



REGIONAL POLICIES TOWARDS AIR TRANSPORTATION IN REGIONAL DEVELOPMENT PLANS OF 26 TURKISH NUTS II REGIONS

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Abstract

Turkey's interest in planned regional development is new. Turkey adopted European Union's regional policies in 2002 (statistical territorial units; NUTS). Then the country was categorised into 12 NUTS I, 26 NUTS II and 81 NUTS III (provinces) based on some statistical, socioeconomic and geographical data. In 2006, two pilot Regional Development Agencies (RDAs) were founded in the country. After that, in 2008 officially then 2010 actively, other 24 RDAs were also founded and started to work. As soon as they started their actions, among their first works are regional development plans (RDP), which tried to determine socioeconomic development potentials of the regions and policies to activate them with the collaboration of local actors, e.g. private sector representatives, public institutions and NGOs. So far, the RDAs in Turkey have prepared two RDPs, one for 2011-2013 term and the other for 2014-2023. RDPs include all types of socioeconomic development strategies together with a pre-determined vision by locals through several different ways and methods. This study tries to determine the views of RDPs belonging to different NUTS II Regions of Turkey about the development of air transportation and aviation activities by considering their visions, objectives, targets and strategies.

Keywords

Turkish Regional
Development
Agencies
Regional Policies
NUTS II Regions
Air Transportation
Regional
Development Plan

TÜRKİYE'DE 26 DÜZEY 2 BÖLGE PLANINDA HAVA TAŞIMACILIĞINA DÖNÜK BÖLGESEL POLİTİKALAR

Özet

Türkiye'nin planlı bölgesel kalkınma çabası çok eski bir olgu değildir. Avrupa Birliğine adaylık süreciyle 2000'li yılların başında Türkiye AB'de uygulanan bölgesel politikaları benimsedi. İlk kez 2002 yılında Türkiye istatistikî bölge birimleri sınıflandırmasını (NUTS) uyarlayarak bazı istatistikî, sosyoekonomik ve coğrafi verilere dayanarak 12 NUTS I, 26 NUTS II ve 81 NUTS III (iller) bölgesi oluşturdu. 2006 yılında iki pilot Bölgesel Kalkınma Ajansı kuruldu. Bundan sonraki dönemde 2008 yılında resmi prosedür olarak 2010 yılında ise aktif olarak geriye kalan 24 Ajansın kuruluşu tamamlandı ve çalışmaya başladı. Çalışmaya başladıktan kısa süre sonra bu ajansların yaptıkları ilk işler arasında bölgesel kalkınma planlarını tamamlamak yer almaktadır. Bu planlarda bölgelerin sosyoekonomik kalkınma potansiyelleri belirlenerek bunların kalkınma amaçlı politikaların ve bölgelerin geliştirilmesi amacıyla kullanılması ve bunun da özel, kamu ve sivil toplum gibi bölgesel aktörlerin işbirliğinde yapılması öngörülmüştür. Bugüne kadar bölgesel kalkınma ajansları iki dönem bölge planı hazırlamıştır. Bunlar 2011 – 2013 ve 2014 – 2023 planlarıdır. Bu planlar bölgelere ait bütün sosyoekonomik kalkınma stratejilerini daha önce yerel halkla beraber belirlenmiş vizyonlara uygun biçimde içermekte ve uygulamaya dönük metotlar önermektedir.

Bu çalışma, bölge planlarında geçen vizyon, amaç, hedef ve stratejileri ele alarak bu planlarda hava taşımacılığının ve havacılık aktivitelerinin bölgelerde nasıl geliştirileceğine dair görüşlerini ele almaktadır.

Anahtar Kelimeler

Kalkınma Ajansları
Bölgesel Politikalar
Düzy 2 Bölgeleri
Hava Taşımacılığı
Bölge Planı

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1. INTRODUCTION

Planned socio-economic development efforts of Turkey have nearly always been closely after the developments experienced in the Western countries by fully or partly adopting or adapting to the policies, approaches, applications or theories in such countries (Toy 2015). Maybe two most apparent examples of such practice are the reflection of growth poles theory in five-year Turkish development plans (Toy et al. 2016) which showed itself as an application even in 2017 as attraction centres where huge amount of public investment and financial supports have been and will be given to investors.

