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-RESEARCH PAPER-

PARTICIPATION OF PARTIES IN ENVIRONMENTAL IMPACT ASSESSMENT PROCESS IN TURKEY: CASE OF THERMAL POWER PLANTS IN THE CITY OF ÇANAKKALE[1]

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Abstract

The purpose of this study is to determine the kinds of problems the parties likely to be affected by thermal power plant projects encounter in participation in EIA processes in the case of the city of Çanakkale in Turkey and present directive data to policy makers on the national and local level in overcoming those problems. The scope of the study includes the EIA processes of 18 planned thermal power plants in the city of Çanakkale. The study was limited to the EIA processes of CENAL thermal power plant in the District of Biga besides Çan 2 and 18 Mart thermal power plants in the District of Çan. Data collection was conducted through interview method and the data were analyzed through content analysis. A semi-structured interview form consisting of 9 items was used as interview method and it was administered to 18 participants. MAXQDA Analytics Pro 18 trial version was used in data analysis. The findings revealed the problems reported by the participants. The results indicate that the question marks in participants' minds regarding the projects weren't overcome; they think they weren't provided with accurate information about the projects due to concerns over confidentiality; they had reservations over the projects and those reservations weren't completely overcome by project owners; the opinions of local residents were only partically taken into serious consideration by officials and selection of the site for projects was wrong. It was further found that the parties other than government and firm officials couldn't exert any influence on decisions regarding the projects.

Keywords: *Environmental Impact Assessment, Environmental Problems, Sustainable Development, Participation, Governance.*

JEL Codes: *Q13, H10, H19,*

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TÜRKİYE'DE ÇEVRESEL ETKİ DEĞERLENDİRMESİ SÜRECİNE TARAFLARIN KATILIMI: ÇANAKKALE İLİ TERMİK SANTRALLERİ ÖRNEĞİ

Öz

Bu araştırmada, ilk olarak Türkiye'de, Çanakkale ili örneğinde, termik santral projelerinin ÇED süreçlerine projelerden etkilenmesi muhtemel tarafların katılımlarında ne gibi sorunlarla karşılaşıldığının belirlenmesi, ikinci olarak ta ÇED süreçlerine tarafların katılımları konusunda karşılaşılan sorunların giderilmesi noktasında merkezi ve yerel düzeydeki karar vericilere yol gösterici veriler sunulması amaçlanmıştır. Kapsama Çanakkale ilinde yapımı planlanan 18 termik santral projesine ilişkin ÇED süreçleri girmekle birlikte, araştırma Biga İlçesi'ndeki CENAL ve Çan İlçesi'ndeki Çan 2 ve 18 Mart termik santralleri ÇED süreçleriyle sınırlandırılmıştır. Veriler görüşme yöntemiyle toplanmış ve içerik analizi ile çözümlenmiştir. Görüşmelerde 9 sorudan oluşan yarı yapılandırılmış görüşme formları kullanılmış ve toplamda 18 kişi ile görüşülmüştür. Veri analizinde MAXQDA Analytics Pro 18 Programının deneme sürümü kullanılmıştır. Sonuçta, incelenen ÇED süreçlerine katılım konusunda yaşanan sorunlar projeler hakkında akıllardaki soru işaretlerinin ortadan kaldırılamaması, gizlilik gibi gerekçelerle doğru bilgilendirme yapılmaması, yöre sakinlerinin çekincelerinin proje sahiplerince giderilememesi, yöre sakinlerinin görüşlerinin yetkililerce kısmen önemsenmesi ve yöre sakinlerince projelerin yer seçiminin doğru olmadığı şeklinde sıralanmaktadır. Diğer yandan, devlet ve firma yetkilileri dışındaki tarafların projeler hakkında alınan kararlar üzerinde herhangi bir etkilerinin bulunmadığı anlaşılmıştır.

Anahtar Kelimeler: *Çevresel Etki Değerlendirmesi, Çevre Sorunları, Sürdürülebilir Kalkınma, Katılım, Yönetişim.*

JEL Kodları: *Q13, H10, H19,*

This study has been prepared in accordance with Research and Publication Ethics.

1. INTRODUCTION

The concept of environment is derived from the French word "environ" which means enveloping and enclosing. The environment consists of biotic factors like human beings, plants, animals, microbes and abiotic factors such as light, air, water and soil (Mozhı, 2010:4). Some views regarding the importance of the environment date back to the early ages. A document unburied from an Egyptian pyramid called Tebtinus Papiri that was dated to the 3rd century B.C. includes information regarding the protection and cultivation of the soil. There are studies in the relevant literature stating that Roman Tacitus, who lived in the 1st century A.D, damaged the river ecosystems of dams. John Evelyn-1664, Conte de Buffon-1707 and Jean Jacques Rousseau-1712 are among the philosophers who touched upon the protection of nature and animals (Tont, 2000:21-22).

Though the relationship between human beings and the environment is rooted in distant past, it was with industrialization that the negative impacts of environmental problems on living beings were witnessed first. While the environment hit by human activity in pre-industrial times could make up for this damage through its self-perputation potential, environmental problems have become more visible with the nature losing this potential in the course of time. Therefore, environmental problems are not recent phenomena, but have exerted their influence incrementally over the course of time (Keleş and Hamamcı,

1998:19). The underlying reasons for environmental problems could be attributed to rapid population growth and increasing human needs. Environmental disturbance that results from human activities to meet their needs has made environmental degradation inevitable. Human intervention generally affects the environment negatively and turns the natural environment to artificial environment (Baykal and Baykal, 2008:3). Accordingly, environmental problems could be defined as the undesirable changes that occur in the biological and physical structures of fundamental natural elements like air, water or soil and affect human health negatively (Koparal, 2012:46). The actions to fight environmental problems began nationally; however, the need for international action manifested itself as environmental problems have no borders. As environmental problems crossed borders and turned out to be a threat for the world particularly after the onset of 19th century, all countries were forced to take restorative and preventive measures. As the awareness of environmental problems increased, environment was no longer a phenomenon reserved for states and international community, but it began to attract attention from environmentalist associations.

The first organizations on environment are reported to have arisen in the mid 19th century. (Mazlum, 2011:212). The Institute for National Environmental Protection founded in France in 1854, an association founded with a view to protection of forests in Britain in 1865, and associations like Audubon Society or Sierra Club in the United States in the same years could be considered among the first examples of environmentalist action (Aygün ve Şakacı, 2007:141). Following these early examples, nature protection action developed into two schools. The first school is a movement towards the *protection of nature as it is* and rejects any intervention of human beings into the nature.The second school is a movement towards *utilization through protection.* According to the latter school, the value of nature does not lie in itself, but it is the resources it provides for human beings that makes nature worthwhile. Economic development requires sustainable management of natural resources (Mazlum, 2011:212). Though some of the early environmentalist movements persist to that day, contemporary environmentalist movements are built upon the modern environmentalist actions that arose in 1960s. While the modern environmentalist action is centered around the concept of "protection of nature", this movement turned into a mass form in the course of time, and environmental problems were discussed in global level from 1970s onwards (Bozkurt ve Bayansar, 2016:285).

