

URBAN TRANSFORMATION WITHIN THE INTERFACE OF DESIGN AND
ADMINISTRATION: THE CASE OF IZMIR HARBOR DISTRICT

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ABSTRACT

URBAN DESIGN WITHIN THE INTERFACE OF DESIGN AND ADMINISTRATION: THE CASE OF IZMIR HARBOR DISTRICT

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Throughout the history, there had been continuous relationships between cities and their ports. These relations recently have been changing. In many port cities, while heavy industrial functions and freight harbors have been moved out of the former harbor districts, the resulting derelict spaces have been transformed to new waterfront quarters to accommodate commercial, tourism, financial, cultural, residential and public uses with high-quality public spaces by large-scale regeneration schemes through the leadership of public-private partnership to produce new identities for these cities, and ultimately to find new niches or to maintain their places within the global network of port-cities. This thesis, aiming to examine the city-port relation on the case of Izmir, specifically focuses on the recent transformation process of Izmir Harbor District. Based on cultural perspective put forth by Meyer, it first investigates the changing cultural definitions of both the city and the port in three major European cities (London, Barcelona and Rotterdam), as well as the prominent actors which were influential in the planning and design processes of these port transformations. The investigation of three cases with reference to their individual planning contexts and the actors involved in the planning and design processes shows that the possibility of implementation of design approaches is related with the planning culture specific to the context which the practice takes place. Based on this assumption, the investigation of the transformation process of Izmir Harbor District is carried out through Meyer's cultural context with reference to three major topics: development of planning practice,

the planning structure and transformation process. The involvement of several actors in the planning and design process and their impacts on both the process and space are particularly examined. The investigation shows that the initial planning process in the district had been conducted with a particular emphasis on urban design issues. The urban design approach in the initial stages of the planning process could not be implemented due to a series of reasons resulting from the Turkish planning system. Finally, this research, comparing the case of Izmir with similar recent European examples, underlines the challenges, difficulties, and problems of the transformation process of Izmir Harbor District, and discusses the missing aspects in the Turkish planning system and culture with the help of the gained insights on Izmir.

Keywords: Urban Transformation, Political Actor, Urban Design, Port District, Izmir Harbor, Planning Cultures

ÖZ

TASARIM VE YÖNETİM ARAKESİTİNDE KENTSEL DÖNÜŞÜM: İZMİR LİMAN BÖLGESİ ÖRNEĞİ

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Tarih boyunca, kentler ile limanları arasında süregelen ilişki, son dönemlerde bir değişim geçirmektedir. Birçok liman kentinde, ağır sanayi ve yük limanları buldukları alanlardan taşınırken, boşalan alanlar, büyük ölçekli kentsel yenileme projeleriyle ve kamu-özel sektör işbirliği ile ticari, turizm, kültürel, finansal, konut ve diğer kamusal kullanımları ve yüksek kalitede kamusal alanları ile yeni kıyı bölgelerine dönüştürülerek, yeni kimlikler üretilmekte, bu kentlerin küresel liman-kentleri ağı içerisinde yerlerini korumaları yada yeni yerler edinmelerini sağlamaya çalışılmaktadır. İzmir örneğinde kent-liman ilişkilerinin gelişimini incelemeyi amaçlayan bu tez, bölgenin yakın dönem dönüşüm sürecine odaklanmıştır. Meyer'in öne sürdüğü kültürel yaklaşım bağlamında, liman ve kentin değişen tanımları, üç Avrupa örneğinin (Londra, Barcelona ve Rotterdam) dönüşüm süreçleri ve sürece dahil olan önemli aktörlerin etkileri aracılığıyla tartışılmıştır. Üç örneğin ait oldukları planlama bağlamlarıyla ilişkili olarak incelenmesi, tasarım yaklaşımlarının gerçekleştirilmesinde, ilgili bağlama ait planlama kültürünün önemini göstermiştir. Bu varsayımdan yola çıkarak, İzmir liman bölgesinin dönüşüm süreci, Meyer'in ortaya koyduğu kuramsal çerçevenin belirlediği planlama disiplininin gelişimi, planlama yapısı ve dönüşüm sürecine dayalı olarak incelenmiştir. Bu inceleme, dönüşüm sürecinin ilk etaplarında kentsel tasarım konularına belirli bir vurgunun olduğunu, ancak zaman içerisinde tasarım süreci üzerindeki vurgunun zayıfladığını göstermektedir. Bu vurgunun azalmasındaki temel nedenlerden birinin, Türk planlama sisteminden kaynaklı bir dizi etken olduğu tespit

edilmiştir. Bu tezin sonuç bölümünde İzmir örneđi, diđer üç Avrupa örneđiyle kıyaslanarak, İzmir Liman alanının dönüşüm sürecinde karşılaşılan zorluklar, problemler ve mücadeleler üzerinde durulmakta, ve Türk planlama sistemi ve kültüründeki eksik yönler İzmir örneđinden yola çıkılarak elde edilen bilgiler doğrultusunda tartışılmaktadır.

Anahtar Kelimeler: Kentsel Dönüşüm, Politik Aktör, Kentsel Tasarım, Liman Bölgesi, İzmir, Planlama Kültürü

To Berkin and Elfin...

