

## THE EVALUATION OF TURKEY'S TRANSPORTATION POLICY UNDER THE NATIONAL DEVELOPMENT PLANS

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**Abstract:** Transportation sector is one of the most fundamental sector supporting the economic and social development in the contemporary societies. Today, due to the planning of different transportation modes is not productive separately, it is agreed that different transportation modes need to be planned as combined and coordinated structure based on integrated approach.

The highway cargo and passenger transportations have the largest percentage in Turkey. Accordingly, the social, economic and ecological problems have been observed caused by single-mode transportation planning for many years. By the reason of Turkey located on the point where three continents converged, the country has geopolitical position. The transportation networks need to be determined by planning contemporary and environmentally friendly both national and international transportation corridors included. The transportation planning at the both national and international level has been intended to provide within the frame of the sustainable policies in Turkey. Therefore, the significant investments in transportation sector have been made in recent years.

In this study, the transportation policies from 1963 when the national development plans (NDP) began to be prepared to now are examined and evaluated. Then, it is analyzed how the policies related to transportation sector show an alteration and what is the factors affected the alteration in this process including all the NDPs in Turkey.

**Keywords:** Transportation, Transportation Policies, National Development Plan (NDP)

### Introduction

In Turkey, the planning era has begun institutionally and constitutionally with Turkish Constitution of 1961. In the scope of “Social and Economic Rights and Duties”, it is stated that “It is the duty of the State to encourage economic, social and cultural development by democratic processes and for this purpose to enhance national savings to give priority to those investments which promote public welfare, and to draw up development projects.” According to this article, the assignment of preparing national development plan has given to the institutional player of state. By founding State Planning Organization, it was targeted the financial, social and cultural development base on a plan could be provided. The NDPs and the programs related them comprise both macro and micro aims belonging to socio-economic sectors.

In this paper, it is comparatively examined the decisions taken in the planning era and current situation of the transportation sector that is determined by NDP in Turkey. Within this framework, firstly the development plans are evaluated in order according to the conditions of each plan period. Within the scope of each period, it is classified that the transportation policies and macro/micro aims in terms of all transportation subsectors (highway, railway, airway and seaway). In the sequel of this evaluation, it is discussed the transportation policies taken part in NDPs that is carried out according to the developments in practices. As the result of study, the NDPs are comparatively evaluated in the general framework.

### Findings

The first three NDPs had been aimed in the long-term strategies including the objectives as a long-term targets for all sectors aimed at the first 15 years’ achievement. This period was including The First NDP (1963-1967), The Second NDP (1968-1972) and The Third NDP (1973-1977).

By the reason of characteristic feature of transportation sector among all sectors, the qualitative and quantitative developments in this sector are pretty important for improving the quality of life and functioning of the other sectors. To the extent permitted by national economy, transportation policies in The First NDP base on this vision. Due to the sectoral developments are basis for the long term development, investments of the

fundamental sectors such as transportation, energy, education are given priority in the NDPs. The main objective of the policies of these sectors is to provide adequate production in terms of time and place, because of the importing the products belonging to these sectors isn't possible. Besides, it is determined that these sectors were planned to enable other sectors to provide targeted developments.

When the situation of the transportation sector in 1963 examined within the basic framework in terms of the subsectors, it is seen that physical standard was ineffectiveness and carrying system remained limited with main road network in highway. However, it had come first in terms of permanent facilities, line length and carrying capacity. In railway, due to the construction technique was quite outdated, ineffectiveness of physical standard could be observed clearly. Seaway came first in terms of vehicles, therefore the ports where all the products imported or exported provided 62,6 % of the total cargo handling. In airway, there were 26 functioning airports (two of them are international) included military ones. When the proposed investments for improving the sector are examined, it can be deduced that raising the standards of sector considered significant for perspective of the developing country. To provide targeted annual average of Gross National Product in the plan period, transportation sector achieved 13,7 % of all the investments including public and private investments.

Transportation policies in The First NDP designed to achieve long-term targets can be cited have a monopoly on the works for all transportation subsectors in order to get sectoral efficiency, utilize the current capacity by the optimal way by taking into consideration of the national economy, enhance of the services and reducing the costs between city centers and rural settlements, reduce the costs and use the railway or seaway for the remote distances. In addition, establish the organization of short-distance vehicle that is feeder of these transports. From a number of similarities between The First NDP and The Second NDP, it can be deduced Turkey's conditions had remained incapable to set the determination objectives in five years period. So, the policies of each period has been prepared for improving the condition of transportation sector in Turkey.

