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The role of spatial planning for sustainable tourism development: A theoretical model for Turkey

Abstract

Planning concept is an important concept for realizing the benefits of the tourism sector for localities, public and environment. Planning is a broad term covering several stages from national strategic decisions to unique design applications. Spatial planning is an important aspect of planning with a focus on physical planning in various sectors as well as tourism. The importance of planning has increased with the prominence of a second concept; sustainability. Since the 1970's, sustainability has continuously gained importance in all socio economic aspects of human beings. It is also important for the tourism sector as this sector has effects on the environment. This article tackles the role and importance of physical planning for the development of sustainable tourism concept. For this reason, a model is built for sustainable tourism development in Turkey as Turkish legislation system regarding planning and tourism should be improved in terms of sustainability. The aim of the article is to determine how to integrate spatial planning to sustainable tourism development and to decide the possible pathways within sustainable tourism development. The model considers all stages from large scale decisions to architectural design within a comprehensive manner. This model could be utilized to deal with all aspects of planning, such as policies, strategies, spatial decisions, building structuring, density, site planning and architecture.

Key words: spatial planning; tourism; sustainable tourism development; planning process, Turkey

Introduction

Although at first glance, spatial planning and tourism sector are two separate concepts they are, in fact, greatly interrelated. First, tourism activity takes place in a certain locality, so it has a spatial character. Thus, for tourism, spatial relations are very important and tourism locations are subject of spatial planning. Second, tourism is the primary income generator sector for many localities in many countries including Turkey. Spatial planning is a tool for organizing tourism activities to facilitate the integration of this sector with other sectors and areas within a locality or region. According to the United Nations, tourism planning can operate at various levels such as individual site, destination, a region within a country, the nation and several countries considered (U.N., 1999). Spatial planning is directly related to two aspects: 'individual site' and 'destination'. However, it is also related to a region within a country as spatial planning makes basic spatial decisions from regional planning by a top-down planning approach.

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Sustainability brought new perspectives to, both, spatial planning and tourism. The concept of sustainable tourism emerged after the 1980s with its own dynamics and sectoral relations. The debates over sustainability played a very important role in restructuring tourism sector worldwide. All traditions, customs and knowledge in the tourism sector entered into a transformation process with the increasing debates over sustainability and implementation of sustainable practices (Özbiçer, 1994; Trumbic, 1999; Yunis, 2001; Özbey, 2002; Salom, 2003). Sustainability and spatial planning meet at a philosophical level as spatial planning is the act of organizing the future life of societies with land use regulations and design of future socio-economic relations. Whereas fragmented or partial planning becomes inadequate and insufficient for the development of sustainable tourism, comprehensive planning approach becomes more important thanks to sustainability since it is a broad concept which covers all environmental, social, economic and cultural issues.

As for many other sectors, spatial planning is an important tool for attaining sustainability in tourism. The way it is applied and its effects vary from country to country depending on numerous geographical, socio-economic, political and cultural factors. Furthermore, different planning mechanisms and administrative and organizational levels involved play an important role in differentiation of spatial planning applications within the tourism sector.

In the article, firstly, a brief overview on the concepts of tourism, sustainable tourism and related subjects, such as alternative tourism and coastal management, are discussed to define how tourism sector is related to sustainability debates. In the second section, the function and importance of spatial planning for societies and especially for the tourism sector is explained. This is followed by an outline of Turkish spatial planning system. Then, a model for integrating spatial planning and tourism in Turkey is presented with regard to the Turkish administrative and legal aspects. Moreover, an institutional structure is proposed for the effective operation of the model. Although the social and cultural structures as well as the legal structures and organizations differ between countries, it is expected that the model could be used for areas where there is awareness of the need for sustainable tourism development.

Tourism and sustainable tourism

Tourism became a global industry within a time span of sixty years and this trend seems to be continuing (UNWTO, 2009). It is important for increasing the cultural interaction between countries as well as for making significant contributions to their respective economies.

Tourism activities are inseparable from the natural and cultural environment surrounding them. "Environment" and "culture" are central to tourism development. There is a reciprocal relationship between tourism and environment - tourism affects environment just as environment and other factors affect tourism. For example, dense tourism facilities lead to degradation of environment what, in turn, leads to decline in tourism attractiveness.

