected according to following criteria: 1- Framework of the project, 2- Advice of Ethic Council, 3- Talks with Directorate of Local Governments, 4- The need for diversity and scale, 5- Accessibility and time limitations, 6- Existence of Chamber of City Planners and/or Departments of City and Regional Planning in that provinces.

The reason of conducting the questionnaire on five different groups is the fact that their being the main actors in local planning process. In order to ensure the representative character of the sample, we also sampled different actors in planning. Using these somehow five different questionnaires it's aimed to reach whether there is any differences between groups' opinion and complaints about ethic problems.

We made a convenience sampling from settlements in various scales: metropolitan cities, provincial centers, districts and towns. Out of this convenience sample, over 30 municipalities were chosen for the survey.

The questionnaire is designed according to the previous thesis, articles, and researches about ethics in local governments in general and planning ethics in local government units in particular.

It would be a good idea to ask more questions to respondents on their personal characteristics and work environment to relate them their responses by using cross-tabs, factor analysis, and paired to test analysis. However, this would need more time to respond each questionnaire and may need to attach a second paper to the questionnaire, it would questionnaire longer. This would also cause problems in preserving anonymity of the respondents.

From the main empirical literature on planning ethics, we know that some relationship can be set and questioned. For example, Howe and Kaufman (1979) in their pioneering empirically based study on planners in the United States questioned planner's responses with their orientations and personal characteristics. Their article, based on a study of a large, randomly selected group of American planners, looks at what planners think is ethical, and why. Although many planners have similar views about what is ethical, sharp differences are also clearly apparent. Chief among the reasons for these differences is role orientation. Consistently, the most politically oriented planners have a more liberal interpretation of what is ethical than the most technically oriented ones, with a third group-high on both the technical and political dimensions -falling in the middle. Other factors such as political views, attitude towards agency, and propensity to express values in the job were also found to be important in explaining why some planners think differently than others about what is ethical. The implications of these findings are drawn for planning theory, practice, and education.

The Interviews

We believe closed-ended questions (like the ones in the questionnaire) don't say enough about what planning actors mean by their answers and unable to catch some very useful piece of information possible to be provided by the respondents in a face-to-face conversation. Furthermore, it is impossible to know if the responses represent private beliefs or if they are just being affected by acquiescence bias. Likely, survey results don't allow the researcher to know what the real relationship between planning actors' beliefs and their actions is. The appropriate strategy is thus to talk to planning actors to reflect with them on what they think and feel.

We observe research on ethics, substantive values and roles of planning actors should go beyond the bounds the questionnaire survey results. This study would be limited if it only asked planners closed-ended questions, since such questions do not review planning actors' privately health beliefs and how they anticipate, interpret and act on ethical issues.

As Baum (1986: 37) states that "the necessary research strategies is to talk with planners, to reflect with them at greater length on what they think and feel while they act: particularly at the exploratory stage of research it is less important to have an extensive rigorously selected sample of planners than it is to search in-depth with some planners who are willing to reflect on what they do."

68 semi-structured and 15 in-depth interviews conducted with those planning groups/actors in the scope o this research. The semi-structured interviews consist of 10 open-ended questions. It is aimed to take detailed information about the sources of ethical problems in planning process, the mechanisms for the solutions of ethical problems, the working conditions of planners, whether planners faced with pressures in decision making and plan preparing processes, whether experienced or not any interesting ethical case etc.

Each in-depth interview took at least 45 minutes. Some of them last up to two hours. Most of those interviews are intentionally realized with the participation of two or all project members.

Sometimes the planning ethics issues are debated with the actors by in-dept interviews.

The Questionnaire conducted with self employed planners, representatives of chamber of city planners and academician