Another example of Turkey's affection by Western policies related to socio-economic development is the regional development, which is also a most debated topic in the West beginning from early 1900s to reduce mainly socioeconomic development gaps between regions by taking place in national and regional policies differently from the previous applications mainly including central policy making and incentive efforts.

New understanding in local economic development came together with some new institutions including local actors like Regional Development Agencies (RDAs) which are still responsible for planning and policy development efforts such as regional development plans and sectoral strategies. Reflections of this approach in the West in Turkey were seen more apparently immediately after the beginning of pre-accession process to European Union at the beginning of 2000s where Turkey was interested more closely in regional development policies, plans, units and DAs.

1.1 Turkish Regional Development Agencies

Turkey's regional policies faced changes in convenience with the system proposed by EU for the accession. The new Turkish national strategy for regional development involves a classification system of the regions according to socioeconomic characteristics to obtain statistical data to be used again to make policy (nomenclature of territorial units for statistics; NUTS). After the definition of regions for

statistical data, local actors tried to be organised for local development by establishing a new local actor Regional Development Agencies. In Turkey's NUTS classification system, the country was categorised at three levels (NUTS I 12 regions, NUTS II 26 Regions and NUTS III 81 existent Provinces; Table 1) and RDAs began to be founded officially by the government in 2006 in 26 NUTSII regions and was completed in 2008 legally.

1.2 (Air) Transportation Sector and Turkish RDAs

Turkish Code 5449 determines the duties, responsibilities and authorities of the RDAs in their regions to reduce development gaps between the regions by coordinating public, private and civil society sides, using the local potentials efficiently in convenience with the principles in national development plans and policies. In addition, RDAs are responsible for the preparation and implementation of regional development plans with the coordination of local actors. These plans and other strategies prepared by RDAs aim to determine and use local potentials to achieve socioeconomic development through the technical and financial supports from all type of institutions including also RDAs.

Transportation sector including air transport, which is one of the fastest growing sectors for nearly the last 15 years depending on the national policies government adopts, based mainly on highway construction, high-speed railway and increasing the capacity and the passenger number of airways, is among the sectors all Turkish RDAs are focused on.

Table 2 shows the consistently increasing share of transportation and communication sector in the total public investment budget of the country. According to Civil Aviation Institution of Turkey, the rate of increase in civil aviation (civil passenger flight) between 2006 and 2015 is 66% in the world while 433% in Turkey. The rate of increase in the number of international and domestic flight passengers is the same. The number of international flights (coming and going) is 1.386 in Turkey while the number of passengers on these flights is 230.000 and these figures are 1.833 and 266.000 on domestic flights, respectively.