Continuity of environmental and cultural elements is crucial for sustaining tourism activities in a destination. Yet, the environment has been increasingly threatened, with global environmental problems worsening over the last 30 to 40 years and the issue of sustainable development has been discussed internationally, in general as well as in tourism. The first official debate on environmental consciousness

took place during the Stockholm Conference in 1972. By the early 1980s the concept of sustainable development was discussed widely and, finally, in so called Brundtland Report in 1987 the term "sustainable development" was used (Özbiçer, 1994, p. 17). After the Rio Conference in 1992, "Agenda 21" as a global action plan was declared to maintain the balance between environment and sustainable development (UNDP, 2012). It has become one of the most renowned international sustainability documents of the United Nations.

In tourism, the first document on environmental concerns was the Manila Declaration of the United Nations World Tourism Organization (UNWTO) approved in 1980 (Özbiçer, 1994, p. 19). The relationship between sustainable development and tourism as a sector consuming natural resources was acknowledged at the beginning of the 1990s. In Europe, for example, in the Fifth Action Plan of the European Union (EU) published in 1993, the role of tourism in sustainable development was emphasized (Csaban & Gathy, 2009). In 1996, a related document; "Agenda 21 for Travel and Tourism Industry: Towards Environmentally Sustainable Development" was published as a result of efforts of three International Organizations - the World Travel & Tourism Council, the World Tourism Organization and the Earth Council as a sectoral sustainable development programme based on the Earth Summit results. (AGORA21, 2012). After the declaration of the United Nations' principles of sustainable tourism in 1999 (Salom, 2002, p. 812), the World Tourism Organization and United Nations announced the Hainan Declaration on sustainable tourism of the Asia Pacific Regions in 2000, Quebec Declaration on ecotourism in 2002 and Djerba Declaration on Tourism and Climate change in 2003, which are all related to the sustainable development of tourism (UNWTO, 2009). Also, in 2003, "Tourism and Local Agenda 21" was prepared on the role of local authorities in the development of sustainable tourism (UNEP, 2003). This is an important document as it recommends participatory structures, management processes and actions for sustainable tourism as well as promotion of sustainable tourism development within Local Agenda 21 processes (UNEP, 2003). Finally, in 2005, the World Tourism Organization declared 12 objectives for sustainable tourism (UNWTO, 2009).

With this significant progress made in fostering sustainable tourism development by the international bodies as outlined above, it seems that sustainability as a development concept is embraced by the regional and local authorities and by consumers. On the supply side of tourism, alternative forms of tourism are slowly undermining the dominance of the mass tourism as demand for such alternative experiences is increasing. This is especially evident in the ecological or eco-tourism, often considered as the best form of sustainable tourism (Björk, 2000; Fennell, 2001; Özbey, 2002), which emerged in relation to the ecological practices in the late 1980s (Diamantis, 1999, p. 93). The core of eco-tourism is that it is nature based, sustainable, respectful and sensitive to local culture and life; all stakeholders should cooperate and focus on sustainability (Hunter, 1995 in Björk, 2000); the eco-tourist has to accept standard of living, adapt to local traditions and learn and agree with restrictions (Björk, 2000). Eco-tourism is non-consumptive, educational, takes place in undistributed settings of cultural and historical importance (Fennell, 2001).

Another important global concern for sustainable tourism development relates to coastal areas. They are under threat due to the combined pressure of population increase, growth of urban areas and expansion of industrial areas (Trumbic, 1999, p. 55). Nevertheless, they are still the most popular tourist destinations. By the end of the last century, 63 % of European tourists preferred taking holidays in

coastal areas (UNWTO, 2009). Because of the need to integrate coastal areas within the sustainable development approach, the concept of the Integrated Coastal Zone Management (ICZM) emerged. Whereas similar concepts such as Integrated Coastal Management (ICM) and Integrated Coastal Area Management (ICAM) were developed, it is indicated that all these concepts point out to the same process. (Nandelstadt, 2008, p. 2).

Integrated Coastal Zone Management (ICZM) is defined as a process that minimizes the negative effects of tourism policies and activities on coastal areas and steer development in a way to ensure economic and social benefits (Yunis, 2001). ICZM as well as the Integrated Coastal Area Management (ICAM) is important as it emphasizes the link between sustainable tourism and spatial planning as "*it has clearly marked a spatial component as land use planning component*" (Trumbic, 1999, p. 55). The ICZM can be defined as a management process to maintain sustainable development, conservation of coastal areas and conservation of biodiversity. In this respect, with an effective management approach embedded in sustainable development, it aims at the best use of coastal areas (Coastal Union Germany, 2009) and the spatial planning seems to be the one of the optimal tool to achieve this goal. In order to apply sustainable tourism policies in coastal areas, it is necessary to utilize spatial planning for balancing new developments with the needs of tourists, tourism operators, local people and the public at large.