The main theme of the Stockholm Conference held by the UN in 1972 was identified as "development and environment", and such concepts as "eco-development" and "reliable development from environmental perspective" began to be used with a view to the manifestation of the importance of the relationship between development and environment after the conference (Turgut, 1997:702). The concept of "eco-development" was also discussed to emphasize an economic development strongly tied to ecology. The need for giving precedence to mass participation in determining and meeting the basic needs of human beings is considered among the priorities of eco-development (Keleş, 2009:241). These concepts are identified as the first steps of the idea of sustainable development. Moreover, the Stockholm Declaration released after the conference provided a basis for development of international environmental law in the years to come (Pallemaerts, 1992: 254-266). Environmetal movement was politicized in 1980s and it became a part of the programs of political parties. Following the foundation of UN-HABITAT under

United Nations, the matter of environment was included in public policies of states. Environmental problems are the common problems of the whole world that concern all living beings. Thus, it is not only the countries and international institutions that deal with environmental problems, environmentalist institutions besides the associations and foundations under the scope of Non-governmental Organizations (NGO) also try to cope with environmental problems. Such environmentalist organizations as Greenpeace, Sierra Club, Friends of Earth and World Wildlife Foundation are considered among the most comprehensive social movements of modern times (Bozkurt, 2018:153).

The number of members of environmentalist organizations clearly shows human beings' sensitivity to environmental problems. For instance, Friends of the Earth has over two million supporters; Greenpeace has around three million supporters; World Wildlife Foundation has approximately five million supporters across the world. (www.greenpeace.org, 2019, www.wwf.org.tr, 2017). Considering the supporters besides official members, environmentalist organizations could exert their influences in raising awareness in public, forming public opinion and pressing the governments for environmental issues. On the other hand, it is reported that environmentalist organizations are trusted more than states in environmental protection. The European Commission got 27 member states including Turkey to conduct *Eurobarometer* study concerning climate change in 2008. In this study, 62% of participants reported "climate change / global warming" as the most important problem of the world. Environmentalist organizations like Green Peace and Worldwide Fund for Nature-WWF were reported as the most trustable foundations in the fight against environmental problems.

Despite increasing sensitivity to environmental issues across the world, the pressure on natural resources and the environment rises as population continues to grow, with urbanization, industrialization and the needs of human beings continuing to increase particularly in developing countries. Human beings are faced with the dilemma of trying to meet their infinite needs with finite resources. The dominant capitalist production-consumption cycle in the world requires utilization of available resources efficiently. The concept of *sustainable development* defined in Our Common Future/Bruntdland Report prepared by World Commission on Environment and Development in 1978 is aimed at coping with the dilemma of meeting infinite human needs with finite resources. As the concept of sustainable development is an endeavor to combine two conflicting concepts, sustainability and development, it is viewed as a solution that arises from that conflict (Saygılı, 2007:103). Sustainable development is defined as *"the development that meets the needs of the present without compromising the ability of future generations to meet their own needs"* in Bruntdland Report, and the main objective was set as coexistence of economic development and environmental stability. (www.worldbank.org, 2016; sustainabledevelopment.un.org, 2016). Efforts on sustainable development became the focus of multilateral acts and protocols on environment following Our Common Future Report. Agenda 21-1992 Rio, 1992 National Councils for Sustainable Development- The Philippines, 1997 Kyoto Protocol- Japan, and 2002 World Sustainable Development Summit – South Africa are among the acts or protocols with a focus on sustainable development (Doğaner, 2002:3; Kılıçoğlu, 2005:58).

Since its inception in 1987, the principle of sustainable development has been accepted for meeting humans' needs and preserving the source use cycle in capitalist production-

consumption process, and it has found a wide area for application. Sustainability has become the basic principle in the future plans of international and national organizations in projects that are likely to affect the environment. Drawing attention to the basic criteria such as efficient use of resources and ensuring that the damages that may occur in practice are kept to a minimum, sustainable development has become an important basis for an environment with maximum longevity. In this context, Environmental Impact Assessment (EIA), one the regulatory tools for environmental policy, has an important role in ensuring sustainability and preserving the environment as it requires monitoring and supervising the projects in its scope in pre-operational, operational and post-operational stages (Keleş, 2015:287). Over-exploitation of natural resources requires the evaluation and assessment of all projects in planning process that have the potential of affecting the environment severely. In order to legitimate this assessment, the parties that could be affected by a project need to be involved in the assessment process. EIA process allows the parties likely to be affected by projects to be involved in projects that are likely to affect the environment.

Implemented in the United States of America (USA) in 1970s, EIA was recognized by European Union (EU) countries from 1985 onwards, after which it found a place in Central and Eastern European countries (Bozkurt, 2018:157). EIA is the process by which the projects under plan could be assessed for their effects on environment prior to implementation, and appropriate decisions and management could be made with a view to preserving the environmental quality (Türkoğlu, 2005:11). In other words, EIA is the process to define, predict, assess and alleviate the bio-physical, social and other related effects of important projects prior to their implementation (Glasson, Therivel ve Chadwick, 2012:3). Participatory approach is the target of EIA application, and public participation is of great importance. EIA is reported to render the decision-making process more democratic incorporating the "participation" concept into the process (Saygılı, 2007:6). While participation ensures that the public will assume the projects for implementation, it also allows probable environmental damage to be predicted. For good management of EIA, it is suggested that the planning process should be designed in line with the principles of integration, responsibility, decision-making, public participation, flexibility and democracy (Cengiz, 2011:22). If that process is managed in line with these principles, the public should internalize it and it will be considered legitimate. Ensuring the public participation is necessary for social acceptance besides legitimacy of the projects.

In order to legitimate the EIA process, certain procedures should be developed so as to incorporate experts, environmentalist NGOs, local administration and all those who would have a say in projects besides the local people who will be affected by the projects into the project process. Participation can be defined in a comprehensive spectrum from feeling part of it to the efforts people put in order to influence public policy (Richard, 2005:16; www.involve.org.uk, 2016). Participation in decision-making mechanisms is the *sine qua non* condition for democratic management. Public participation techniques are the tools that will ensure active participation in decision-making process. Public panels, planning rooms, adaptation conferences and deliberative polling are among the public participation techniques (Kara, 2012: 63).