Table 1. Turkish NUTS Classification

NUTS I		NUTS II		NUTS III	RDAs
Acronym	Region	Acronym	Sub-region	Province*	Acronym (Tur.)
TR1	İstanbul	TR10	İstanbul	İstanbul	İstanbul DA; İstKA
TR2	West Marmara	TR21	Tekirdağ	Tekirdağ, Edirne, Kırklareli	Trakya DA; Trakya KA
		TR22	Balıkesir	Balıkesir, Çanakkale	South Marmara DA / GMKA
TR3	Aegean	TR31	İzmir	İzmir	İzmir DA; İzKA
		TR32	Aydın	Denizli, Aydın, Muğla	South Aegean DA/ GEKA
		TR33	Manisa	Kütahya, Afyonkarahisar, Manisa, Uşak	Zafer DA/ Zafer KA/
TR4	East Marmara	TR41	Bursa	Bursa, Eskişehir, Bilecik	Bursa, Eskişehir, Bilecik DA/ BEBKA
		TR42	Kocaeli	Kocaeli, Bolu, Düzce, Sakarya, Yalova	East Marmara DA/ MARKA
TR5	West Anatolia	TR51	Ankara	Ankara	Ankara DA / AnkaraKA
		TR52	Konya	Konya, Karaman	Mevlana DA/ MevKA
TR6	Mediterranean	TR61	Antalya	Isparta, Antalya, Burdur	West Mediterranean DA/ BAKKA
		TR62	Adana	Adana, Mersin	Çukurova DA/ ÇKA
		TR63	Hatay	Hatay, Kahramanmaraş, Osmaniye	East Mediterranean DA/ DoğKA
TR7	Middle Anatolia	TR71	Kırıkkale	Nevşehir, Aksaray, Kırıkkale, Kırşehir, Niğde	Ahiler DA/AhiKA
		TR72	Kayseri	Kayseri, Sivas, Yozgat	Oran DA/ Oran KA
TR8	West Blacksea	TR81	Zonguldak	Zonguldak, Bartın, Karabük	West Blacksea DA/ BAKA
		TR82	Kastamonu	Kastamonu, Çankırı, Sinop	North Anatolia DA/ KUZKA
		TR83	Samsun	Samsun, Amasya, Çorum, Tokat	Middle Blacksea DA/ OKA
TR9	East Blacksea	TR90	Trabzon	Trabzon, Artvin, Giresun, Gümüşhane, Ordu, Rize	East Blacksea DA / DOKA
TRA	Northeast Anatolia	TRA1	Erzurum	Erzurum, Erzincan, Bayburt	Northeast Anatolia DA/ KUDAKA
		TRA2	Ağrı	Kars, Ağrı, Ardahan, Iğdır	Serhat DA/ SERKA
TRB	Middle – east Anatolia	TRB1	Malatya	Malatya, Bingöl, Elazığ, Tunceli	Fırat KA / FKA
		TRB2	Van	Van, Hakkâri, Bitlis, Muş	East Anatolia DA/ DAKA
TRC	Southeast Anatolia	TRC1	Gaziantep	Gaziantep, Adıyaman, Kilis	Silkroad DA/ İKA
		TRC2	Şanlıurfa	Şanlıurfa, Diyarbakır	Karacadağ DA/ Karacadağ KA
		TRC3	Mardin	Mardin, Batman, Şırnak, Siirt	Tigris DA/ DİKA

* the first province in the NUTS III column is the headquarter of the agencies

Table 2: Share of transportation in total budget (Ministry of Development, Public Investment Reports)

Years	Transportation/ Communication	Total Budget	%	Transportation/ Communication	Total number	%
2010	116.246.917	303.727.276	38,3	383	2.534	15,1
2011	158.328.238	361.955.941	43,7	420	2.622	16,0
2012	169.738.402	399.535.575	42,5	428	2.737	15,6
2013	203.650.028	438.506.462	46,4	444	2.753	16,1
2014	217.361.443	477.295.560	45,5	436	2.915	14,9
2015	253.319.134	543.274.682	46,6	444	3.008	14,8
2016	308.039.630	636.054.557	48,4	469	3.042	15,4

Because the extent of the sector is huge, the capacity and capability of the RDAs are not enough to finance the vast infrastructural projects. Therefore, relationship between (air) transportation sector and Turkish RDAs is expected not to be concentrated on financing but planning and developing strategies towards the improvement of the sector by proposing

new project ideas in accordance with the ideas coming from local actors. In addition, Turkish RDAs may supply technical and financial supports to prepare some concrete projects especially for feasibility and availability of the investments. As mentioned above, the main relation of the RDAs with the sector is developing local strategies to develop all the

aspects of the transportation types including air-transportation.

As soon as the RDAs started their actions in their regions, one of their first works was to prepare regional development plans (RDP), which tried to determine socioeconomic development potentials of their regions and policies to activate these potentials with the collaboration of local actors, e.g. private sector representatives, public institutions and NGOs. So far, the RDAs in Turkey have prepared two RDPs, one for 2011-2013 term and the other for 2014-2023. RDPs include all types of socioeconomic development strategies together with a pre-determined vision by locals through several different ways and methods. This study tries to determine and analyse the views and contents of newly prepared RDPs belonging to different NUTS II Regions of Turkey about the development of air transportation and aviation activities by considering their visions, objectives, targets and strategies.