The role of spatial planning in sustainable tourism development

The important role given to the spatial planning in the process of achieving environmental and economic sustainability is evident in many official policy documents and debates. The crucial role of spatial planning in sustainable development and improvement of the quality of life is also underscored by the UN (2008, p. 1) where it is stated that: "*spatial planning achieves its social, economic and environmental aims by securing community benefits from development and by promoting prudent use of land and natural sources for development*". In the European Union, there are many terms used to describe spatial planning activities in the Member States (European Commission, 1997), thoroughly explained in "The EU Compendium of Spatial Planning Systems and Policies" published by the European Commission in 1997 (European Commission, 1997; United Nations, 2008). This document defines spatial planning simply as "*methods used largely by public to influence the future distribution of activities in space*" (European Commission, 1997, p. 23). Thus, the spatial planning is about creation of organization of land use and spatial relations to achieve a balanced development, environmental protection and to meet socio-economic objectives.

Though, all countries have their specific planning systems, in general, spatial planning could be divided into categories of national and transnational planning, regional planning and urban planning. In addition, urban design and even architectural design of building complex or a unique building could be included in these spatial planning categories. National plans are at the top of this hierarchy as decisions at sub-stages depend on national planning within a top-down planning approach. The national and regional levels are related more to policy levels whereas urban planning and urban design are related more to space and spatial issues within tourism destination development.

Spatial planning, therefore, plays an important role in the development of the tourism sector as is the case for many other sectors. It is compulsory to understand the importance of planning within

the tourism sector. As tourism is a complicated activity that covers various sectors of economy and a dynamic social interaction process it is argued that unexpected and adverse impacts related to the tourism sector may come into existence in the absence of any planning effort (<http://pub.world-tourism.org>). The tourism sector is related to shops, restaurants, transportation networks and accommodation, all of which are included and defined within urban planning (Dredge & Moore, 1992, p. 10). Urban planning is a public sector activity for the benefits of communities. While tourism industry is heavily based on private sector entrepreneurship, spatial planning is an intervention mechanism for the evolution and development of tourism for the public and environmental benefit.

The role of urban planning in tourism at local level is related mostly to the supply side of tourism. In this sense, it is compulsory to understand tourism systems. Gunn's model (1988) might be helpful in representing various elements of tourism at demand and supply side. There are dynamic relations between demand and supply sides in Gunn's model. The demand side consists of population and number of tourists whereas the supply side contains resources for tourism as attractions, variety of tourism services and transportation (Gunn, 1988). It is clear that the elements of the supply side are core issues of urban planning. Spatial planning can be used as a tool for organizing supply side elements of tourism. Planners make direct and indirect decisions about land use, quality of services and accessibility (Dredge & Moore, 1992, p. 20). The role of planning in the tourism sector differs according to various levels. At the level of national strategic plans, a vision for the desired tourism development can be set out whereas in physical plans, such as city or town plans, concrete and tangible decisions are made concerning the structure of tourism sector in a locality. The links between tourism infrastructure and services are also presented in these types of plans which are of vital importance for the efficiency of the tourism sector and future of a locality.

From the perspective of tourism development the most important issues in spatial planning are: location of tourism facilities, accessibility issues, standard definitions, design standards, traffic problems, quality of built environment, tourism attractions, location of major transport transport interchanges, impacts of tourism development on local architectural styles and important heritage sites (UN, 1999).

In particular, spatial planning is the most critical step in the process of sustainable tourism development. It was mentioned that, in general, the benefits of spatial planning are economical, social and environmental. Out of these, the benefits of spatial planning for the development of sustainable tourism could be defined as economic benefits through ensuring environmental quality to create favorable conditions for investment while trying to satisfy needs of local communities; social benefits by considering needs of local communities, supporting the provision of local infrastructure and superstructure, maintaining healthy and safe environments and environmental benefits of promoting regeneration and appropriate use of land and buildings, conserving natural, historical and cultural assets, protecting natural structures, encouraging energy saving and energy efficiency (United Nations, 2008, p. 2).