- Ethical problems in planning process	
- Planners (working in local governments)	- Planners (self-employees)
- Individual interests	- Increasing tendency of corruption and illegality
- Political pressure	- Rising the degeneration in public administration and planning.
- Conflicts between plans and existing cadastral plans	- Rent
- Working of planning process according to the use of local governments-not for urban principles and essentials	- Competitiveness in sharing the big piece of cake in urban rents.
- Planners' paying insufficient attention to the public interest	- Rapid urbanization due to the migration from rural areas to big cities.
- Planners' irresponsibility against principles of planning profession	- Decaying in local governments.
- Rent	- Individual interests
- Moral duality	- Condoning illegal constructions on public lands.
- Individual moral weakness	- Undervaluing public interest in planning process.
- The governments' approach for changing the plan decisions of previous administration and lack of legal arrangements for the limitation of these changes	- Insufficient institutionalization of planning profession
- Authority duplication between the local and central government	- Lack of taxation in rent gained by plan decisions.
- Lack of determining urban areas adjusting to changing conditions	- Lack of legal arrangements for the distribution of rent gained by plan decisions.
- Monopolist structure related to professional card system in planning profession	- Insufficient public participation in planning process.
- Depending of economic development on the development of construction sector in Turkey	-
- Effectiveness of constructors in planning decisions related to the existing development structure in Turkey	
- Changing the role and structure of planning from public profession to competitiveness	
- Undervaluing the technical issues against liberal market conditions	
- Decrease in plan alteration demands due lack of plan revisions in some settlements (such as Konya Metropolitan Municipality)	
- Perception of planners as a technical staff in planning process and effectiveness of other actors in decision making.	
- Authorization of many institutions in planning.	
- Perception of planning as tool for legalizing illegal developments.	
- Law exemptions for illegal developments in local election process.	
- Condoning illegal constructions for gaining votes in elections	
- Appearing of land mafias due to allowance illegal developments and	
- Appearing conflicts due to carrying out planning with politics	
- Administrators' acting as a representative/member of their political party in decision making process/administrators'	

lack of foresight in acting neutral to the whole society - Contractors' pressure on plan decisions - Unconsciousness in cultural heritage and environmental values conservation - Authorial weakness in conservation land values against rent. - Entrepreneurs' and capital owners' pressure on land development - Pressure on planners' for realizing the permissions which are contradictory to planning principles - Obscure in the public interest concept	
- Sources of ethical problems	
- Planning system' giving possibility to unlimited plan alterations - Planners' economic concerns - Individual benefits on land - Insufficiency of plans against changing conditions in globalizing world - Inflexibility of plans - Lack of/insufficiency of personal moral values against society - Legal gaps - Existence of uncertain articles in planning acts. - Contradictions in planning acts - Existence of many authorized institutions in planning - Weaknesses in criminal sanction - Local governments' mostly focusing on short term public services due to their authorities being limited by 5 years term. - Conflicts between planning acts - Frequent changes in legal arrangements - Bribe (not directly but also discharging the powers to the sake of partisans) - Insufficiency in education - Unsatisfactory/tendency to demand more - Economic and political benefits - Inadequate/poor upper-scale plans - Preparation and approval of master plans and application plans which are contrary to upper-scale plans. - Long legal invalidation process for inaccurate plans. - Unfair distribution of development rent in the society - Lack of a certain land development policy in Turkey - Rapid population increase especially in metropolitan cities. - Existing public administration system - Breaking the plan hierarchy - Preparation and approval of master plans and application plans before upper-scale plans (regional plans, provincial plans etc.) - Preparation of plans after urbanization	- Inadequacy of legal arrangements for prevention corruption in planning - Lack of detailed decisions in planning laws for providing public interest. - Rising economic benefits from planning decisions due to market economy. - Weak auto-control in the society - Confusion and uncertainty in plan approval between the institutions. - Gaps and insufficiency in professional inspection in planning. - -anti-democratic processes in local government elections. - -moral duality in the society - -lack of inner conflict - -inadequate ethical education beginning from primary school to universities. - -unfair distribution of development rent in the society - -long legal invalidation process for inaccurate plans. - -

- Authority complication between the institutions - Insufficient implementation	
- Ordering the ethical problems according to their frequency of observations/importance	
-	- 1- Corruptions for materialistic benefit - 2- Corruptions for political benefit - 3- Individual interests. - 1- Rent - 2- Rapid urbanization - 3- Undervaluing public interests - 4- Politic discrimination in local governments - 1- Dissatisfaction - 1- Long legal invalidation process for inaccurate plans.
- Mechanisms/measures for decreasing ethical problems	
- Legal rearrangements - Encouraging public participation in planning process comprehensively - Providing transparency in each step of planning - Eliminating authority complication between the institutions by determining the roles clearly - Accelerating the planning process (preparation, approval and application) - Protecting planners against political/individual/economic pressures by legal arrangements. - Increasing ethical awareness of each person by education beginning from primary school to higher education. - Transferring the planning authority to a single non-politic institution. - Preparing the planning regulations in order to exposing the unique characteristics of cities. - Eliminating the obscure definitions/expressions about "public interest", "planning principles and essentials" in planning laws - Enfranchising planners' (planners working in local governments and in Chamber of City Planners) in planning commissions. - Effective conducting the rules of "buying the line of plan author' Act - Transferring the rent, gaining in planning process, to public - Providing independent working conditions to the planners in plan preparation process. - Activating the social state approach in all public sectors. - Increasing public welfare - Announcing all the steps of plan decisions to public by media	- Comprehensive legal rearrangement in public administration and planning process - Social reforms for preventing corruption - Inner conflict in all stages of planning. - Strengthening law sanctions - Increasing legal inspections - Controlling rapid urbanization in metropolitan cities - Enhancing planners' field of business activities - Making imperative employing planners in municipalities by law - Transferring the rent, gaining in planning process, to public - Education - Removing legal conflicts in planning laws
- What can be done by planning institutions for decreasing ethical problems?	
- Awarding a contract to professional planners by concerned institutions for preparing urban development	- Launching a general educational and administrational reform consist of institutional,