2. RESULTS

Turkish RDAs completed their institutionalisation in 2010 and prepared regional development plans for their regions for 2011-2013 period with the participation local actors in NUTS II regions. By gaining planning experience, the RDAs prepared the second regional development plans for 2014-2023 period under the coordination of Ministry of Development (former SPO). Present study is related to “regional visions”, “development axes”, “priorities” and “measures” taking place in 26 regional development plans related to (air) transportation sector. Table 2 gives the general view of strategies related to transportation sector in the RDPs. As can be seen form Table

3 and 4, all the plans, except for two, give more or less place to air transportation and aviation sector. Strategies related to the sector can be divided into two main categories, general policies and specific objectives. General policies include liveability, infrastructural improvement, increasing accessibility and improving logistic services while developing aviation technology, developing airport infrastructure, improving the junctions of airports with their surroundings, improving the quality of services given at the airports are the specific objectives. Totally 4 RDPs evaluate the air transportation sector under the upper scale policy of liveability, 13 improvement of infrastructure, 9 accessibility, 16 developing logistics in their regions. In the down scale strategies, it is interesting that only two plans take the improvement of aviation technology into consideration. Four plans foresee the improvement of the airport infrastructure; eight plans developed some strategies for better conjunctions of airports with their surroundings while eight plans developed strategies for improving service quality and diversity at the airports in their regions.

When spatial distribution of the strategies on the sector is taken into consideration (Figure 1), it can be seen that two regions developed no strategies related to the sector, however they are in the opposite direction of the country (Northern and Southern parts). It can be seen that away from the geography, nearly all regions try to develop infrastructure and service quality, in this term, in some touristic and logistic areas new airports are suggested to be constructed. In some regions, passenger and cargo capacity are planned to be increased.

Table 3. Policies and objectives of the RDPs

NUTS2 Regions	Regional centre	General policies				Developing aviation technology	Developing airport infrastructure	Improving the junctions of airports with their surrounding	Improving the quality of services given at the airports
		Liveability	Infra structural improvement	Increasing accessibility	Improving logistic services				
TR10	İstanbul			1	2		3	4	
TR21	Tekirdağ		5		6			7	
TR22	Balıkesir				8				
TR31	İzmir	9		10					11
TR32	Aydın		12	13	14		15		16
TR33	Manisa			17	18				19
TR41	Bursa			20	21	22		23	24
TR42	Kocaeli		25	26					
TR51	Ankara			27		28			
TR52	Konya		29		30			31	32
TR61	Antalya				33				34
TR62	Adana				35			36	
TR63	Hatay				37				
TR71	Kırıkkale	38	39						
TR72	Kayseri		40		41			42	
TR81	Zonguldak		43		44		45		46
TR82	Kastamonu				47				
TR83	Samsun								
TR90	Trabzon			48	49				
TRA1	Erzurum		50	51					
TRA2	Ağrı		52				53	54	55
TRB1	Malatya	56	57						
TRB2	Van	58	59						
TRC1	Gaziantep		60		61				
TRC2	Şanlıurfa		62		63			64	
TRC3	Mardin								