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LIST OF ABBREVIATIONS

ABBREVIATIONS

C.I.A.M. : Congrès internationaux d'architecture moderne

DJC: Docklands Joint Committee

G.A.T.C.P.A.C.: Grupo de Artistas y Técnicos Españoles para el Progreso de la Arquitectura Contemporánea

GLC: Greater London Council

GOL: Government Office for London

LDDC: London Docklands Development Corporation

LPAC: London Planning Advisory Committee

MBM: Martolas Bohigas Mackay (Architecture Firm)

PLA: Port of London Authority

SOM: Skidmore Owings and Merrill (Architecture Firm)

UvW: The Association of Water Boards

CHAPTER 1

INTRODUCTION



Figure 1-1 Incomplete Viaduct of Izmir-Çeşme Highway

The initial curiosity on the port of Izmir began with the sight of the incomplete viaduct of Izmir-Çeşme Highway in Alsancak district in 2008. The viaduct then constituted a monumental image between the port of Izmir and newly restored Gas Factory and the Alsancak Industrial District. The incomplete viaduct was a result of Kordon Road Project that was initiated in 1991 and stopped in 1997 as a result of a law suit opened by the Greater Municipality of Izmir on the basis of violation of planning rights. After the cancellation of the project, the already filled land on the waterfront was transformed into a green area along the water front of the city by the municipality (Önen, 2008). The viaduct stood between the port of Izmir and the derelict industrial district of Alsancak. With its unreasonable appearance, the incomplete viaduct has also acted for me as a signifier of a larger transformation process; i.e. the transformation of Izmir Harbor District.

Since they are the reason of being for port cities, planning of ports are related to a variety of issues from history of the place and the city's image to economic and technical relations between the port and the city, also the city and a wider global network. With the changes in both the city structures and economic relations similar transformation projects of inner city port districts into new urban areas have been carried out in many European cities over the last decades. Each such transformation has their intricacies related to the nature of the port, its history and the city's economic, cultural and technical relations. **This thesis aims to examine the transformation process of Izmir Harbor District with an emphasis on the effects of different actors, and design processes, to discuss the missing aspects, challenges and difficulties of the Turkish planning system and culture.**

1.1 Definition of the problem

The tension between urban politics and production of space is the main discussion of this study. There is a dialectical relation between theory and practice, where theory stands for the earlier design and participatory planning attempts in the planning district of Izmir Harbor and the practice stands for the application period of the plan where the existing planning tools of the municipality failed to realize the plan. The following items in this respect aims to define the focus and boundaries of this study.

Throughout the history there had been existential relationships between cities and their ports. Such relations had been ever changing. Yet, beginning with the rapid industrialization period in the 19th century onwards, these changes gained a new pace. Both the port as a functional part of cities and the cities themselves changed greatly. Today the 19th century port, which was an entrance point to the city for people, goods, machinery, raw materials and products, surrounded with factories, hotels, workshops, depots, warehouses and workers' housing quarters is no longer existing. Throughout the world, in many port cities, heavy industrial functions and freight harbors have been moved out of the former harbor district, resulting in derelict spaces in the city center. On the other hand, a rise in the demand of waterfront areas to accommodate commercial, financial, cultural and some public functions brought about large-scale transformation projects. In most cases, the industrial urban complexity of such areas is replaced by a cultural complexity. More than twenty cities in the world initiated transformation or regeneration projects for their waterfronts in the last thirty years. Such projects required a good balance of local and international capital, and other interest groups, as well as a successful interpretation of existing local qualities and cultural traces to make the port and the city distinguished in the global field. These projects are shaped and developed according to the needs and aspirations of local and international actors with the aim of producing new identities for these cities as the port-cities in order to maintain their places or

to find new niches within the global network of port-cities (Hoyle, 1989; Daamen, 2007; Meyer, 1999).

The city of Izmir had the identity of a port city since its initiation in 3000 BC. But the port-city identity of Izmir reached its peak in the 19th century, when the city became the main entrance port of Europe to Western Anatolia, especially along the industrialization processes all around the world (Eldem, Goffman & Masters, 1999).

Throughout centuries the geography of Izmir, location of the port within the city and the structure of the port had been changing. Beginning from its location in the bay, which is today filled with land but still can be traced from the curvature of Anafartalar Street in Kemeralti, the port functions moved towards north throughout centuries. The 19th century port functions covered the western waterfront of the city in a linear manner extending towards north. The development of the industrial district of Punta was initiated during the second half of the 19th century. With the construction of Izmir-Aydın railroad and Alsancak train station, industrial functions started to develop in Alsancak district, which was, at that time, known as Punta. Many iron factories and ateliers, besides a series of workshops and factories producing mainly cloth and thread, were founded in the district, mostly by the Levantines (Martal, 1999).

The 19th century port, together with the development of industry in Punta, put Izmir in a significant position amongst Istanbul and Bursa which were the two crucial industrial cities of the century (Eldem, Goffman & Masters, 1999). Today several industrial buildings together with a number of houses in Alsancak dating back to 19th century are listed for conservation. The development of the current port was initiated in 1875 and the container loading platforms were added in 1957. The district is currently an important problem and potential site for the city.

The transformation process of the district started in 2001 with an international urban design competition. The boundaries of the transformation project were determined in this period. Within these boundaries, the larger planning area was divided into smaller district according to their spatial, historical, and geographical characteristics. These three districts are Alsancak Port District, Salhane District and Turan District.

Alsancak Industrial District, consisting of historical industrial premises, is a triangular-shaped site, located to the south of existing port of Izmir. The south eastern boundary of the district becomes apparent by the Metro line on the boundary of Halkapınar and Alsancak. The Izmir-Aydın railroad line is the south west boundary of the district (Greater Municipality of Izmir, 2001).