Spatial planning could be considered a buffer mechanism between the private sector and the public for the benefits of all the stakeholders. In tourism, its development mostly depends on natural, historical and cultural assets and the continuity of these assets. Representing the interest of public stakeholders, planning institutions are the most important stakeholders safeguarding continuity of these assets with correct, pluralistic and democratic decisions. These parties include entrepreneurs, tourists, local people, public bodies and local and central governments.

It is stated that: "*Sustainable development is the core principle under planning. At the heart of sustainable development is the idea of ensuring a better quality of life for everybody now and for further generations. The planning process provides the opportunity to help to make new developments more sustainable*" (U.K. Department for Communities and Local Government, 2009). This could be realized by applying various planning stages. A way to achieve sustainable tourism development is related to correct and consistent decision making on land use at local levels. The role of urban planning is important for the tourism sector in order to "*maximize positive benefits of tourism and minimize negative impacts in a sustainable manner*" (UNEP, 2009)).

The current Turkish planning system and its effects on sustainable tourism development

The case of spatial planning in Turkey serves well to illustrate the role of spatial planning in tourism development. However, before explaining the model, a brief outline of the Turkish planning system and the condition of sustainable tourism within this planning system is presented first.

There are four main stages in the Turkish planning system: National Strategies and Development Plans, Regional Plans, Environmental Order Plans and Construction and Development Plans of localities. At the top of hierarchy are national plans which are mostly strategic plans concerning policies and action plans. Regional plans are prepared for scales over 1/100,000 and accepted as an uncertain plan level within the Turkish planning system (Ersoy, 2006). Environmental Order Plans determine the condition of an overall land use decisions considering housing, industry, agriculture, tourism and transportation related to national and regional policies. Environmental Order Plans are often applied within the limits of provinces and prepared in scales of 1/50,000 and 1/100,000 depending on the regulation with Code number 27051, accepted in 2008 (<http://rega.basbakanlik.gov.tr>). Construction and Development plans are divided into Master (Nazım) plans corresponding to scales of 1/25,000 and 1/5,000 and 'construction application plans' for 1/1,000 scale. At these levels, urban design and stages in architectural design are not included in spatial planning levels determined by the "Law of Land use and Development" accepted in 1985. However, urban design and stages in architectural design will be evaluated within the structure of the model in this study because these stages take place in a certain location and they should take place in the sub-stages of planning hierarchy.

In Turkey, such planning system is often criticized, as there is a common belief that the systems suffers from structural and organizational problems. It seems that the necessity to change the practice of spatial planning seems to be a common view of all stakeholders and, therefore, there are calls for its restructuring, 2009. The main bottlenecks of the Turkish planning system that should undergo a change are (Bayındırlık ve İskan Bakanlığı [Ministry of Public Works and Housing]):

- Lack of a spatial planning system integrated with national development planning,
- Lack of a cooperative planning vision and strategy,
- Partial implementations in planning and various conflicts between decisions of different public authorities,
- Numerous authorities for the same spatial scale,
- Lack of coordination between institutions.

Moreover, most of the conflicts in spatial planning appear in the Turkish tourism sector. The problems of the tourism areas could be summarized as: institutional conflicts in the plans' approval process, inefficiency of partial planning in tourism areas manifested in, lack of capability to conserve natural and cultural assets and so forth. Especially different preparation and authorization processes and partial characteristics of local spatial plans cause several problems in tourism locations. For example, Ministry of Culture and Tourism can prepare a spatial plan for a tourism location whereas the local authorities are the main institutions for preparing spatial plans. Conflicts and legal problems between different plans for the same locality lead to non implementation of any plan thus in turn with uncontrolled and unplanned spatial development of tourism zones.

There are also some structural problems in the Turkish tourism sector. These most serious ones are: excessive agglomeration of touristic facilities in Antalya and the Southwestern Aegean region, pseudo urbanization and urban sprawl behind the coastal areas, infrastructural inadequacies and environmental problems such as degradation of fertile agricultural land and forest areas (Bayındırlık ve İskan Bakanlığı -Ministry of Public Works and Housing-, 2009). Most of those are problems related to the inefficiency of spatial planning and, therefore, improvement in spatial planning should be devised in such a way to ameliorate these problems.