The implementation of EIA in Turkey was in the agenda on the Article 10 of the

Environmental Law 2872 in the year 1983 before it was the case for the EU. In accordance with this Article, "institutions, organizations and businesses that are likely to lead to environmental problems as a result of the activities that they plan for must prepare an EIA report. In this report, they need to state how they will render the waste and contamination harmless that are likely to lead to environmental pollution and what precautions they will take for this considering all possible effects on the environment" (RG: 11/08/1983-18132). However, the regulation for implementation of this Article could be passed in 1993 (Bozkurt 2018:158). EIA process consists of nine stages, one of which is public participation meetings. Public participation meetings are held in pre-determined places and times to be chaired by the Provincial Director of Environment and Urbanization or by an official assigned by that Provincial Director. The aim of the meeting is to inform the public about the project and ask for their opinions or suggestions. The chair could collect the participants' opinions in a written document, as well. Following the meeting, the official report is sent to the Ministry of Environment and Urbanization, with one copy kept at the city governor's office. The city governor's office announces the scheduled calendar and contact information regarding the process in which it will report the public opinions and suggestions obtained from public participation meetings. Public opinion and suggestions are presented to the commission within the scheduled calendar. Institutions or organizations that are qualified by the Ministry have the right to organize activities like distributing brochures, conducting surveys or organizing seminars to inform the public prior to the meetings (29186 EIA regulation, Article 9). It can be said that public participation meetings in the EIA Regulation render a democratic aspect to the EIA process. However, the point here is whether the opinions resulting from these meetings have an impact on the final EIA report or not. EIA processes, in which local people's wishes, suggestions and sensitivities are taken into consideration, can be considered truly democratic processes. Ensuring the participation of stakeholders such as NGOs, universities and local governments during the preparation of the EIA reports will contribute to the operation of the governance mechanism. Unless all stakeholders are included in the process, these reports will only serve to ensure compliance of the planned activity with the law.

Law enforcement in Turkish environment management stipulated public participation in the EIA, but with the amendments made in the Regulation, public participation was deemed unnecessary in order to speed up the process in projects related to major industries. This is attributed to the indirect but considerable directiveness of the industrial sector in environment management in Turkey. Governments that prioritize development in order to prove themselves successful in the eyes of society do not operate the EIA process upon demands from the industrial sector as EIA process is thought to be too bureaucratic to conduct important projects (Bozkurt, 2008:159). In projects conducted through EIA process, the claims that participation in public information meetings is not carried out as stated in the legislation are constantly on the agenda. *Cerattepe* Copper Mine Project (Artvin), II-A Group Limestone Quarry and Crushing-Screening Plant (Keşan / Edirne) and DETES-1 (Çatalağzı / Zonguldak) coal plant EIA processes can be shown as examples to this. It is claimed that negative opinions were declared by the local people at the public information meetings for these projects; however, the projects were still undertaken with the decisions that "EIA is not necessary" or "EIA is positive" (https://tr.sputniknews.com, 2018; www.safakgazete.com, 2018). However, it is not that there

are not any projects in which local people's demands were taken into consideration seriously. Umut Energy Production Plant (Terme / Samsun) and Pumice Inc. Gold Mine and Crushing-Screening Plant (Ayvacık / Çanakkale) can be shown as examples of the projects achieved in line with the public opinion (http://siyasihaber3.org, 2017). In some EIA processes, public participation meetings could not be held, and EIA processes were discontinued by court decision as a result of lawsuits filed. In such EIA processes, it can be seen that some environmentalist NGOs did not allow public participation meetings by organizing protests and they prevented the public from using their legal rights (https://t24.com.tr, 2018; https://www.dha.com.tr, 2019).

Turan and Güner (2017: 47) state that it is a common belief in Turkey that EIA is nothing more than a bureaucratic process that needs to be overcome. On the other hand, Demiral and Evin (2014: 40) maintain that technology is attached considerable importance according to articles in Appendix-1 and Appendix-2 in EIA regulation, therefore "recovery" principle takes precedence over "precautionary" principle in solutions to environmental problems in Turkey. Ökmen and Demir (2011: 270) found that the EIA meetings were not announced properly, and that the participants did not express opinions on EIA, but rather on the service such as construction of roads, bridges and schools that the investor company assumed for the village. Yalçın (2012: 1; http://politikekoloji.org, 2017) stated that the process of participation in the EIA process does not work properly and that local people mostly resort to protests and legal struggle to announce their demands. Öztürk (2007: 70) determined that public participation in the EIA process was not achieved in the study conducted in the city of Sakarya. In the study conducted in Tokat province, Köse (2012: 76) also stated that public participation, particularly women's participation in the EIA process is low. Therefore, studies in the relevant literature on public participation in the EIA process support the research proposal that "public participation is insufficient in this process".

It is within the natural rights of any person or persons likely to be affected by an investment or a project under way to obtain information about that project or investment. However, obtaining information alone does not make much sense in the EIA process. The opinions of local people and other stakeholders involved in the process in the stages following the public participation meetings should be able to influence the final EIA report. It is only in such a case that governance and democratic participation can be a part of the EIA process.

2. METHOD

In this part, the research problem, purpose and significance of the study, scope and limitations, research design, validity and reliability of the research, and finally data collection method and data analysis are presented.

2.1. Research Problem

Infinite human needs and finite resources to meet these needs increase the pressure on natural resources and the environment. On the other hand, progression of the capitalist system necessitates the permanence of production and consumption phenomena. One of the most important inputs of production, the need for energy is increasing day by day.

Fossil fuels such as coal, oil and natural gas are generally preferred because they are common and inexpensive to meet energy needs. However, increasing demand for fossil fuels causes environmental pollution and endangerment of life. Developing countries in particular have to generate energy from available sources in order to obtain competitive advantage by supplying their energy needs cost-efficiently, which are among the most important inputs of production. In Turkey, development efforts are emphasized in the development vs. environment dilemma, and coal-based thermal energy is widely preferred. In line with the recent developments in information and communication technologies, it is a common occurence that local people, local administrations and NGOs tend to oppose such projects in places where thermal power plants will be established due to the increase of social awareness about the effects of fossil fuel use on nature and life. At this point, it is important to prepare EIA reports and include the parties likely to be affected by the project in order to ensure the legitimacy and acceptance of the decisions made. However, as seen in the examples described above, it may not be possible for all parties to be involved in the EIA process and have a say in the decisions taken, especially in large and strategic investments such as energy plants. Therefore, the research problem for this study was identified as what kind of problems the parties likely to be affected by projects encounter in participation in EIA process of thermal power plants in the case of city of Çanakkale in Turkey. This study was conducted in order to find answers to the following questions: "What kind of problems do parties encounter in participation in EIA process? Do the parties exert their influences on the decisions?"

2.2. Purpose and Significance of the Study

The purpose of this study is: a) to determine what kind of problems the parties likely to be affected by projects encounter in participation in EIA process of thermal power plants in the case of the city of Çanakkale in Turkey b) to provide directive data for decision makers and policy makers in Ministry of Environment and Urbanization on the national level and Provincial Directorate of Environment and Urbanization and Provincial Governorate of the town on the local level to help them overcome the problems encountered in participation of parties in EIA process.

Power plants for generating energy from fossil fuels such as thermal power plants contribute to the employment opportunities, commercial vitality, population growth, and economic development of the region they are based in. The supply of energy, which has the biggest share among production inputs, confers advantages like economic development and reducing dependency on foreign energy if it is produced from domestic and national sources. However, even if necessary precautions are taken, thermal power plants are known to cause problems such as air pollution, extinction of plant and animal species, and cancer or respiratory tract disorders in the medium and long term. For this reason, it is important that the parties expected to be affected by the projects should be allowed to participate in the EIA processes; they should be informed accurately and they should be allowed to have a say in the decisions taken with a view to the legitimacy of the projects and their acceptance by the local community.