It had been planned that application process for EU membership which began with European Community Association Agreement signed on 12 September 1963, has existed legally since 1 December 1964 would come to the conclusion in 1995 and join the customs union. The NDPs from 1973 when The Third NDP entered into force to now have been planned to have the strategies for the objective to get EU standards. Therefore, the 15 years' achievement adopted in 1962 had not been completed in the direction of determined target, because of the decision for preparing Third one and subsequent NDPs to that according to the principles of the EU. In the process of harmonization with EU, all the transportation policies also ones regarding sub-sectors and infrastructure need to be harmonized as well.

When the rates of implementation of the policies are evaluated, it has been seen that most political objectives are taken place again in subsequent plan due to Turkey's conditions of plan period are insufficient to implement macro aims in terms of technological, economic, etc. aspects. As a main indicator of this condition it can be stated the development in accordance with the expectation and policies couldn't be provided and the monopoly of highway passenger and cargo transportation has been continued during the planning era, however the rational objectives and principles taking place in the First NDP such as having a monopoly of transportation policies which were previously carried out under no system; in order to ensure transportation activities in the framework of economic boundaries, seaway and railway transport will be encouraged for remote transports; by working off the unfair competition among subsectors, using the vehicles effectively for the benefit of national economy have been seen in the subsequent NDPs too. The economic structure and traffic density of Turkey has been begun to shape with basic lines since 1960s. Giving priority to highway transportation is the main policy in this period, so the developments of other transportation options has remained limited. Besides, there is no policy for increasing in the length of the existing railway network (Table 1, Table 2). The State has been granted the highway infrastructure investments in increasingly growing amounts over the years in comparison with the railway despite increasing of petrol costs.

In the Seventh NDP, as the reason of this situation given above, it is stated that there were no Transportation Master Plan suitable with the investments of the other sectors. Because of that, the developments of the sector has been influenced negatively. The works about the Transportation Master Plan Strategy aiming to solve these problems that began in 1996 were completed in 2005.

In the scope of the privatization programs, Build Operate Transfer (BOT) model taken place first in the Seventh NDP is implemented to realize the investments and develop the inspection mechanisms.

Within the EU harmonization process, it is seen that the certain principles regarding environment have been taken place since the Third NDP. In this process, the transportation policies suitable with the EU acquis is given importance in the Sixth NDP for the first time. It has been targeted the transportation infrastructure suitable with the environmental issues since the Seventh NDP, therefore the environmental issues has been taken place in the transportation policies. Besides, Environmental Impact Assessment Process (EIA) taken place in the Fifth NDP for the first time, has been implemented for the transportation investments since the seventh NDP.

Since the Eighth NDP, the policies for providing the opportunities related advantages of Turkey’s geographic location has been prepared. It is stated that in the NDPs, by determining international transport network to provide to trough transport arteries between Europe and Asia, to combine transportation enhances all the type of transports, to integrate the TEN-T (Trans Europe Transportation Networks) of EU with Turkey, to empower the projects of arteries among Caucasian, Central Asia and Middle East Countries and Turkey. In this scope, it is expected that the gained status of “International Transportation Through Road” will accelerate the development.

The Ninth NDP was prepared with the vision of “Turkey, a country of information society, growing in stability, sharing more equitably, globally competitive and fully completed her coherence with the European Union” as well as within the framework of the Long Term Strategy (2001-2023). After General Directorate of Highways and Under secretariat for Maritime Affairs became the sub unit of the Ministry of Transport and Communication, the institutes regarding transportation in Turkey have been gathered under a single roof in 2007.

When the Tenth Development Plan covering the 2014-2018 period examined, it is seen that priority is given to transportation systems that provide energy efficiency, use of clean fuel and environment friendly vehicles. It is emphasized that efforts to connect international and domestic production and consumption centers by improving the transportation infrastructure and to integrate transportation modes to each other have been continued during the Plan period. In this context, projects that strengthen the connections to the Trans-European Transport Networks (TEN-T), Caucasia and Middle East have been realized to a significant extent, construction of dual-carriage ways have been continued, high-speed railways have started operation, two main container ports have been given priority, and the number of domestic and international passengers and frequency of flights in the aviation sector have been increased.

As the primary targets in Regional Development of this plan, along the north-south corridors, transportation infrastructure connecting metropolitan cities, production centers and tourism cities will be reinforced. Regional airline operation between the cities which have appropriate infrastructure will be encouraged in order to increase accessibility of these cities and to reduce incurred expenses in connecting flights over Ankara and İstanbul. Connections of ports to Central and Eastern Anatolia and the GAP region will be strengthened. Besides, strengthening links between production and service centers and ports, organizing production more efficiently, improving and extending railroad infrastructure for freight shipment, increasing interaction among regions and enhancing accessibility especially along the north-south corridors by considering attraction centers and growth poles, maintain their significance. It is taken place that Logistics Master Plan integrated with transportation modes and corridors, logistics centers and other logistics activities will be prepared and put into practice. Within this framework, transport corridor maps showing transport alternatives of Turkey will be prepared so as to be used as a guide for selection of logistics center locations. The developments and targets in logistic and transportation is given at table 3.