Besides such problems, the concept of sustainability has been only recently introduced to the Turkish planning system and the tourism sector legislations. The concept of sustainability was included in November 2009 in the "Law of Land Use and Development" which dates back to 1985 (ETO, 2010) and on July 2003 in the law of "Tourism Encouragement" which dates back to 1982 (TURSAB, 2010).

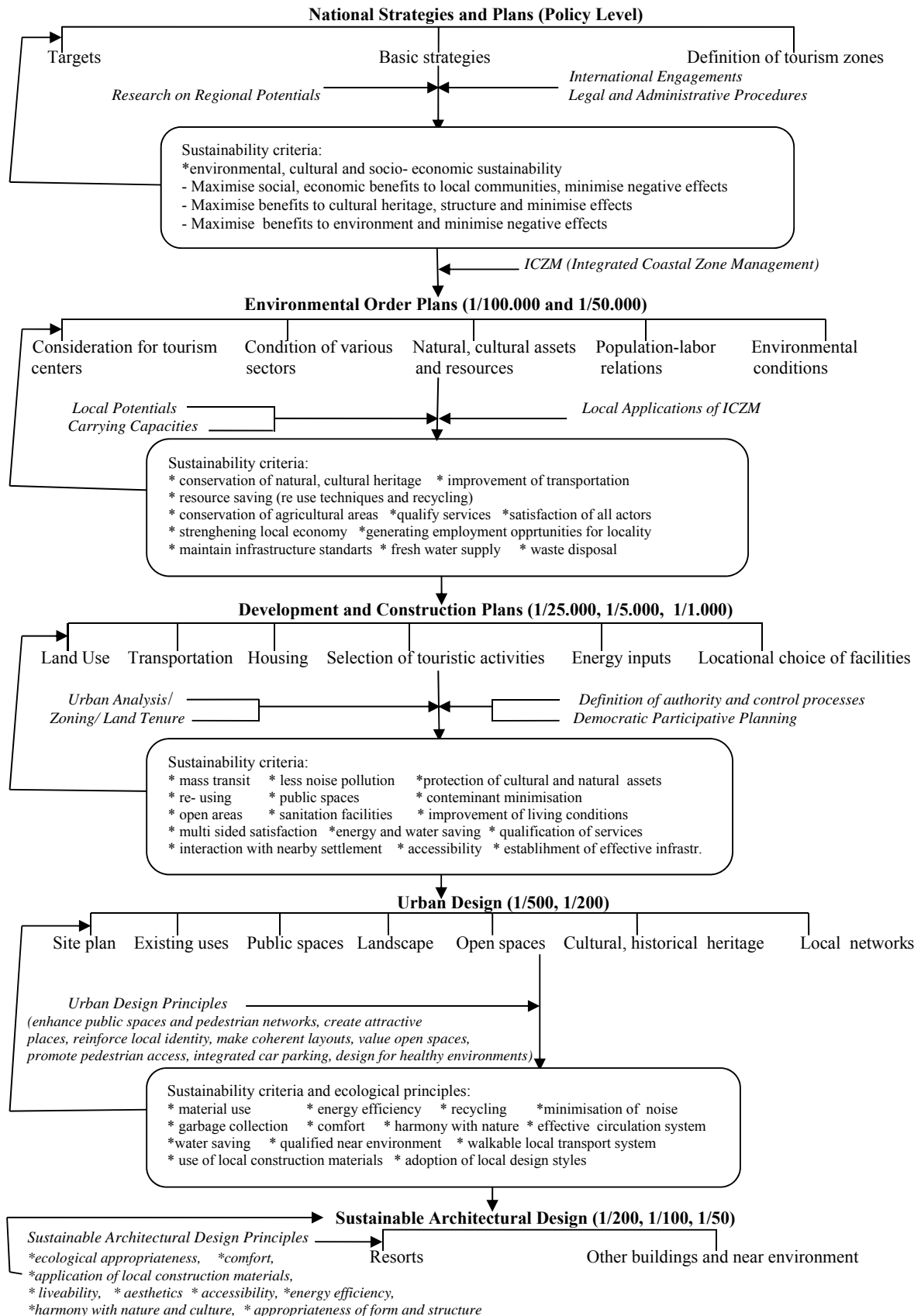
In addition to the legal aspects, the "Tourism Strategy 2023" prepared in 2007 is a critical and an important document since sustainability is indicated as one of the most important factors. The "Tourism Strategy 2023" could be considered as the main guide for the national decisions about tourism as it presents tourism corridors, tourism regions, tourism towns and eco-tourism regions with the aim to encourage investments in these tourism localities (Ministry of Culture and Tourism of Republic of Turkey, 2007). Although the vision of Turkish tourism proposed in this document emphasize sustainability and strategic actions include spatial aspects of tourism development, the concept and principles of spatial planning were not applied in the strategy development.