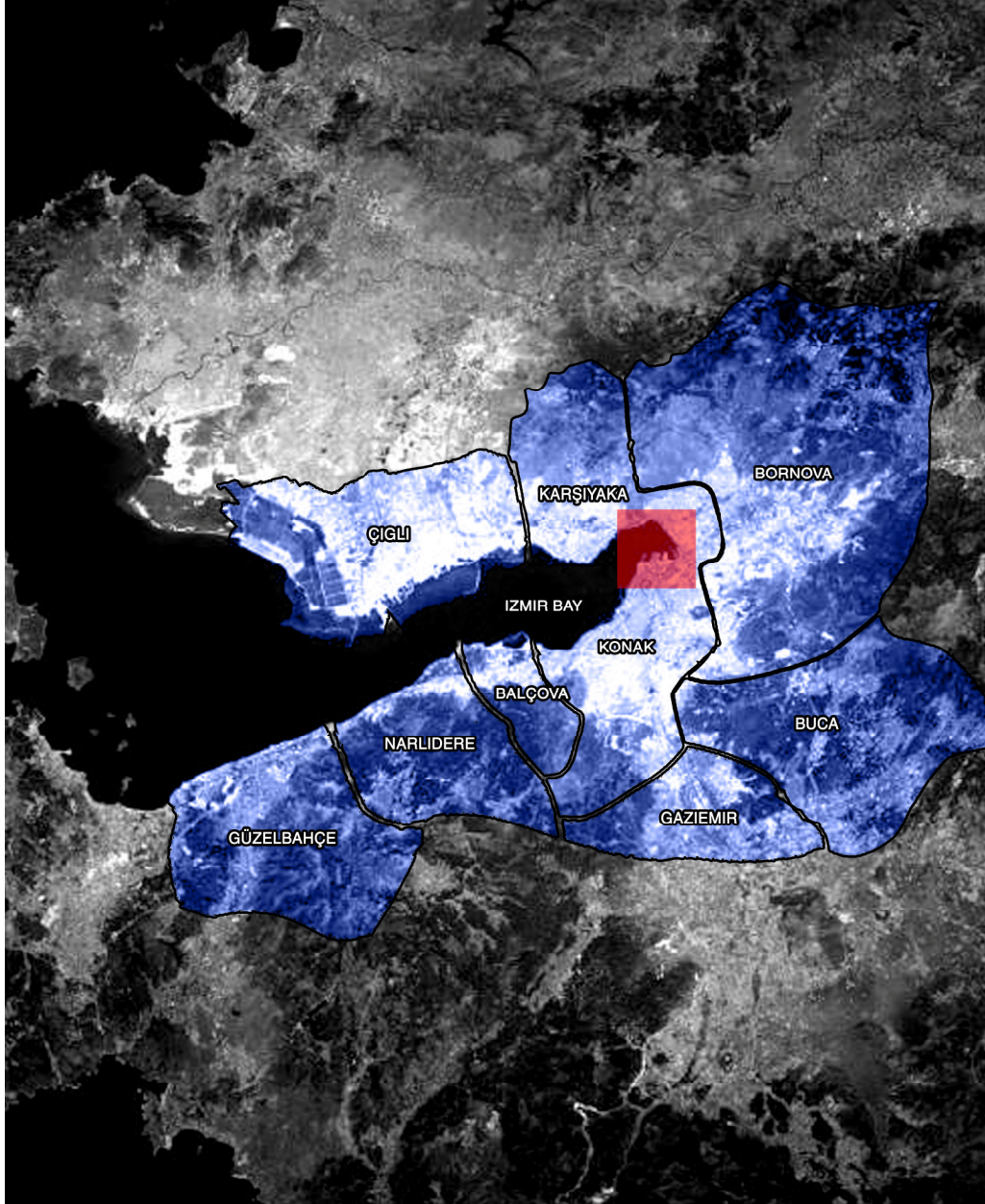


Figure 1-2 Location of Study Area within Urban Area of Izmir



Figure 1-3 Sub-Districts of the Planning Area

Salhane district is located to the south of Bayraklı Tumulus and is bounded by Manas Boulevard, Mürsel Paşa Boulevard and Meles River. The district is characterized by the Tumulus of Bayraklı which is accepted as the initiation location of the city in 3000 BC (Greater Municipality of Izmir, 2001).

Turan District is located to the north end of the harbor, between Salhane and Karşıyaka. This triangular-shaped site is situated between Anadolu Street and the seaside. The district is currently occupied by two large scale industrial complexes (Henkel/Turyağ Factory and Petrol Ofisi oil storage facilities), each covering an area of 4 hectares (Greater Municipality of Izmir, 2001).

Following the international design ideas competition in 2002 the planning process for development plans was carried out between 2002 and 2005. Based on the advisory board meetings and records of the planning process, it can be claimed that a participatory planning process was intended. As such, the historical, urban and natural characteristics of the planning area were affected through the plan decisions.

As briefly explained in this introductory chapter, the planning area is an intricate part of the city, which includes relations with the history, economy, transportation, industry and many other factors related with the city of Izmir and the national context of Turkey and a wider global network. As a result, such a planning area can be the subject of various studies. In the case of this study, the initial research question which was spontaneously asked in 2008 was “why this area is in this derelict condition.” Answers to this basic question reveal a complex set of relations which can be related to any urban transformation case. Among a wider set of frameworks for examining such a case, Han Meyer’s cultural interpretation of port cities became a valuable tool for understanding the complex and changing relations between the city and port.

1.1 Research approach, scope and methodology

Meyer’s study titled **City and Port Urban Planning as a Cultural Venture in London, Barcelona, New York, and Rotterdam: Changing Relations between Public Urban Space and Large-Scale Infrastructure**, begins with an explanation of the changing concepts related with the cities and their ports between the 19th and 20th centuries. Main discussion presented in the study is based on **the changing cultural definitions of both the city and the port**. Meyer uses four major cases; London, Barcelona, New York and Rotterdam, together with a series of minor cases i.e. Amsterdam, San Francisco to discuss

how the relations between the city and port changed in the last century. In each case, the “methods” of dealing with a given problem, or **planning cultures**, are explained in detail. The result of Meyer’s discussion ends with a call for urban planners to develop the necessary skills to deal with **the specific cultural conditions within the city** and to develop the necessary technical expertise to implement the planner’s responses to these conditions in an interdisciplinary manner (Meyer, 1999). It should also be noted that the cultural conditions noted here not only points to the culture resulting from space, but also **the culture that produces the city**.