2.3. Scope and Limitations

The scope of this study includes 14 thermal power plant projects: Ağan Thermal Plant (TP), Biga TP, Bahçepınar TP, Cenal TP, Çırpılar TP, Enerjisa TP, Ezo Enerji TP, Güreci TP, Kirazlıdere TP, Karaburun TP, Kocadalyan TP, Naren Integrated TP, Namal TP and 18 Mart TP in the city of Çanakkale in Turkey. Seven of these thermal plants made their applications for EIA and they obtained the "EIA positive" report. Since the purpose of the study is to determine what kind of problems the parties likely to be affected by projects encounter in participation in EIA process of thermal power plants and to provide directive data for decision makers and policy makers on the national and local level to help them overcome the problems encountered in participation of parties in EIA process, those thermal power plant projects still under construction or still undergoing the EIA process were left out of the scope of this study. Therefore, plans were made to meet and conduct interviews with the officials from Filiz Kirazlıdere/Lapseki, Ağan/Biga, CENAL Integrated Power Plant/Biga, Çan 2 Thermal Plant/Çan and 18 Mart Çan Power Plants. However, the officials from Filiz Kirazlıdere/Lapseki and Ağan/Biga thermal power plants did not accept our request for meeting and interview within the period allocated to the study. Therefore, the officials from these two thermal plants were left out of the scope of the study, as well. Therefore, this study was limited to the officials from CENAL Integrated Power Plant in Biga District besides Çan 2 and 18 Mart Thermal Plants in Çan District.

Officials from Çanakkale Governorate / Provincial Directorate of Environment and Urbanization, residents from Ulucamii, Yalı and Zeytinlik neighborhoods of Karabiga Town in Biga District the CENAL Integrated Power Plant is located in, residents from Yaya Village in Çan District the Çan 2 Thermal Plant is located in, residents from Kulfal Village in Çan District the 18 Mart Termal Plant is located in, officials from Biga, Karabiga and Çan Municipality City Halls, officials from environmentalist NGOs in the local area and official village representatives in the areas thermal power plants are located in were included in the scope of the research as the parties of EIA processes. Meeting reports were demanded from Ministry of Environment and Urbanization in the framework of Right to Information Act with Law No. 4982 of the year 2003. These reports were used as instances of local residents' attitudes in *public information meetings.* Reports of the information meetings held in Gürece Village in 2016 were sent to the researchers as documents.

2.4. Research Design

The research was designed as a case study from qualitative research designs. Case study is the process of in-depth description and analysis of a limited system. A current event or phenomenon is investigated with its real-life context (Sharan, 2013:40). In a case study, the study is carried out using one or more events or people to understand an issue, a phenomenon or a problem. Each of the units like person, class, office, school, city or profession type investigated within the scope of the research is regarded as a study item in a case study. Single-item and multi-item case studies are conducted depending on the number of samples studied. The important point is that the number of samples shouldn't be more than four or five (Güler ve Halıcıoğlu, 2015:301-313). This research was designed as multiple case study. Multiple case studies are recommended for a researcher

to present different perspectives on the subject under investigation. Although the same procedures are followed for each case, the contexts in which events occur are different, so the generalization of one case event to others must be made carefully. Selection of similar cases might facilitate generalization for a researcher willing to make generalization among the cases investigated (Creswell, 2016:99). Case studies are recommended as the research design for studies in which external factors surrounding the research problem besides the "how" and "what" need to be investigated (Güler ve Halıcıoğlu, 2015:303). In this study, EIA processes of CENAL Integrated Power Plant in Biga District besides Çan 2 and 18 Mart Thermal Power Plants in Çan District were investigated as case studies.

2.5. Validity and Reliability of the Research

In qualitative research, different concepts are preferred instead of validity and reliability. In this framework, internal validity, external validity, internal reliability and external reliability are expressed with the concepts trustworthiness, transferability, consistency and confirmability respectively (Yıldırım ve Şimşek, 2016: 277-283). *Trustworthiness* is concerned with the thruthfulness of the researcher's findings, the validity of the research results in similar settings, the consistency of processes with each other, and the collection and presentation of data with an objective approach. Collection of the research data through the views of the Provincial Directorate of Environment and Urbanization, municipal representatives, official village representatives, thermal power plant officials and local residents besides the EIA information meeting reports by official means is the evidence of truthfulness of the findings. The fact that such data could be accessed by anyone is another evidence of truthfulness. The compatibility between results and the theoretical framework shows the validity of results in similar settings. Data collection and analysis were conducted in a consistent manner. Data were collected and presented as objectively as possible. Since qualitative research focuses on investigating events or phenomena in depth and in detail, the concept *transferability* is preferred instead of generalizability. In order to ensure transferability in qualitative research, detailed descriptive and purposeful sampling methods are used. In this study, procedure, method and analysis techniques are explained in detail to ensure transferability. Views of the parties in the EIA processes were consulted through purposeful sampling. Preferred over the concept of internal reliability in a qualitative study, the concept of *consistency* refers to (non)intervention and (in) consistent attitude of the researcher through the study. Non-intervention by the researcher was one of the priorities in this research. Data collection, coding and analysis processes were conducted as consistently as possible. Preferred over the concept of external reliability in a qualitative study, the concept of *confirmability* refers to the confirmation of the results through the data collected for that study and through a plausible explanation to readers.The results obtained in this study were confirmed through research data and findings. Utmost importance was given to the plausibility of explanation for readers.

2.6. Data Collection Method and Data Analysis

Data collection was conducted through interview method. Interview is an interaction process based on asking and answering predetermined questions for a serious purpose (Yıldırım ve Şimşek, 2016:129). Interview method was preferred in this study since the purpose of the study is to determine what kind of problems the parties will encounter in

participation in EIA process of thermal power plants and to provide directive data for decision makers and policy makers on the national and local level to help them overcome the problems encountered in participation of parties in EIA process. Interviews can be conducted in structured, semi-structured and unstructured forms (Bal, 2016:162). This study was based on semi-structured interview method. The questions in the interview forms prepared by the researchers were asked to the participants in order, and the answers obtained from the participants were recorded. Thus, it was possible to get the same kind of information from different people. When questions are asked in the same order, answers can be obtained from all participants, and it becomes easier to make coding in the analysis process, as a result of which the answers can be compared within the framework of specified themes (Yıldırım ve Şimşek, 2016:129-130). The interview form used in this study consists of 9 items. The second, eighth and ninth items were prepared through litrerature review while the other items were prepared through observation in the field, interviews with officials and document analysis by the researchers. The interview was administered to a total of 18 participants. 3 of the participants were officials from CENAL, Çan 2 and 18 Mart Thermal Power Plants; 1 of the participants was an official from Çanakkale Provincial Directorate of Environment and Urbanization; 4 of the participants were officials from Biga, Karabiga and Çan municipalities; 2 of the participants were official representatives of Yaya and Kulfal villages; 3 of the participants were the official representatives of Ulucamii, Yalı and Zeytinlik neighborhoods; and finally 5 of the participants were the representatives of the environmentalist NGOs in the local area. The interviews were recorded through note-taking, and then they were written as documents.