A proposed spatial planning model for sustainable tourism development in Turkey

In a view of the problems related to the current spatial model, the new model is proposed here with a view to overcoming the obstacles of spatial planning procedure for sustainable tourism development. The aim of the model is to understand how spatial planning in Turkey can be adapted to sustainable tourism development. The proposed model consists of two important parts - the operation chart and the institutional and legal aspects that support the planning process. After explaining the model, some information on the institutional structure will be given to clarify the roles of the most important stakeholders in tourism development.

Figure 1

The proposed spatial planning for sustainable tourism development model for Turkey



The Turkish planning system depends on a comprehensive top down approach what is retained in the proposed model. A top-down approach is important for ensuring sustainability as it offers a holistic approach for problem solutions in the context of sustainable tourism development. The structure of the model depends on the feedbacks at each planning level related to the sustainability criteria. All planning levels have their own sustainability criteria and these necessitate feedbacks at every stage/level. The feedbacks related to the sustainability criteria constitute the most important part of the model presented in Figure 1. The aim of the model is to understand how spatial planning in Turkey can be adapted to sustainable tourism development.

The first level is mostly related to national policies, strategies and decisions and international agreements relevant to the tourism sector. This level is a policy rather than a physical planning level. This could be generally related to the "tourism planning" of any country. Particularly in Turkey, "Tourism Strategy: 2023" and the policies and strategies articulated in the national development plans are relevant strategic determinants. National strategies and plans are important for defining the targets, basic strategies and definition of tourism zones throughout the country.

Some factors that could be helpful for determining the national tourism strategies are research on regional potentials, legal administrative processes of the country and international agreements that affect the decision making. The national development plans, tourism strategy documents, national and international tourism agreements become the main determinants of future development of the tourism sector. In this respect, Turkish Tourism Strategy: 2023 is of great importance. At this stage, the sustainability criteria consist of natural, cultural, social and economic sustainability issues. The decisions on Integrated Coastal Management (ICM) or Integrated Coastal Zone Management (ICZM) are important for shaping the planning decisions. This stage is related to the strategic level rather than the spatial level but decisions made in this level directly affect spatial decisions made at sub- stages. Major ICZM issues that are relevant for Turkey are: urban sprawl, illegal construction near shore, coastal water pollution and biodiversity protection. It is clear that spatial planning, especially the regional and urban planning, is the best tool to solve many of these problems.

Environmental Order Plans at regional and sub-regional levels are at the heart of the second stage. This stage mediates between the policy level and local spatial planning level. At this stage, the regional economic relations are prominent. Employment opportunities and the condition of various sectors are the basic economic concerns. Besides, the decisions on natural and cultural assets of the region are made at this stage. Local potentials, carrying capacities and local applications of ICZM are helpful in setting sustainable tourism goals. The sustainability criteria at this level are: conservation of natural and cultural heritage, improvement of public transport, resources saving by re-use and recycling, conservation of agricultural areas, service quality, satisfaction of tourism stakeholders, improved local economy and employment opportunities, provision of water supply and waste disposal and implementation of standards related to the physical infrastructure. In this respect, the definition of regional carrying capacities is a vital factor. This is determined by the mutual interaction of local residents and tourists. Carrying capacity is a complex issue and has various dimensions such as physical, ecological, demographic, political and economic (Biodiversity Conservation Center, 2009). Environmental Order Plans (scales of 1/100.000 or 1/50.000) should be prepared or revised taking into consideration these sustainability criteria. In order to realize this step, the potentials of the region and appropriated

databases should be established. The carrying capacities, zoning variables, construction rights are some of the important databases in this process.

The third stage is completely related to urban planning. Development and construction plans are considered as urban plans. The map scales considered at this level are 1/5.000 and 1/1.000. The decisions at this stage consist of land use, transportation, housing, selection of tourism activities, energy inputs and locational choice for tourist facilities. Factors like urban analysis, zoning, and land tenure pattern support the process of decision making at this stage. The plans are differentiated. For example, "Master" plans (1/5000) display locations and relations of tourism zones within an urban area whereas implementation plans (1/1000) display the relationship of the area with its environs. At 1/5000 scale, basic decisions such as land use, transportation types, basic energy inputs and location choice of facilities are the main considerations. On the other hand, at 1/1000 scale; the basic decisions are made for the neighborhood scale including transportation connections, basic location choice of facilities and their sizes, definition of other functions and definition of standard public areas (recreation, education, health etc.).