The engagement of planning discipline with culture can be dated back to the modernist planning paradigms of the early 20th century. The modernist paradigm suggested that society can be changed with means of planning and architecture. The prominent approach in this respect had been in the direction of production of an internationalist modern culture. Planning projects and architectural discourses were set to develop such a culture throughout the world.

The internationalist view to culture became the major focus of critiques of modernist planning paradigms in the 1960s. Prior to the development of postmodern critiques of modernism, the initial critiques were raised by the Team-X group. The following statement of Aldo Van-Eyck signaled the forthcoming post-modernist paradigms in architectural and urban discourses:

“Whatever space and time mean, place and occasion mean more. For space in the image of man is place and time in the image of man is occasion.” (Van Eyck, 1962)

As opposed to the unifying modernist view on space, the new paradigm accepted the variety of cultures that shaped the space. Variety mentioned here applies to various scales. While in reference to societies the meaning attributed to a certain space or production of spaces shows variety according to the cultural assets of the society. On the other hand the same space can change its meaning according to practices of individuals or small communities within a larger society. This relative definition of place is directly related to the development of postmodern epistemology in the 1950s and 1960s as opposed to the positivist body of thought of modernist paradigm which was based on meta-narratives.

A whole postmodern literature developed between the 1960s and 1980s **on the culture-space relations**. Major texts in this respect can be listed as *Death and Life of Great American Cities* by Jane Jacobs (1961), *Complexity and Contradiction in Architecture* by Aldo Rossi (1966), *Learning from Las Vegas* by Robert Venturi and Denise Scott Brown (1971), *Collage City* by Colin Rowe (1984). What followed such theories was an architecture

and urbanism aimed at generating urban images and patterns resulting from studies of past urban environments which mostly focused on the formal aspects of the city. (Hall, 1989)

With the development of the postmodernist critique of modernism urban studies gained a new agenda focusing on the individual narratives or accounts of spaces. The city together with all its contents (buildings, streets, squares parks etc.) became to be studied as sets of signs that have to be interpreted in relation to each other (Thorns, 2002).

The discipline of urban design started to develop parallel to the critiques of modernist planning paradigm. It can be said that the development of the discipline is parallel to the development of postmodern design paradigms in architecture in the 1960s. The initial theories that earlier formalist design approaches of urban design practice were based on theories of Jane Jacobs, Kevin Lynch, Gordon Cullen and Christopher Alexander and books such as Rossi's *Architecture of the City* (1965), Venturi's *Learning from Las Vegas* (1972), Colin Rowe's *Collage City* (1984). The practice of the initial development of urban design in this respect positioned itself as **a large scale architectural design practice interested in the elements that made up the city** (Rode, 1999).

The earlier interest in the relation between space and culture based on the literature listed above **was manifested in the form of direct formal references to culture of a certain context**. The birth of urban design discipline can be related to this period. Urban design projects by Gordon Cullen or Robert Venturi, based on analysis of formal qualities of cities and cultural references, can be considered examples of such an approach.

It should be noted at this point that, together with the developing neo-liberal policies in Britain, and America, the comprehensive approach¹ to planning was being abandoned in favor of an incremental approach to planning. The early urban design practice which was manifested in form of a large-scale urban architecture with formal references to urban elements found itself a political support in this context, thanks to large scale public-private partnership development projects on large urban lots (Rode, 2006).

The results of incremental approaches and neo-liberal policies accompanied by the postmodern design approaches to space were criticized beginning from the 1970s. The major criticism in this respect was the lack of ability in dealing with conflicts of interest. In

¹ *"The post-war period, lasting until the late 1960s, was characterized by 'comprehensive planning' - a technocratic, positivistic approach largely influenced by civil engineering. This approach centered on the idea of a big scheme – often referred to as the master plan – which, when defined and implemented, could solve all key problems. Large-scale social housing projects, urban motorways and Britain's New Towns all were developed under this paradigm."* (Rode, 2006 .p 3)

most cases, the existing social structure of a planning area was disregarded in favor of public-private partnerships in piecemeal planning approaches (Rode, 2006). The Neo-Marxist critique of this mode of production of space developed in the same period. With several works, such as *Postmodernism or Cultural Logic of Late Capitalism* (Jameson, 1991), *Production of Social Space* (Lefebvre, 1974), *The Postmodern Condition* (Harvey, 1979), *Spaces of Hope* (Harvey, 2000), *Cities of Collective Memory* (Boyer, 1996), the culture-space relations were removed from being solely related to the formal references and daily practice to a wider field of discussion on politics and space relations.

With the contribution of Neo-Marxist critique, the space-culture relation extended to include gendered spaces, spaces of ideology, commodification of space, politics and space, historicism, every day practice of space and so on. Space and its production through cultural interactions became a valuable asset of discussions in various fields of social sciences, and similarly, the research fields of disciplines already interested in space extended to include references to social sciences.

The discipline of urban design, which was seen as a practice of large-scale architectural practice interested in urban forms, was redefined with reference to the politics and space relations in this respect. According to the nature of a given design problem, the designer adopted a role as an intermediary person between various disciplines or various actors related with the production of the space, be it different administrative bodies or social groups related with the given situation (Madanipour, 1997). The design of the realization process and definitions of strategies in this respect began to be in the agenda of urban design groups.