plans	legal, social, economic dimensions
- Providing more effective communication, coordination, connection between the public bodies.	- Putting into action an effective inspection system in local governments especially related to their planning decisions and applications
- Providing effective and comprehensive participation of public institutions in planning process.	- Operating an inspection mechanism on self-employed planners' plans by governorship
- Educating lawyers well-trained in public works	
- Simplification institutional framework in planning and public participation.	
- Simplification of legal arrangements in planning.	
- Operating the mechanism of institutional improvement.	
- Decreasing red tapism between the institutions in planning process and prosecuting institutional coordination by constituting an independent body.	
- Constituting a common comprehensive data base between institutions.	
- Updating the database regularly	
- Working conditions of planners in local governments	
- Lack of working guarantee for the contracted employee planners in local governments	- Difficulty in advocating planning principles in market economy because of economic concerns
- Risk of appointed to somewhere else for the planners affiliated by the Act Number 657.	
- Weak economic conditions compared to their professional responsibilities	
- Lack of institutional organs for advocating planners against political pressures.	
- Difficulty in advocating planning principles in market economy because of insufficient institutionalization of planning profession	
- Belonging the plan approval authority to city councils decrease the planners' activity and responsibility in planning process.	
- Not well as the other civil servants in Turkey	

Ethical problems in planning process

Mayors, Deputy Mayors, Council Members and Chief Executives	Academicians
- Inadequate identification of public interests.	- Uncertainty in ethical bases in planning
- Corruption and bribe	- Unfairness of planning effect on everyone
- Favoritism	- To cause of speculation of planning system
- Unscientific and subjective planning understanding.	- To consider of interest of some special people, groups or institutions in planning process, prior
- Individual interest and demands.	- To prefer rent, beside public interest.
- Rent	- To intervention on planners planning decision
- Dual morality	- To prefer insufficient people or academician as a expert/profession in planning process.
- Politicians demands	- Partisanship behavior of member of city council.
- Lack/insufficiency of qualified personnel in local governments	- Bribe
- Risk of loosing job	- Local government trying to use legal deficit in laws on local government in planning process.
- Lack of effective audit/control	- To intervention on inspection/auditing mechanism.
- Lack of qualified plans and that's why permanently plan revision	

- Opposing positions of architects and - Unfair plan decisions and urban rent sharing.	- To effort to guide and to press of personnel hierarchy on planning processes. - Changing or revising in approved planning decision as a result of interest quarrel/argument - To came out different ethical problems in preparing, approving and application process in planning. - To give attention on technical view on planning and to neglect public interests in planning preparation process - There are some problems about in plan approving process and structure of city council and announcement of planning decisions/revisions. - To take one side in plan revision process or writing research report. - Unscientific conservation decisions and controlled participation. - Not to separate true and false in planning process, clearly. - Its not clear for planners and professions ethically responsible for whom (themselves, families, friends, chiefs, consumers, profession, public, state,) - It is not clear for planners what their ethical responsibilities are. Planners do not know whether they should focus on processes or results? Whose utility and interest should be taken into account? It is a difficult question. - Serving to individual interests/benefits. - Plan revision of local governments on their own land and other land - Because of revising plans frequently disorder of integrity of plans - Authority confusion in planning process, and approval in upper scale plans, particularly - Political pressures - Rent expectation - Planning law - Reducing the price in procurements - Problems about expert opinion. - Application of article 18. - Plan preparation with insufficient data and analysis. - Non transparency of planning process. - Insufficient information on planning processes. - Problems in authority sharing between local governments and central government. - To be in the most important urban values beside its economical value - If the planners have not ethical values, then everything depends on planner's conscience in planning process and some ethical problems may arise. - Insufficient public participation - Unclear definition of public interest concept

| | - Corruption and bribe |
| | - Unscientific and subjective planning understanding. |

Ordering the ethical problems according to their frequency of observations/importance

Mayors, Deputy Mayors, Council Members, Chief Executives	- Academicians		
	- Corruption - Bribe - Unclear definition public interest concept - Subjective / arbitrary planning understanding - Favoritism	- Problems about planning system - Rent - Insufficiency of legal sanctions - Structure of city councils - Rapid urbanization	- Lack of inspection/audit - Lack of plan, vision and participation - Lack of informing - Research budgets.