Defining the authority and stakeholders of a plan is important for realizing the plans at this stage/ level. The problem caused by the conflicts about authorization and approval of the plans should be solved. As local people are expected to benefit from tourism, it would be appropriate to consider local authorities as the decision makers and supporters of the plans. At the same time, in order to prevent speculative rent expectations some control by local people and their participation in the process would be beneficial. After that, the implementation of the decisions should be left to professionals and informing the public about these decisions would ensure a participative planning process. Participative planning, instead of advocacy planning, is critical for the success of these plans because tourism is an interactive and dynamic process and ideas of local people as well as decision makers become crucial factor for success of sustainable tourism development. At this stage, the sustainability criteria are: ensuring mass transit, minimizing noise pollution, protecting cultural and natural assets, applying re-cycling and re-using technologies, minimizing contamination, creating public spaces and open areas, constructing sanitation facilities, improving living conditions, ensuring satisfaction of all stakeholders, energy and water saving, service quality, establishing properly working infrastructure, accessibility, interaction with nearby settlements and similar.

The fourth stage consists of Urban Design with 'Site Plan' being the main issue. The decisions on landscape, cultural heritage, public spaces and local transportation design are important at this stage. This stage deals with urban planning and architecture. Urban design principles are effective in realizing targets and aims and they affect the decisions at this level. Although urban design principles can vary from locality to locality, there are some common points to be considered such as design for healthy environment, enhancing public spaces, creating attractive places, reinforcing local identities, appraising open spaces, promoting integrated car parking and pedestrian access. The basic sustainability criteria and ecological principles are: use of the appropriate construction material, energy efficiency, recycling, minimizing noise, garbage collection, maintaining comfort and harmony with nature, water saving, environmental quality, adaptation of local design styles, good circulation system and walk able local transport system.

The last stage consists of architectural design stage of a resort or other buildings and surrounding environment. The aim at this stage is generating appropriate architectural solutions that are compatible with the possibilities and potentials of various localities preserving local nature and meeting the criteria for the use of sustainability principles. The sustainability criteria which turn into sustainable design principles at this stage are composed of use of local construction materials, ecological appropriateness of forms, structures and materials, livability, comfort, energy efficiency for buildings, aesthetics and conservation of cultural values.

In the proposed model, the factors on the left indicate the necessary research and analyses as the base for quality decision making. These factors turn into principles at the stages of urban design and architectural design. The factors on the right indicate external factors that might affect the decisions made such as international engagements and legal procedures.

The success of the model depends on the legal aspects that enable the operation of the model. Furthermore, well organized and efficient institutional systems are needed. It is important to clarify the roles of various stakeholders within the model. The organizational chart should include several institutions that are involved in different stages of the model. The first step is defining the stakeholders; the second one is defining the processes of planning from decision making stage to monitoring stage.

Central authorities, local authorities, several sectoral institutions and stakeholders such as non-governmental organizations, entrepreneurs, local people and their representatives play various roles in the proposed spatial planning process for the sustainable development of the tourism sector. In Turkey, central authorities include State Planning Organization (SPO), Ministry of Culture and Tourism, Ministry of Environment and Forestry, Ministry of Transportation, Ministry of Public Works and Settlements, and other related ministries. Local authorities include metropolitan municipalities, municipalities, Special Provincial Administrations, Legal Entity of Villages and similar. Sectoral stakeholders include experts from universities, tourism unions, professional associations such as the Association of Turkish Travel Agencies (TURSAB) or Association of Hotel Owners, related Chambers, Union of Tourism Guides, Development Agencies or Investment Agencies. The planning process includes the stages of decision making, plan making, execution, supervision and monitoring. The role of stakeholders in the planning process is presented in Table1. as a part of theoretical model of spatial planning for sustainable tourism development.