Meyer's discussion on culture is based on these discourses. In his book *City and Port*, Meyer defines the general framework of historical, cultural, political, social and technical aspects of city-port relations and reaches a conclusion calling for a paradigm of urban design, which calls for the disappearance of professional boundaries between various disciplines. According to Meyer, the task for the urban designer in this respect is to develop two qualities. First quality in this respect is skills in **technical expertise** which covers the relations with landscape, civil engineering and architecture disciplines. The second is **cultural consciousness** which relates to **social, historical and political backgrounds** of design problems to be able to develop flexible programmatic proposals based on the cultural values of an existing situation instead of fashionable ready-made programs (Meyer, 1999, p. 388).

In this respect, Meyer uses narrations of histories in each case he studies. The narrations are developed in form of *long-term histories*². These long-term histories examine the physical development of city-port relations for each case between the 19th and 20th centuries, the development of planning practices in each case, methods of dealing with planning problems and effects of various actors involved in the processes. Each long-term history presented in the work ends with **an assessment of the specific cultural relations which has led to the production of space**. The conclusive chapter of Meyer's study summarizes the cultural differences discussed in relation to production of space and calls for **a cultural awareness in the discipline of urban design**, to be able to respond the specific qualities of each case the professional confronts.

As noted earlier the basic question of "why this area is in this derelict condition" requires an answer covering a wide scope of disciplines including, planning, economy, sociology, politics, international relations, marine technology and so on. A branch of the same question can be asked under the discipline of urban design as "**which cultural conditions produced the current state of the space**"

The ambiguous definition of "culture" becomes a challenging aspect at this point. Even though Meyer's work is structured in forms of chronological narrations of city-port developments in cases, he studies all three narrations which include specific emphases on the following items.

The development of planning practice; in each case the development and initial attempts of planning are explained. The development in this respect depends on the attitude towards property, specific environmental conditions and major political changes.

The planning structure; as a result of specific development of the practice in a given context is discussed in each case. The specific position and responsibilities of various actors involved in the plan making process are emphasized.

The transformation process; which is shaped through the involvement of **actors**, namely **central and local governments, planning initiatives, non-governmental organizations,**

² English for, *Longue Durée*, is an expression used by the French Annales School of historical writing to designate their approach to the study of history, which gives priority to long-term historical structures over events, as opposed to *histoire événementielle*, "eventual history" which concentrates on short term histories (eg, historical events) (http://en.wikipedia.org/wiki/Longue_durée Last Visited; 23.06.2011)
Also for detailed information see; *On History* by Fernand Braudel, 1982

in the planning process according to the positions and responsibilities attributed to them within the given planning structure.

Within **the scope** of this study, the discussions on the development of planning practice in Turkish context and the structure of Turkish planning practice are limited to the level of introductory information aiming to provide the required background for discussion on the transformation process. The transformation process, on the other hand, is examined in detail, through **the interaction of various actors involved in the process**. In the case of Izmir, these actors had been chosen as the representatives of groups actively involved in the process. These actors can be listed as: the Chamber of Planners Izmir Branch, the Chamber of Architects Izmir Branch, the Chamber of Commerce of Izmir, the Greater Municipality of Izmir Planning Department, the City and Planning Department of Dokuz Eylül University, the former director of the Planning Department of Greater Municipality of Izmir and the Conservation Board.

Interviews with representatives of the actors involved in the process had been carried out as a part of this study. Open-ended interviews with each representative were conducted. The major questions directed to the interviewees are as follows:

- How did the planning process develop?
- How do you define the breaking points of the process?
- Which actors were involved during the process?
- How do you interpret the effects of each actor within the process?
- What are your views on the plan and the harbor district?; and
- What are your aspirations for the future development of the area?

Further information on the involvement of other actors such as large property owners and the port authorities were traced through **archival research** conducted in the archives of the Planning Department of Greater Municipality of Izmir.

Through interviews and archival research, **a detailed narration of the planning process** over the last ten years on the area was gained. This narration serves as a basis for a discussion on the effects of individual actors on the process. Through this discussion, **the cultural medium which directs the production of the new space** of the harbor becomes apparent.

1.2 Structure of the thesis

The study in this respect is presented through the following three chapters. Chapter 2 discusses the transformation processes of three of the four cases discussed by Meyer. The cases of London, Barcelona and Rotterdam are adopted as being European examples. The case of New York had been intentionally excluded, as the case differs from the others in many cultural and spatial characteristics together with the planning processes. Each case is examined through discussions on the development of planning practice in the country, the planning system of the country and the historical development of each port and their transformation processes. To present a suitable background for discussion in comparison to the case of Izmir, a particular emphasis on the effects of actors involved in these processes has been made.

Chapter 3 examines the Turkish planning context and positions of actors within this context to present the required background for discussion of the case. The understanding of ownership and the legal structure with the positions of various actors of planning in Turkish planning context is explained followed by a brief account of the structure of the planning system in Turkish context in this respect. The brief explanation of planning practice and system in Turkish context is followed by the historical development of Izmir port from the 19th century to the beginning of the 21st century. The recent period of planning in the specific area of Izmir Harbor is explained in detail through the involvement of various actors in the process. The historical background is based on a literature survey while the examination of the last ten years of planning on the area is based on archival research, court records, published former studies, field trips, and interviews with representatives of actors involved in the process. Chapter 3 aims to outline the development of the Izmir Harbor through a cultural perspective endorsed by the contribution of actors.