The interview documents were coded at sentence and paragraph level under the themes determined by the researchers and made suitable for content analysis. Content analysis is the description of the content of communication from objective, systematic and quantitative perspectives. The expression of a grouping is not a simple sorting process, but it is the construction of evidence for meaningfulness to serve the purpose of clarification, introduction, explication and demonstration of meaning (Bilgin, 2014:2). Data were coded under 9 themes labeled as questions about the project, accurate information, NGO membership, access to information, participation in the meeting, feeling important, trust, reservation and site selection. The objective of the theme labeled as questions about the project was to understand whether participants still had some question marks in their minds regarding the project; the objective of accurate information theme was to find out whether the participants were provided accurate information about the project and who provided the information; the objective of the NGO membership theme was to learn whether the participants were official members of NGOs or not; the objective of the theme of access to information was to determine by which means participants obtained information about the thermal plant; the objective of the theme of participation in meeting was to identify the participants' opinions on meeting participation levels; the objective of the theme of feeling important was to figure out whether the participants' opinions and suggestions were taken into consideration or not; the objective of the trust theme was to discover whether participants had the utmost faith in the public sector, private sector, local administrations or NGOs; the objective of the reservation theme was to learn whether the participants still had some doubts in projects or not; and finally the objective of the site selection theme was to determine whether the participants approved of the decision regarding the selection of site for projects or not. Following the determination

of the themes, the interview documents were coded through MAXQDA Analytics Pro 18 trial version and made ready for analysis.

3. FINDINGS

In order to find answers to the questions of "What kind of problems do parties encounter in participation in EIA process?" and "Do the parties exert their influences on the decisions?", code - subcode system of the program was used for the analysis first. The code-subcode system shows the frequency of use of codes and subcodes in the framework of the themes determined in the investigated documents within the scope of the research.

Figure 1. Frequency of the Use of Codes and Subcodes in the Study

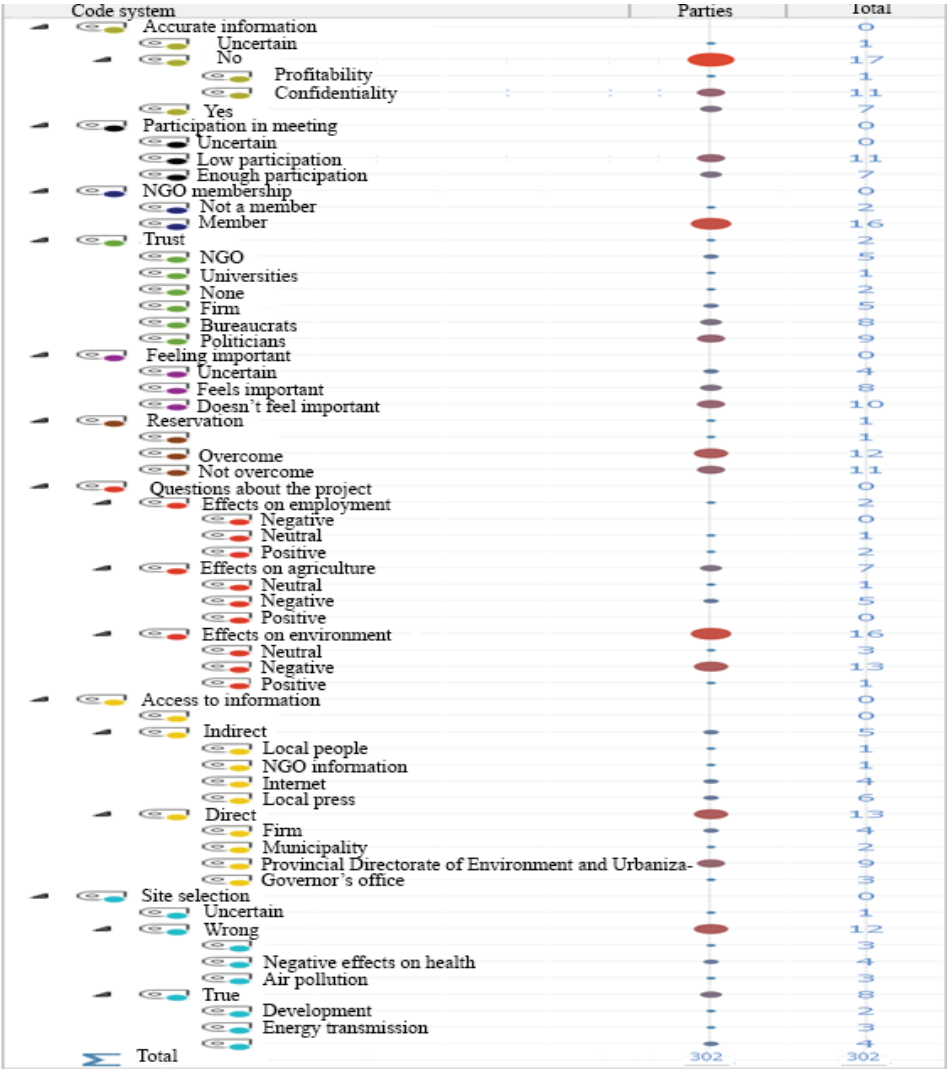
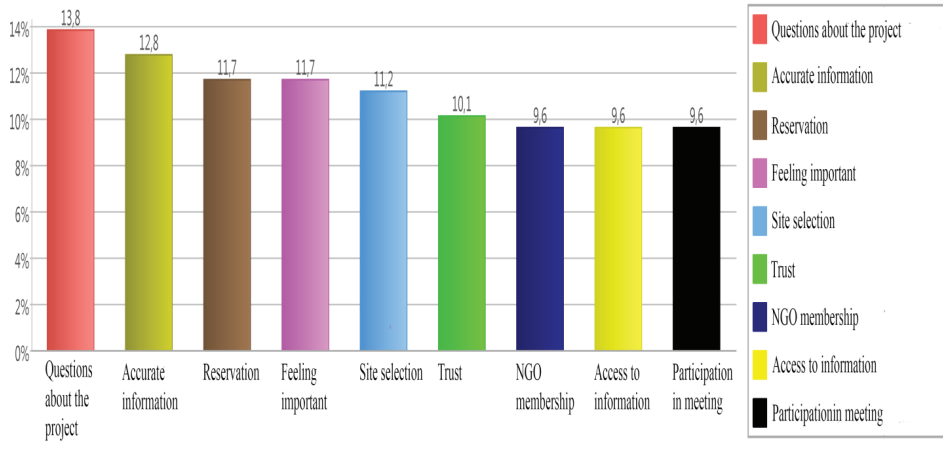


Figure 1 presents the code system on the left. Each code is presented in the same color with its subcodes. Frequence of the use of participants' opinions concerning the codes and subcodes is presented on the right through colors and numbers. The change of circles from blue to red and from small to large shows the increase in emphasis on the code. Therefore, participants believe that they weren't provided with accurate information about the projects due to concerns over profitability and confidentiality. Participants are mostly members of NGOs and they consider participation in meetings inadequate. Participants trust in the politicians and bureaucrats most. Participants are of the opinion that their views were taken into serious consideration during meetings and their reservations were overcome well. However, the question marks in their minds regarding the possible negative effects of projects on the environment weren't completely overcome. They accessed the information about projects directly through Çanakkale Provincial Directorate of Environment and Urbanization. The decision regarding the site selection for projects was not approved by the participants.