Table 4. Statements in the RDPs Related to Transportation

1	Improving the accessibility of Istanbul
2	Sustainable and effective logistic infrastructure. Strategy 1. Sustainable development of logistic infrastructure and services, and increasing their efficiencies. Increasing cargo capacity of existent airports, turning Istanbul into a hub and a management and repair centre through the present and newly built airports. Collecting dispersed logistic activities at one suitable point and strengthening the connections between railway, ports and airports. Istanbul as a strategic actor in global economy; Strategy 1. Turning Istanbul into an economic global attraction centre; Target 16. Increasing international competitiveness of Istanbul by turning it into a hub and a management and repair centre for aviation services and developing logistic sector.
3	Target 2. Increasing the capacity of present airports and constructing a new one
4	Target 3. Integration of airports with railway and coach stations together with urban railways and other public transportation types
5	Strategic Objective 2: improving infrastructure in a planned way
6	Priority 2.1. strengthening transportation and logistics infrastructure
7	Connecting Çorlu Airport to other locations
8	Priority 2.6. Strengthening logistics, transportation and communication networks
9	High human quality of life
10	Accessible İzmir: strengthening the accessibility and transportation network of İzmir in (inter)national arena
11	Increasing the number and diversity of direct flights
12	Improved infrastructure and disaster management
13	Increasing transportation capacity
14	Improving logistics infrastructure
15	Improving cargo services at Çıldır airport, Feasibility survey for a new airport between Nazilli and Denizli and Didim ve Marmaris for touristic purpose
16	Developing civil aviation in the region
17	Transportation: increasing the efficiency of airports
18	Improving logistic and cargo infrastructure of Zafer Airport
19	Improving the quality and diversity of services at the airports in the region, constitution of docks, management and repair services at Zafer Airport, improving the connections of public transportation with airports,
20	Improving sectoral clustering and collaborative networks
21	Removing the deficiencies of physical infrastructure in industry and strengthening logistic infrastructure Measure 5. Use of Yenişehir airport with its ready cargo infrastructure
22	Measure 3. Increasing sectoral collaborations between sub – sectors especially ceramic, railway systems and aviation with clustering potentials and promoting the existent clusters. Foundation of R&D and test centres, technology transfer and design offices for common use of the sectors like furniture, renewable energy, space and aviation industry, machines, rail road transportation, automotive, communication, textile, food, ceramic
23	Priority 5. Making integration possible between transportation nodes and raising accessibility of the region. Measure 4. Integration of planned railways with airports
24	Measure 2. Improving the quality and diversity of services at the Yenişehir Airport to use it more actively
25	Increasing environmental sustainability and technical infrastructure
26	Target 3.8: raising the accessibility and the diversity of the region
27	Measure related to the accessibility, Measure 1.2.2: improving the strong (inter)national connections of Ankara
28	Measure 2.1.2: increasing the share of local production in the fields like defence, air transportation devices and medical tools. Constitution of a specialised organised industrial zone based on aviation and space technology in Kazan.
29	Completion of transportation infrastructure for tourism sector
30	Completion of infrastructure for industry and logistic, turning Konya airport into an international civil airport where cargo can be carried
31	Construction of railway system from airport to the city centre of Konya
32	Planning investments for air transportation development in the region. Making the present airport civil and working 24 hours, increasing the quality, capacity and diversity of the services at Konya airport by adding flights to one more places.
33	Improving transportation, logistic and communication technology infrastructure. Priorities: - Efficient use of air transportation, Measure 1: Increasing the number of scheduled flights at International Antalya Airport. Measure 2: Increasing the use of Süleyman Demirel and Gazipaşa Airports by locals through incentives. Direction of flights in summer from Antalya Airport to closest ones like Süleyman Demirel and Gazipaşa Airports to relief the crowds. The area of Süleyman Demirel Airport may be declared aviation economic region or aviation free zone. Improving the possibilities of public transportation to airports in the region.
34	Priority 2: efficient use of air transportation Increasing the number of scheduled flights at International Antalya Airport. Measure 2: Increasing the use of Süleyman Demirel and Gazipaşa Airports by locals through incentives.

Table 4. Statements in the RDPs Related to Transportation (continue)