Chapter 4, as a conclusive chapter, aims to relate the insights gained through the chapter 3 with the earlier discussions of Turkish planning context and the three other contexts discussed in earlier chapters, to be able to understand the urban design potentials in such transformation processes and their implementations. Different than the more traditional understanding of urban design which is limited to the design of open areas and shape of the buildings, **actors' involvement in the production of space through cultural, political and historical interactions is examined through the processes of transformation of three major ports; London, Barcelona and Rotterdam, and gained insights are used to develop an understanding of the transformation of Izmir Harbor District and to discuss the missing aspects, challenges and difficulties of the Turkish planning system and culture.**

CHAPTER 2

CITY-PORT RELATIONS

This chapter aims to explain the development of city-port relations, and to examine the three European port cities within the context of planning culture and planning system of the country that these cities belong, and the transformation process of the ports. It also provides a comparative narration of the actors who were actively involved in the transformation of the port areas to give way for the examination of the Izmir Port District.

2.1 Development of City-Port Relations

Within the cultural readings of urban elements explained in the previous section the development of city-port relations from the 19th century onwards display a series of parallel developments. From the 19th century onwards, **the public character, spatial configuration, and technological infrastructure of ports** have changed greatly. In the 21st century, ports are no longer “destination” points; but instead, they are transit points of a larger global network. Thus, they are integrated to the cities they belong much more differently than the 19th-century ports. There is no longer a single condensed central port, but a series of dispersed ports in the metropolitan region. The spaces of the former docklands have therefore become deprived urban areas. This common phenomenon has led to the transformation of many port-cities over the last three decades. These deprived urban lands have been and are still being transformed to new urban centers with new public functions, mostly; commerce, culture and tourism (Gottman, 1974; Meyer, 1999; Hoyle, 2000).

During the 19th century, the spatial formations of the ports were directed by their own inner structures, both administrative and physical (Meyer, 1999). The 19th-century ports presented autonomous districts in the city which created the possibilities for a specific type of public life, as stated below;

(The 19th-century ports were the places of) unprecedented blend of activities, people, and functions: Districts housing immigrants and seamen were located right next to the spectacle of ocean liners and bum boats

arriving and departing and offered a range of new experiences, bars and cafés exotic eating houses, dancehalls and bordellos. (Meyer, 1999, p. 25)

Urban problems in such industrial districts were the main reasons behind the early planning attempts, but they were not recognized as the problems of transformation. Instead, in most cases, developing well-balanced suburbs was the major target of planned developments. In fact, the depressed inner city areas were not planned, but the population was tried to be moved out of the existing industrial center to newly built suburbs where better living conditions were possible (Hall, 1989).

In the first half of the 20th century, the reconstruction of the post-war city centers became the main problem of the planning practice. The ruling paradigm in this context was the functional-comprehensive planning ideas brought forth by the Modernist School of thought represented in the body of CIAM group (Hall, 1989; Taylor, 1998). In many European cities, in most cases including the port areas, the city centers were demolished by bombardments. Rapid construction of mass housing and recovery of the city centers were the two of the main problems of planning paradigm of the early 20th century (Hall, 1989).

In this period, the redevelopment of port areas as the central areas of cities constituting the waterfront became a subject of two conflicting opinions: on the one hand, “waterfront as a part of the technical infrastructure of the city”, and on the other hand, “waterfront as a territorial characteristic of the landscape which contributes to the reinforcement of a culture of community development” (Meyer, 1999). Until the 1980s, in most European countries, the social democrat thought had been the ruling ideology. In most cases, a more functional planning approach was implemented to achieve social development in such districts (Meyer, 1999). After the 1980s, with the dissolution of social democrat thought and the rise of neo-liberalism, the planning paradigms also changed (Meyer, 1999).

Also following the baby boom in the 1950s, former planning approaches, where an end result was planned and a blue print of the final image was produced, were abandoned (Hall, 1989). At this point the planning practice began to shift its focus from the production of the desired urban form and land uses as designed by certain professionals to the development of systems and models through scientific methods and the production of more flexible plans (Hall, 1989). As the planning paradigm together with the political paradigms changed, production of space also changed. With the rise in the private entrepreneurs in construction sectors, the demand of producing fashionable urban spaces was filled by postmodern design approaches which were also endorsed by the critiques of modernism.

Together with the development of the contextualist or postmodern paradigms in architecture and planning theories, the value of re-use and conservation in generating urban spaces with quality

was discovered (Krieger, 2006). The waterfronts provided a variety of resources for those who saw the problem as constitution of an urban identity through the use of historical layers of the site (Meyer, 1999). Together with the idea of creating images through urban design projects and re-use of existing historical layers, the problem of urban design shifted towards an act of “place making” (Krieger, 2006). The potential of raising the real-estate values in the newly redeveloped places through such methods was also discovered concurrently (Boyer, 1994; Meyer, 1999; Hall, 1989). Consequently, in the post-1980s, real estate developers, which introduced to the scene as new place-making agents, gained great amounts of capital³ (Hall, 1989). Such spaces are described as urban theme parks in various critiques regarding urban environments. These new urban spaces imitate the urban-mix that a historically developed urban area would provide, but they have quasi-public spaces which are owned and controlled by private entrepreneurs (Sorkin, 1992).

The production of large-scale urban enclaves through private entrepreneurship resulted in the emergence of a new way of producing urban space: large enterprises have become the leading actors in production of transformation project with their own architects and architectures (Hall, 1989). This new way of producing urban space found its political bases in the neo-liberal thought, which has been widely used since the early-1980s in many countries (Hall, 1989).

In some cases, the large-scale activities of the enterprise bodies in transformation areas have made the production of the desired unified urban image impossible due to the development of segregated and introverted urban realms accompanied by their own controlled public spaces (Meyer, 1999). The changing role of planning discipline in the making of urban space and the changing nature of the public spaces produced through such methods led to the conception of diminishment of planning practice in the 1980s (Hall, 1989).