Secondly, frequence analysis was conducted through the "statistics" menu on the program. The most emphasized codes were demonstrated in this way.

Figure 2. Frequency of the Use of the Codes in the Study

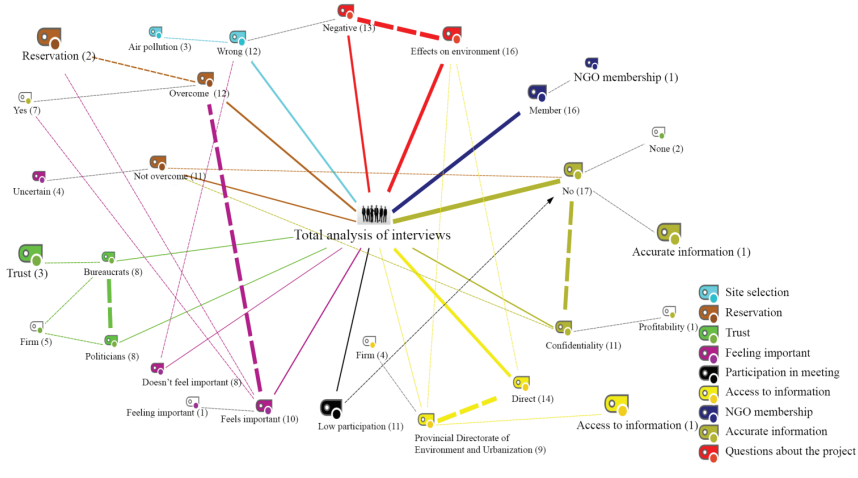


According to Figure 2, the most frequently emphasized themes were questions about the project, accurate information, reservations, feeling important and trust in order of importance. Figure 2 proves significant when analyzed together with Figure 1. According to this analysis, the question marks in their minds regarding the questions about the projects weren't overcome. In particular, they think that projects will have negative impacts on agriculture and the environment, their main livelihoods. Participants believe that they weren't provided with accurate information. The NGOs, media and the opposition party politicians bring about misinformation and confusion in their activities against the government officials and project owner companies, as a result of which local residents cannot decide whom to believe in. Participants think that their reservations concerning the projects were largely overcome and their opinions were taken into serious

consideration by government officials. They believe that site selection was wrong. While they show their content with investment in their local area, they also think that the selection of site for an enterprise likely to have negative effects on agriculture and environment, their main livelihoods, must be considered for other places as thermal plant projects could lead to environmental pollution. Despite all the question marks in their minds and opposition policies against the projects, participants have more confidence in politicians and bureaucrats as compared to university, firms or NGOs. This shows that the local residents trust the state and government more than other institutions and foundations, and they don't think the state and the government will treat them unjustly.

Thirdly, "single-case model" in MaxMap menu of the program was used in the analysis. A relationship map was created to show the relationship between codes and subcodes besides the relationship within codes and subcodes themselves. This map contains all information given in Figure 1 and Figure 2, and provides the researchers with the opportunity to consider all dimensions in the case. Each color in Figure 3 represents a code, and the same color is assigned to a code and its subcodes. While straight lines represent the relationship between codes, dashed lines represent the relationship between subcodes. Fine and thick straight lines and dashes represent the code frequency. Lines and dashes get thicker as the number of coding increases.

Figure 3. Codes-Subcodes Relationship Map



According to Figure 3, the "participation in EIA process" code in the centre has the strongest relationship with "accurate information" code as compared to other codes. This shows that firm and government officials do not provide accurate information to other parties in the process about the projects on grounds of confidentiality. Moreover, the parties other than the firm and government officials think that the impact of the projects on the environment will be negative; the decision of the site selection is wrong and this will cause air pollution. The reservations over the projects were partly overcome in public information meetings. Politicians and bureaucrats were trusted most with regard to projects. Reservations were overcome mostly because parties' opinions were taken into

serious consideration by officials. Participation in public information meetings was low, and the main reason for this was shown as the doubts about accurate information. Parties of the projects can gain access to the information about those projects directly through Provincial Directorate of Environment and Urbanization.

4. DISCUSSION AND CONCLUSION

The research problem of this study is what kind of problems the parties likely to be affected by projects in EIA process of thermal power plant projects encounter in the case of the city of Çanakkale in Turkey. Answers were sought for the questions of "What kind of problems do parties encounter in EIA process participation" and "Do the parties exert their influences on decision-making?". Considering the findings, it can be said that parties other than government and firm officials in EIA process experience the following problems in order of importance: the question marks in their minds regarding the projects weren't overcome; they think they weren't provided with accurate information about the projects due to concerns over confidentiality and firm profitability; they had reservations over the projects and those reservations weren't completely allayed by officials; selection of the site for projects was wrong despite the partial consideration of their opinions by officials. The participants also stated that their opinions were taken into serious consideration by government and firm officials, and their reservations concerning the projects were mostly overcome in this way. However, the interviews and public information meeting documents show that the parties other than government and firm officials did not exert any kind of influence on decision-making regarding the projects.

The findings in this study are compatible with the theoretical framework. In accordance with this, an EIA report is prepared prior to the implementation of projects that might have negative effects on the environment and living beings, and if the prevention of losses is not possible, the implementation of these projects is not allowed. Thus, precautions are taken before pollution occurs and more costly activities to overcome pollution are avoided. However, media news and field research findings show that the participation of the parties in the EIA processes is not sufficient especially in strategic investments such as energy in Turkey. Therefore, the findings of this study are compatible with the studies in relevant literature. Participation in EIA processes is for informational purposes in technical issues only, and participants are not supposed to take part in decision-making mechanisms in Turkey. Considering the indifference and lack of knowledge of the local people on technical issues, it is not possible for them to protect their interests in the project. Therefore, tools should be developed to ensure that independent experts, local administrations, universities and NGOs are also involved in public information processes in order to protect the interests of the local people. In the EIA reports prepared with a participatory approach, the opinions and suggestions of the local people, NGOs, experts, universities and local administrations should be taken into consideration besides those of the state and project owner organizations.

This study sought to reveal the problems of parties in participation in EIA process through thermal power plants case in the city of Çanakkale in Turkey. The significance of the study lies in the endeavor to reach all parties in the process, collect data through in-depth interview method as a qualitative research design, and present suggestions for national and local policy makers and decision makers. The limitations of the study are as follows:

the amount of interviews with the local residents can't be counted enough; all public information meeting reports could not be obtained from Ministry of Environment and Urbanization; and finally it was limited to only three thermal power plant projects in the city of Çanakkale. This study offers the potential of revealing more reliable results through a replication study on all power plant projects under way and their EIA processes across Turkey by reaching higher number of participants through a scale.