Table 1
The roles of stakeholders in the proposed spatial planning model for sustainable tourism development in Turkey

Plan stages/ actions	Decision making	Planning	Execution	Supervision	Monitoring
National plans	Central authority	Central authority	Central authority/ Local authorities	All actors except local representatives	All actors
Environmental order plans	Central authority/ Local authorities	Local authorities	Local authorities	All actors	All actors

Table 1 Continued

Plan stages/ actions	Decision making	Planning	Execution	Supervision	Monitoring
Local development plans	Local authorities	Local authorities	Local authorities	Local authorities, related NGO's, universities, local representatives	All actors
Urban design	Local authorities/ Entrepreneurs	Local authorities/ Entrepreneurs	Local authorities/ Entrepreneurs	Local authorities, related NGO's, universities, local representatives	Local authorities, related NGO's, local representatives
Architectural	Entrepreneurs	Entrepreneurs	Entrepreneurs	Local authorities, universities	Local authorities, related NGO's, local representatives

Conclusion

The tourism sector entered into a transition phase following the sustainability debates. There is a significant transition from mass tourism to alternative tourism. New approaches gained importance through the conservation of natural and cultural resources in line with sustainability. Not only the economic dimension but also social, cultural and environmental aspects of the sector came into prominence. The ideal of "utilization of natural resources by future generations" is at the center of the sustainability concept. Sustainable development concept increasingly draws attention from the tourism sector as well many other sectors such as agriculture, transportation and industry. The debates over sustainability show that tourism is very important sector that should not be totally left to market mechanism especially in Turkey. The sector should be regulated and planned for for the benefit of all actors involved in tourism. In this respect, spatial planning becomes important for tourism. A coherent and careful planning system should be generated in order to control the sustainable development process and to resist the decay of the system. This process goes beyond the demand and supply side analysis and should be hierarchily organized from national strategies to architectural design of an individual tourism facility.

Tourism activities take place in a definite locality/space. It has a strong spatial character and thus all planning stages are important for its development. In this process, spatial planning is one of the most important tool for maintaining sustainable tourism development. As sustainability is a complex issue and has various factors (economic-social-cultural-environmental), it is rather difficult to ensure sustainability without a correct and coherent spatial planning approach. Spatial planning requires an integrative and comprehensive planning approach in order to rationalize appropriate land use activities. It could be fully utilized by the tourism sector only if it is comprehensive. Fragmented and partial spatial planning activities without a comprehensive viewpoint would harm localities instead of making them benefit from tourism development. In this respect, spatial planning for sustainable tourism should

be applied in an organized and holistic manner. In other words, planning should be planned. Hence, this article presented a spatial planning model for the development of sustainable tourism in Turkey.

Different countries have different planning systems. Naturally, these distinct planning systems have different levels of effect on development of sustainable tourism depending on several factors such as rate of participation, power and degree of enforcement and hierarchical level. Especially in the Turkish planning system, two main characteristics come into prominence. The first one is the planning hierarchy from national plans to local construction and development plans which is known as a top-down approach. The second one is related to this first characteristic - the Turkish planning system is comprehensive and not fragmented. These two characteristics are advantageous for sustainable tourism development because partial planning implementations are not sufficient to solve the problems of tourism and they, furthermore, lead to various environmental problems.

At every planning stage in the model, it is easy to control sustainable development with the differentiated sustainability criteria at each level. The model is based on the understanding that planning regulations should meet sustainability criteria at each level of the planning process. Thus, feedbacks become possible at any stage of the model. In this respect, determining the sustainability criteria for each level becomes a critical issue in the model. This is the key point that any spatial planning model could use for adopting the sustainability criteria at each level concerning planning decisions. Preparation or organization of the spatial planning model/ process is not only the duty of city planners or architects as the success of the plans depends on engagement of various professionals (economists, geographers, sociologists, geologists, landscape designers, civil engineers etc), participation of all governmental and civil institutions, local governments as well as local residents and, finally, monitoring and evaluation of all planning stages are crucial for the success of the plans.

In addition, an efficient institutional - organizational level should be determined. It is clear that organisational and institutional structures could be considered as the key factors for the success of spatial planning for any kind of development. Identification of the definite roles of different stakeholders is necessary for the successful operation of the model. Moreover, institutional efficiency depends on effective and efficient legislation. Efficient operation of the model depends on legal aspects that support sustainable development of the tourism sector. On the other hand, spatial planning model for sustainable development may help lawmakers to enact legislations on sustainable tourism development.

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Submitted: 09/07/2012

Accepted: 14/11/2012