2.2 The London Docklands

The birth of planning discipline was very much related to the developments in Britain throughout the 19th and 20th centuries (Rydin, 1998). UK have been one of the most negatively-affected countries due to its early industrialization, and initial planning attempts were made towards creating better environments for the well-being of the community (Rydin, 1998; Hall, 1989). Throughout the 20th century, planning methodologies and political context have changed many times resulting in a series of planning approaches in accordance to the political contexts and various different views of urbanisms which have left their traces on the urban spaces in British cities (Hall, 1989).

³ Hall cleverly names this new way of city building as the ‘Roussification’, by referring to one of the most influential real-estate developers in the US, which became the leading actor in the development of Baltimore inner harbor area and Boston Quincy Market which were the urban spaces produced through public-private partnerships (Hall, 1989)

2.2.1 The British Planning Culture

Britain was one of the most industrialized countries in the course of 19th century. As a result, English cities suffered from the negative effects of industrialization and attempts to rehabilitate the urban environment of cities began in this period (Hall, 1989; Rydin, 1998). This led to the development of the planning discipline in Britain as a profession earlier than the rest of the world (Rydin, 1998). The planning ideology which was developed in the first half of 20th century in Britain, can be considered highly revolutionary. It aimed at improving the working conditions of labor class and producing affordable healthy living conditions (Rydin, 1998; Hall, 1989).

Initial planning activities, in this respect, were carried out by single professionals with considerable concern for improvement in the well-being of the society. Two books of Ebenezer Howard, namely *Tomorrow-A Peaceful Path to Social Reform* in 1898 and *Garden Cities of To-Morrow* in 1902 represent the initial theorization of the discipline (Rydin, 1998).

In very concise words, Howard's influential theory of 'Garden City' proposes the production of green industrial towns outside existing urban environments. His proposal contained a set of spatial principles to develop garden cities that will not only create the sanity environment for working class, but would also generate the desired society through the environment (Rydin, 1998). Howard's model brought about two important physical outputs for cities: the idea of suburbanization and its physical organization in forms of closed environments (Hall, 1989). In the first half of the 20th century, the 1909 and 1919 Planning Acts were enacted to legitimize Howard's model (Rydin, 1998). The 1909 Planning Act defined the plan preparation procedures of suburban developments, while the 1919 Planning Act defined various provisions for building "Homes Fit for Heroes" (Rydin, 1998).

Likewise, in the first half of the 20th century, the earlier planning attempts of Raymond Unwin also bore traces of the 'Garden City' concept (Meyer, 1999). Even though Unwin's plan could not be implemented due to the lack of support from the London City Council and the National Government, Unwin kept up working on the concept of 'Garden City'. Consequently, a series of garden cities were designed and developed by Unwin and his colleague, Barry Parker, in Britain (Meyer, 1999).

The impacts of Howard's ideas can be also seen in the Greater London Plan proposed by Patrick Abercrombie in 1943 to London City Council. The Plan of Abercrombie envisaged a green belt surrounding the city center of London, and suggested new development to be located into the suburbs that would be newly built. Although the plan could not be implemented in the pre-war era, it became influential during the post-war period and the townscape of London were shaped accordingly within the following 20 years (Meyer, 1999). The Abercrombie's Plan is still seen as the most solid attempt aimed at generating Howard's concepts. And the suburban development of London is mostly based on the decisions given in the plan (Hall, 1989).

The Abercrombie's Plan can be defined as a comprehensive master plan for the whole metropolitan district of London. Also, Patrick Geddes' framework of "survey, analysis, planning" found its application in the implementation of the plan (Hall, 1989; Rydin, 1998). While the suburbs were given great emphasis within the plan, and were designed by design guidelines and manuals, the inner city areas were not given so much attention (Meyer, 1999). Especially the port areas were seen as purely functional entities that were to be developed by the port authorities (Meyer, 1999).

The Abercrombie Plan was not implemented due to the cost of large-scale slum clearance for the inner city. The bombardments of London during Second World War, however, unwillingly carried out the required operations of slum clearance (Meyer, 1999). Likewise, the post-war period of urban development was directed by drastic changes in the population and economic structures, which resulted in the formation of sophisticated and precisely articulated planning theories (Rydin, 1998). The role of the planner changed in this period from the professional technical experts on built form and urban engineering to rational decision makers (Rydin, 1998).

While the government adopted a rather functional redevelopment approach in Britain, architectural criticisms developed on the on-going urban transformation (Boyer, 2003). The criticisms were based on a debate on architectural and urban form, represented by two groups of architects, publishing their thoughts through two publications, namely 'Architectural Review' and 'Architectural Design' (Boyer, 2003). The advocates of Architectural Review (AR) were influenced by the English tradition of building, namely the English picturesque principles which were developed before the World War I through the works of Howard, Unwin and Abercrombie (Boyer, 2003). The group which was formed by a series of architects, artists and theoreticians (such as J.M. Richards, Nikolaus Pevsner, John Piper and Gordon Cullen) gathered around the idea of "townscape" which depended on the analysis of existing historical forms and

adaptations of a set of formal rules derived through such historical analysis (Boyer, 2003). The second group of thinkers, who are the advocates of Architectural Design (AD), is today known as 'The Independent Group'. The group also included Alison and Peter Smithson who were among the founders of Team X (Boyer, 2003). The group was based on a critical review of the principles of modernism (Boyer, 2003). This group claimed that the picturesque ideas of the Townscape group proposed were repetitive tools for urban and architectural development, and these tools fell short of responding to the newly emerging urban environments, images and speed of the 20th century (Boyer, 2003). Instead, they proposed a non-uniform architecture which is shaped by the interrelations of transportation networks and a mixture of uses which aimed at stimulating the urban life (Boyer, 2003).