The data in this study could help the researchers planning to conduct studies on similar topics. The missing and neglected points are expected to guide the future studies. Moreover, the data in this study could serve as directive points to Ministry of Environment and Urbanization on the national level and Provincial Directorates of Environment and Urbanization on local level. Power plant projects are of strategic importance in Turkey as a developing country. However, it is important to note that all parties likely to be affected by projects must be incorporated into the process and they must be actively consulted for their opinions in decision-making for the legitimacy of those projects from site selection to implementation of the projects. It is possible to implement projects through the outmoded notion of policies "for the public despite people". However, the opposing media, opposing politicians and NGOs etc. are sure to perform activities against the projects. Since the continuity of governments depends on public support, it could be beneficial for central decision-makers to ensure that all parties participate in the EIA processes while important projects are being planned or implemented for the country. Taking everything one step further, the suggestion here is that rather than organizing public information meetings reserved for local residents, the governance techniques should be expanded to incorporate all parties into decision-making process; not only firms but also officials from governmental and state institutions should play active role in public information meetings; all parties should be allocated equal rights to speak in meetings; the reservations of local residents should be overcome; and EIA legislation should be amended to recognize all parties of projects in decision-making process.

TÜRKİYE'DE ÇEVRESEL ETKİ DEĞERLENDİRMESİ SÜRECİNE TARAFLARIN KATILIMI: ÇANAKKALE İLİ TERMİK SANTRALLERİ ÖRNEĞİ

1. GİRİŞ

Hızlı nüfus artışı, sanayileşme ve kentleşmeye koşut olarak çevre üzerindeki baskılar sürekli artmaktadır. Çevre üzerindeki tahribatların canlı yaşamını tehdit ettiğinin anlaşılması ve bu durumun sürdürülemezliği anlaşıldıktan sonra, başta akademik düzeyde olmak üzere çeşitli düzlemlerde konu ele alınmaya başlamıştır. Bu bağlamda, 1972 Stockholm Konferansı'nın ana teması "kalkınma ve çevre" olarak belirlenmiş, Konferanstan sonra kalkınma ve çevre arasındaki ilişkinin önemine binaen "eko kalkınma", "çevresel açıdan güvenilir kalkınma" gibi kavramlar kullanılmaya başlamıştır. Ayrıca, Konferans'tan sonra yayınlanan Stockholm Bildirgesi, uluslararası çevre hukukunun sonraki yıllarda gelişimi için bir temel sağlamıştır. İşte 1987'de Dünya Çevre ve Kalkınma Komisyonu'nca hazırlanan Ortak Geleceğimiz/Bruntdland Raporu'nda tanımlanan *sürdürülebilir kalkınma* kavramı aslında sınırlı kaynaklarla sınırsız insan ihtiyaçlarının karşılanması arasındaki ikileme çözüm getirmeye yöneliktir. Uluslararası ve ulusal kuruluşların

geleceğe yönelik planlarında, çevreye etkisi muhtemel projelerde sürdürülebilirliğin sağlanması temel prensip haline gelmiştir. Kaynakların verimli kullanımı ve uygulamada meydana gelebilecek zararların asgari düzeyde tutulmasını sağlamak gibi temel ölçütlere dikkat çeken sürdürülebilir kalkınma daha uzun ömürlü bir çevrenin temini için önemli bir dayanak haline gelmiştir. Doğal kaynakların aşırı kullanımı sorunu, çevreyi ciddi oranda etkileme potansiyeli bulunan her projenin daha planlama aşamasında bir değerlendirmeye tabi tutulmasını gerektirmektedir. Bu değerlendirmeye meşruiyet kazandırmak için de projeden etkilenmesi muhtemel tarafların değerlendirme sürecine dâhil edilmeleri gerekmektedir. ÇED süreci çevre üzerinde etkisi olabilecek projelerden etkilenmesi muhtemel tarafların projelere katılımına imkân sağlamaktadır. Türk çevre yönetiminde yasa koyucu ÇED için halk katılımını şart koşmuş, ancak sonradan Yönetmelikte yapılan değişikliklerle önemli endüstri dallarına ilişkin projelerde sürecin hızlandırılması adına halk katılımı gereksiz görülmüştür. Gerçekleştirilmesi düşünülen bir yatırım veya proje karşısında o yatırımdan/projeden etkilenmesi muhtemel kişi veya kişilerin bilgi edinmesi en tabi haklarıdır. Ancak, ÇED sürecinde bilgi edinme tek başına bir anlam ifade etmemektedir. Halkın katılımı toplantılarını takip eden aşamalarda sürece dâhil olan yöre halkı ve diğer paydaşların proje hakkındaki görüşlerinin nihai ÇED raporunu etkileyebilmesi gerekmektedir. Yalnızca, böyle bir durumda ÇED sürecinde yönetişim ve demokratik katılımdan söz edilebilir.

2. YÖNTEM

Türkiye'de Çanakkale ili örneğinde termik santral projelerinin ÇED sürecinde projelerden etkilenebilecek tarafların katılımı konusunda ne tür sorunlar yaşandığı araştırma problemi olarak belirlenmiştir. Araştırmada, "Taraflar ÇED sürecine katılımda ne tür sorunlar yaşamaktadır? Tarafların alınan kararlar üzerinde bir etkileri var mıdır?" sorularına cevap aranmıştır. Türkiye'de, Çanakkale ili örneğinde, termik santral projelerinin ÇED süreçlerine projelerden etkilenmesi muhtemel tarafların katılımlarında ne gibi sorunlarla karşılaşıldığının belirlenmesi, ÇED süreçlerine tarafların katılımları konusunda karşılaşılan sorunların giderilmesi noktasında merkezi düzeyde Çevre ve Şehircilik Bakanlığı, yerel düzeyde ise valilikler ve Çevre ve Şehircilik İl Müdürlükleri'ndeki karar vericilere yol gösterici nitelikte olması beklenen veriler sunulması amaçlanmıştır. Araştırma kapsamına Çanakkale ilindeki toplam 14 termik santral projesi girmektedir. Araştırmanın yapıldığı dönemde ÇED süreci devam eden ya da henüz inşaatına başlanmamış projeler araştırma kapsamı dışında bırakılmıştır. Araştırma, Biga İlçesi'ndeki CENAL Entegre Enerji Santrali, Çan İlçesi'ndeki Çan 2 ve 18 Mart Termik Santralleri yetkilileriyle sınırlandırılmıştır. Bu araştırma çoklu örnek olay araştırması şeklinde düzenlenmiştir. Biga İlçesi'ndeki CENAL Entegre Enerji, Çan İlçesi'ndeki Çan 2 ve 18 Mart Termik Santrallerine ilişkin ÇED süreçleri örnek olaylar olarak incelenmiştir. Araştırma verilerinin toplanmasında görüşme yönteminden yararlanılmıştır. Araştırmada kullanılan görüşme formu 9 sorudan oluşmaktadır. Görüşme kapsamında toplam 18 kişiyle görüşülmüştür. Temaların belirlenmesinden sonra, görüşme dokümanları MAXQDA Analytics Pro 18 deneme sürümü vasıtasıyla kodlanarak analiz işlemine hazır hale getirilmiştir.