35	Priority 2: Taking the advantage of the region resulting from its strategic location
36	Measure 1. Integration of transportation in and between regions
37	Development of logistics sector
38	Increasing human quality of life
39	Improving the infrastructure for transportation and information technologies in urban and rural areas
40	Raising accessibility and strengthening urban transportation
41	Increasing logistic capacity
42	Improving the connections between railway, highway and airways
43	Improving the transportation and logistics infrastructure, introduction of new flight routes
44	Improving the transportation and logistics infrastructure, introduction of new flight routes
45	Improving the transportation and logistics infrastructure, introduction of new flight routes
46	Improving the transportation and logistics infrastructure, introduction of new flight routes
47	Transportation/ logistics capacity, increasing cargo, storing and passenger capacity at the airports and developing highway, airways and marine transportation.
48	Increasing regional accessibility through the improved air transportation networks
49	Objective 2.7: turning the region into logistics centre by increasing the possibilities of alternative logistics
50	Raising the accessibility of the region
51	Improving the transportation infrastructure and possibility of the region
52	Priority 3.1: Improving the transportation infrastructure
53	Measure 3.1.4: improving air transportation infrastructure and network and increasing the efficiency of flight hours
54	Measure 3.1.4: improving air transportation infrastructure and network and increasing the efficiency of flight hours
55	Measure 3.1.4: improving air transportation infrastructure and network and increasing the efficiency of flight hours
56	Axis 1: Human quality of life
57	Priority 1.2. Improving the physical infrastructure. Measure 1.2.2. improving air transportation infrastructure
58	Liveable areas
59	2. Improving the urban and transportation infrastructure. Improving the infrastructure of railway, highway and airway
60	increasing cargo and passenger capacity at the airports / strengthening the present infrastructure
61	Constitution of regional logistics point
62	Improving transportation infrastructure and increasing the connections between centres. Strategy 1- constructing a new airport in Diyarbakır to serve international flights
63	Target 5- improving logistic infrastructure
64	Target 3- Strengthening air transportation infrastructure, (inter)national connections. Target 4- Raising accessibility and connectivity. Strategy 3 – Completion of a railway line of Mürşitpınar-Şanlıurfa-GAP Airport-Diyarbakır. Strategy 3- Integration of airports in the region with other transportation types

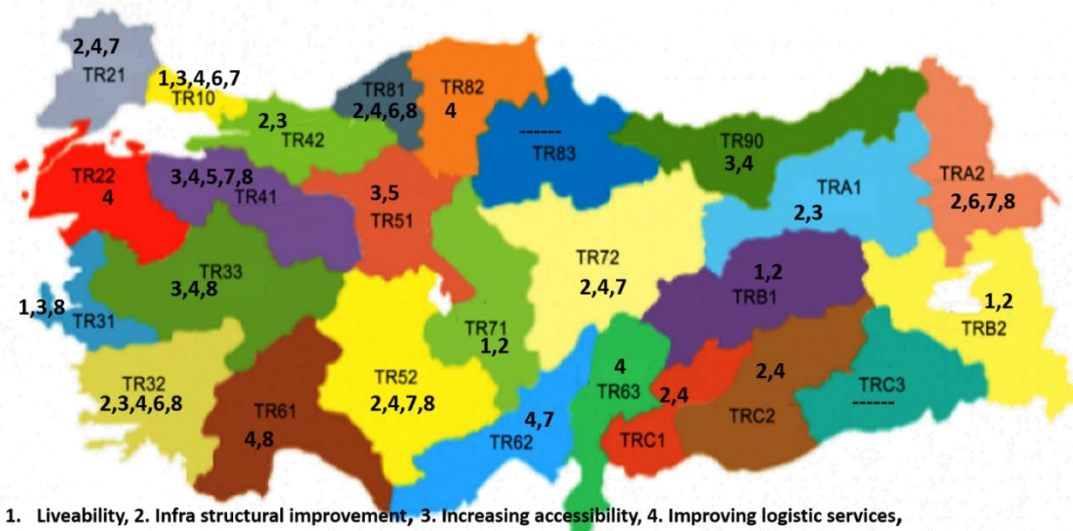


Figure 1. Geographical Distribution of the Policies

3. CONCLUSION

Even though Turkish RDAs are new structures in Turkey's legal and administrative framework, they have experienced two regional planning terms. These institutions have been undertaken planning and financial support missions. Air transportation has been consistently developing in Turkey for the last 14 years depending on the national policy prioritising the increase in the number and quantity of passengers and cargos.

Regional Development Plans were prepared in the coordination of RDAs with local authorities and put into effect for twenty – six NUTS II regions of Turkey. These plans are legally bounding and therefore the strategies given place in them are to be realised. Their contents and the projects offered in them represent common view of the regions. This study shows that all parts of Turkey need air transportation services for the development of local economies and local policies give priority to the sector. Majority of the local policies are related to constructing infrastructure and improving services. Local needs should be considered at national levels and offered projects in the RDPs should be

evaluated for their feasibility. For the transportation sector including air transportation, RDAs are important local collaborators to prepare and implement the projects by shaping the ideas, presenting the projects to decision makers even finding funds from outside of the country.

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