Sources of Ethical Problems

Mayors, Deputy Mayors, Council Members and Chief Executives	Academicians
- Wrong applications of previous city authority. - Shortage of ethical education and sanctions. - Inadequate public participation - Antidemocratic planning control system. - Unclear planning process - Inadequate efficiency of academicians in planning process - Illegal plans - Demand of politicians and individuals. - Unskilled personnel and administrators in local governments. - Working reluctance of qualified personnel in local government. - Coordination problems among different organizations - Lack of audit - Affect of interest groups in cities - Legal arrangements -to identify authority and standards detailed	- Lack of conscious, Lack of information - Insufficient management capacity. - Lack of ethical education - Insufficient dissuasive precautions against ethical crimes. - Planning system - Rent - Insufficient legal sanction. - Structure of city council and members. - Rapid urbanization - Expert mechanism - Planners give some course about ethic but the other actors not. (mayors, member of city councils, constructers) in planning, not. - There is no authority of professional organization on sanction and guidance in planning process. - Sharing planning authority among different institutions. - Ignorance of public opinion about planning. - Perception of planning corruption as a corruption and robbery. - Lack of sanctions about plan crimes. - Lack of planned lands - Gaps in laws, legal arrangements. - Individual ethic cognition - There isn't any ethic course in city and urban planning departments of universities. - Institutionalization problems in planning profession. - Economical conditions - Political factors.

Mechanisms to reduce ethical problems

Mayors, Deputy Mayors, Council Members and Chief Executives	Academicians
-	- Changing current planning system fundamentally - Effectively working of a ethical inspection mechanism. - Increasing number of planning professions working on ethics - To provide information about description of ethical problems and becoming conscious in planning education process. - To regulate disincentive and penal sanctions –to identified legal and administrative responsiveness, clearly. - To provide authority and opportunity for planners to aside interventions. - To establish / set up a mechanism/organization that focus on planning. - Informed public about planning ethics by public administration institutions and media continuously. - To set up a mechanism to prevent direct connections between planners and planning actors. - To identified planning procedures and applications clearly/transparently. - Sophisticated surveys on place and time to remove uncertainties in plan decisions. - To improve a inspector mechanism - To increase participation in planning process - Set up connections between local governments and universities. - To eliminate authority complexity in planning and set up connections among different organizations. - Do an arrangement to increase number of planners in city councils. - To adopt a participatory and strategic planning approach - To minimize pressures of political parties on local government - To examine political parties programs according to ethic dimension - To educate about ethics from primary schools to universities and to associate ethic and right, inequity and social life concepts. - To operate a professional audit/control mechanism - To audit/control a mechanism that attach to CCP efficiently - To set up an "ethic council" as a control mechanism like conservations councils or esthetical council.

What can be done by planning institutions to reduce ethical problems in planning practice?

Mayors, Deputy Mayors, Council Members, and Chief Executives	Academicians
- Providing public participation - Courses on ethics in primary education - Law sanctions - Effective control - Independents control	- To set up coordination between different organizations - To employ perfect representatives from different organizations as an advisor in planning process. - To increase experts working on ethics and employ them in local government. - Set up a inclusive education program on ethics - To make a flexible plans to answer social demands.

mechanism	- To minimize number of special purpose plans and to organize present planning process
	- To set up a legal base that public officials ethic council and CCP part of it.
	- Public exposure to the immoral activities of people
	Courses about planning ethics
-	- There is only one ethics course: "Urban planning ethic" in Selçuk University, Konya, Department of CIRP.
	- Giving an ethic course is not solving ethical problems. Ethic courses should beginning from primary school.
	- Ethic issues should emphasize in all courses and projects.
	Adequacy of academicians in Turkey studying on ethical courses
-	- Its certainly inadequate (95% of the respondents agree with)
	- It's not an expert deficit; the problem is about sharing ethical studies, applications, recommendations, and results.