3. BULGULAR

Katılımcılar, firmaların karlılığı azalmasın ve gizlilik gibi gerekçelerle projeler hakkında

doğru bilgilendirme yapılmadığını düşünmektedirler. Bilgilendirme toplantılarına katılımı yetersiz bulmakla birlikte çoğunlukla bir STK üyesidirler. Projeler konusunda en fazla siyasilere ve bürokratlara güvenmektedirler. Toplantı süreçlerindeki görüşlerinin önemsendiği, çekincelerinin önemli ölçüde giderildiği görüşündedirler. Bununla birlikte, projelerin çevreye etkisinin olumsuz yönde olacağı şeklindeki kafalarındaki soru işaretlerinin tamamen giderilemediğini düşünmektedirler. Projeler için yapılan yer seçimi kararını da pek doğru bulmamaktadırlar. Özellikle projelerin temel geçim kaynakları olan tarım ve çevre üzerinde olumsuz etkileri olacağı görüşündedirler. Katılımcılar kafalarındaki tüm soru işaretlerine, projeler aleyhine yürütülen muhalif politikalara karşın, siyasilere ve bürokratlara üniversite, firma ve STK'lardan daha fazla güvenmektedirler. Yani, yöre sakinleri arasında devlete güven diğer kurum ve kuruluşlara göre daha fazla olup, devletin kendilerini mağdur edeceğini düşünmemektedirler. Halkın bilgilendirilmesi toplantılarıyla projelere ilişkin çekinceler kısmen giderilmiştir. Projeler konusunda en fazla siyasilere ve bürokratlara güvenilmektedir. Bu konuda yetkililerce tarafların görüşlerinin önemsenmesi, çekincelerinin giderilmesinde etkili olmuştur. Halkın bilgilendirilmesi toplantılarına katılım yetersiz olup, bunun temel gerekçesi ise doğru bilgilendirme yapılmayacağı endişesidir. Taraflar projeler hakkındaki bilgilere Çevre ve Şehircilik İl Müdürlüğü vasıtasıyla doğrudan ulaşmaktadırlar.

4. TARTIŞMA VE SONUÇ

Araştırma bulgularının kuramsal çerçeveyle de örtüştüğü anlaşılmaktadır. Buna göre, çevre ve canlılar üzerinde olumsuz etkileri olabilecek projelerin uygulanmasından önce bir ÇED raporu hazırlanmakta, eğer zararların önlenmesi mümkün olmuyorsa bu projelerin uygulanmasına izin verilmemektedir. Böylece, daha kirlilik oluşmadan önlem alınmakta, kirlilik oluştuktan sonra ortadan kaldırmaya yönelik çok daha maliyetli faaliyetlerden kaçınılmaktadır. Ancak, Türkiye'de gerek medya haberleri, gerekse alan araştırmaları bulguları özellikle enerji gibi stratejik yatırımlarda ÇED süreçlerine tarafların katılımının yeterli düzeyde olmadığını göstermektedir. Türkiye'de ÇED süreçlerine katılım teknik konularda bilgilendirme amaçlı olup, katılanların karar alma mekanizmalarında yer almaları öngörülmemiştir. Yöre halkının teknik konulardaki bilgisizliği ve ilgisizliği göz önünde bulundurulduğunda, projeye ilişkin çıkarlarını korumaları mümkün değildir. Bu nedenle, yöre halkının çıkarlarını korumak adına bağımsız uzmanların, yerel yönetimlerin, üniversitelerin ve STK'ların da halkın bilgilendirilmesi süreçlerine katılmalarını sağlamaya yönelik araçlar geliştirilmelidir. Katılımcı bir anlayışla hazırlanan ÇED raporlarında devlet ve proje sahibi kuruluşların yanı sıra yöre halkının, STK'ların, uzmanların, üniversitelerin, yerel yönetimlerin görüş ve önerilerinin dikkate alınması gerekmektedir. Türkiye'de Çanakkale ili termik santralleri örneğinde tarafların ÇED süreçlerine katılımlarında yaşadıkları sorunları ortaya koymaya çalışan bu araştırmada, sürecin tüm taraflarına ulaşılmaya çalışılması, nitel bir araştırma şeklinde planlanarak derinlemesine görüşme yöntemiyle verilerin toplanması, merkezi ve yerel karar vericilere öneriler sunmayı hedeflenmesi güçlü yönleri olarak öne çıkmaktadır. Bununla birlikte, yöre sakinleriyle yeterince görüşme yapılamaması, ÇŞB'dan tüm projelere ilişkin halkın bilgilendirilmesi toplantı tutanaklarının alınamaması, sadece Çanakkale ilindeki faaliyette bulunan üç termik santral projesiyle sınırlandırılması araştırmanın zayıf yönlerini oluşturmaktadır. Araştırmanın bir ölçek yardımıyla daha fazla katılımcıyla Türkiye çapında yapılması planlanan tüm enerji projeleri ve ÇED süreçleri için tekrarlanarak

daha güvenilir sonuçlar elde edilmesi potansiyeli bulunmaktadır. Araştırma verilerinin ilk olarak, benzer konularda çalışma yapmayı düşünen araştırmacılara yardımcı olması beklenmektedir. Eksik bırakılan ya da gözden kaçan hususların ileride yapılacak çalışmalara yol göstereceği düşünülmektedir. İkinci olarak verilerin, merkezi düzeyde ÇŞB, yerel düzeyde İl Çevre ve Şehircilik Müdürlükleri yetkililerine yol gösterici olması beklenmektedir. Türkiye gelişmekte olduğundan enerji projeleri stratejik bir öneme sahiptir. Ancak, projelerin yer seçimi ve uygulanması sürecinde projelerin sahiplenilmesi ve meşruiyetinin sağlanması bakımından projeden etkilenmesi muhtemel tüm tarafların sürece dâhil edilmeleri, alınan kararlar üzerinde söz sahibi olmaları gerekmektedir.

Sonuç olarak, modası geçmiş halka rağmen halk için politikalarla projelerin uygulanması mümkündür, ancak muhalif medya, siyasiler, STK'lar vb. projeler aleyhine alanda faaliyet yürüteceklerdir. İktidarların varlığını sürdürmeleri halk desteğine bağlı olduğundan özellikle merkezi düzeyde karar verici konumda bulunanların ülke için önemli projeler hayata geçirilirken ÇED süreçlerine tüm tarafların katılımını sağlamaya özen göstermeleri yararlı olacaktır. Bu noktada bir adım ileri giderek, yalnızca yöre sakinlerini bilgilendirme toplantıları düzenlemek yerine, tüm tarafların karar alma süreçlerine dâhil edildiği yönetişim tekniklerinin uygulanması, halkın bilgilendirilmesi toplantılarında yalnızca firmaların değil, devlet kurumlarının da aktif rol almaları, toplantılarda taraflara eşit söz hakkı tanınması, yöre sakinlerinin endişelerinin yetkililerce giderilmesi, ÇED mevzuatının alınan kararlar üzerinde projelerin tüm taraflarının söz hakkı olacak şekilde düzenlenmesi önerilerimizdir.

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