**Table 1.** Developments in transportation sector in terms of passenger transport

Domestic Lines	Passenger Transport (million pass-km)						
	Highway		Railway		Seaway		Airway
	Interurban	Innercity	Interurban	Innercity	Interurban	Innercity	Interurban
1963	19369	1184	3005	626	213	965	124
1967	36100	1045	3639	710	178	1025	203
1972	47365	1325	2911	1300	387	1600	512
1977	82141	-	2362	-	241	-	1073,4
1983	76864 (S)	-	3024	-	98	-	650
1988	93237	-	3082	-	189	-	1012
1994	127948	-	3881	-	50	-	2278
1999	189882	-	4233	-	34	-	3371
2006	188000	-	-	-	62	-	-
2012	259000	-	-	-	131	-	-
2013	276000	-	-	-	151	-	-
2018	321000	-	-	-	232	-	-

(S) The data of the state in the sector only

**Table 2.** Developments in transport sector in terms of freight transport

Domestic Lines	Freight Transport (million tones-km)				
	Highway	Railway	Seaway		Airway
	Interurban	Interurban	Interurban	Innercity	Interurban
1963	6717	4111	1889	65	1,1
1967	12500	6201	3420	80	2,4
1972	17714	6739	2948	42	2,4
1977	35100	10215	4397,2	-	83,9
1983	41812	6123	2930	-	57
1988	55225	6005	9730	-	100
1994	86382	8050	595 (S)	-	213
1999	155254	8160	8200	-	356
2006	177000	9600	3900	-	-
2012	216000	10900	7200	-	-
2013	232000	124000	8100	-	-

(S) The data of the state in the sector only

**Table 3.** The developments and targets in logistic and transportation

	The developments and targets in logistic and transportation	2006	2012	2013	2018	Annual Change Approx. (2014-2018)
<b>HIGHWAY</b>	Traffic (billion vehicle-km)	65	94	98	119	4
	Passenger transportation (billion passenger-km)	188	259	276	321	3,1
	Freight transportation (billion tones-km)	177	216	232	294	4,9
	Lenght of Roads (km-1000 km <sup>2</sup> )	82	83	84	87	0,7
	Intensity of highways networks (km/1000 km <sup>2</sup> )	2,60	2,88	2,85	5,11	12,1
<b>RAILWAY</b>	Freight transportation (billion net tones-km)	9,6	10,9	12,4	22,5	12,7
	The percentage of railway in freight transportation (%)	5,1	4,8	5,1	7,1	6,8
<b>SEAWAY</b>	Container (million TEU)	3,9	7,2	8,1	13,8	11,2
	Cargo handling (million tones)	248	388	418	615	8,0
	Merchant Marine Fleet with Turkish flag (million DWT)	7,3	10,3	11,0	14,0	4,9
<b>AIRWAY</b>	Number of passenger (million passenger)	62	131	151	232	9,0

## Conclusion

The national development plan on a territorial scale is the socio-economic plan leading spatial plans. Actually, it is expected that national development plans provide to develop the sectors affected by development of countries. The context of development plans and process of preparation and application change from country to country. Level of development of countries, geographical location and expectation of public affect the sectoral plan decisions. The fundamental planning criteria determined by the environmental and ecological issues depending on the recent global approach has influenced context of plans. Besides, the usage and protection of the local resources for determining the targets of economic sectors is the one of the determinative issues especially for the developing countries.

In this paper, it is examined the transportation policies in national development plans. When especially the

context of the latest three plans is taken into consideration, policies are tried to prepare in accordance with the issues stated above. It can be set a good example that the sizable transportation investments in all transportation modes planned for the main transportation networks connected the continents. Since the planning era began in 1961, one of the most critical approach is reducing the share of railway transportation which has an important share of transportation and logistics every passing year until 1990s. As a result of highway transportation is highly demanded, environmental and economic problems has accompanied this preference. However, the environmentally friendly transportation options are emphasized in each plans, it is not applied in practice as stated in the plans. When the plans are taken into consideration, it is seen that two issues come into prominence. Firstly, the plans need to be ongoing structure; the policies need to be consistently prepared according to the fundamental criteria based on environmental, economic and national issues. The other important issue is, the institutional, constitutional and directorial issues need to be empowered in accordance with the decisions on policies stated in plans.

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