After the period between 1950 and 1980 during which both schools of thought have found opportunities to implement their ideas, a great shift began in the political scene with the Thatcher's government that came into power in the early 1980s. This period is marked by the diminishing role of urban planning and the promotion of the activities of private sector developers in urban development (Rydin, 1998; Hall, 1989). Likewise, this period is characterized by the changes in the local administrative structure and the decentralization policies which led to give more power to local authorities (Rydin, 1998). The decentralization of the central government power to local authorities subsequently resulted in the implementation of local solutions to resolve urban development problems (Rydin, 1998). In this period, local development agencies found the ideas of the Architectural Design group radical and risky. Even though the theories of the Townscape group were found "safer", the pioneers of the group still faced difficulties in implementing their design ideas. For example, Gordon Cullen, David Gosling and Edward Hollamby became involved in the process of transformation of London Docklands in the initial years of the London Docklands Development Corporation (LDDC) activity in the district. Cullen's initial proposal for the Isle of Dogs was a good example of the formal approach to urban design (Meyer, 1999). Later, Cullen's initial proposals for the docklands were discarded on the basis of the criticism that the proposal gave an insight on the desired urban form, but lacked the functional background such as the stages and mechanisms of development (Meyer, 1999). What was adopted instead was a more strategy-based flexible planning approach that was less interested in the resultant urban form. The large-scale developments began to be carried out by big real-estate development companies (Meyer, 1999). With the involvement of large-scale private sector capitals in the making of urban environments, we can see the development of a corporate architecture and urban design which prevails to today.

2.2.2 The British Planning System

One other major aspect of British planning system is the relation between the planning documents and the application of the plan. The British planning system is highly adaptive and flexible, because the system does not have any core document and any definition of plans as “suggestive” documents (Rydin, 1998; Cullingworth & Nadin, 2006). These features give it the ability to respond recent developments in a hasty manner, but make it hard to produce coherent urban structures developed through a continuity of planning decisions (Rydin, 1998). The legislative system is instead directed through a set of administrative document and court decisions (Cullingworth & Nadin, 2006). In the case of planning, a series of planning acts declared by the national government define structure of planning processes (Cullingworth & Nadin, 2006). The absence of a constitutional document makes the system open to large-scale changes on the distribution of planning rights.⁴

The other feature of British planning system which makes it different from the planning systems in European countries is the role of the development plan. In Britain, the local government is directed by the development plan, but not bound by its material consequences, whereas in many other European countries the development plan is a binding document (Cullingworth & Nadin, 2006). This fact gives the local authorities greater freedom, as compared to their counterparts in other countries.

The lack of a core constitutional document and the loose relationship between plans may seem to make British system open to abuse easily, but this is, in fact, avoided by a strong cultural logic in the planning philosophy; that is, the land preservation ethic of the country (Cullingworth & Nadin, 2006). Being one of the earliest industrialized countries and also due to the scarcity of land, there are many established working agencies for the containment of urban sprawl and the preservation of rural England (Cullingworth & Nadin, 2006)

In overall view, the British planning system has a greater degree of autonomy compared to its counterparts. It is open to change and is constantly reshaped by the aspirations of the central government, the local planning authorities and initiatives. Historically, Conservative Party and Labor Party were the two political poles effective on the development of urban environment of Britain by being in power at different levels of local and national government (Meyer, 1999). The planning decisions are used as guidelines and the final decision on the

⁴ For instance, in the process of forming LDDC, the Thatcher government was able to abolish a whole tier of local metropolitan government and the planning system, with the declaration of Local Government Act in 1985 (Rydin, 1998).

development is shaped through a series of negotiations. The driving logic of the negotiations is based on a long-established system of land preservation ethic and the rights of the owner. Thus, the system is greatly open to change, but the change is controlled through a series of government and non-governmental organizations to avoid abuse.

2.2.3 The Transformation of London Docklands

As noted earlier, British understanding of urban areas during the 19th century were based on the relationship of the individual dwelling with the green spaces and the relationship of such green areas with the totality of urban form, as shaped by the framework drawn by Howard and later developed through the works of Unwin and Abercrombie (Meyer, 1999). In such a context, industrial district of the Docklands was out of the concern as an urban area to be designed. However, it would be wrong to say that Docklands of London developed spontaneously. Instead, the urban development in the district was largely controlled by trade companies active in the period, such as the West-Indian trade company which owned a large area of the docklands. Architectural environment of this period can be defined as introverted enclaves of dock buildings resembling small fortresses, surrounded by slums which shaped the workers' quarters (Meyer, 1999).

This urban landscape of the Docklands existed until the bombardments of England during the World War II. The bombardments opened the way to the implementation of the Abercrombie Plans for London (Meyer, 1999). The leading initiative in this period was the London City Council (Meyer, 1999; Hall, 1989). The New Towns Act of 1946 stated that the new towns were to be developed by the government-controlled development corporations (Rydin, 1998). Until 1951, the redevelopment projects in the docklands aimed at supplying housing through a series of rigidly controlled policies (Meyer, 1999).

In 1951, after the Conservative Party came into power, the development in the district was stopped due to the Conservatives who criticized the plans by imposing the strict infringements on the free-market (Meyer, 1999). As a result, the London City Council (LCC) was disbanded and a new planning initiative for London was founded, with the name 'Greater London Council (GLC)' in 1963 (Meyer, 1999). The GLC operated under the direction of the Conservative Party until 1973 when the Labor Party got the majority in the council. After 1973, the re-development of London Docklands gained a new pace (Meyer, 1999).



Figure 2-2 West India Docks Bird's Eye View by William Daniell, 1805

Meyer (1999, p 82)

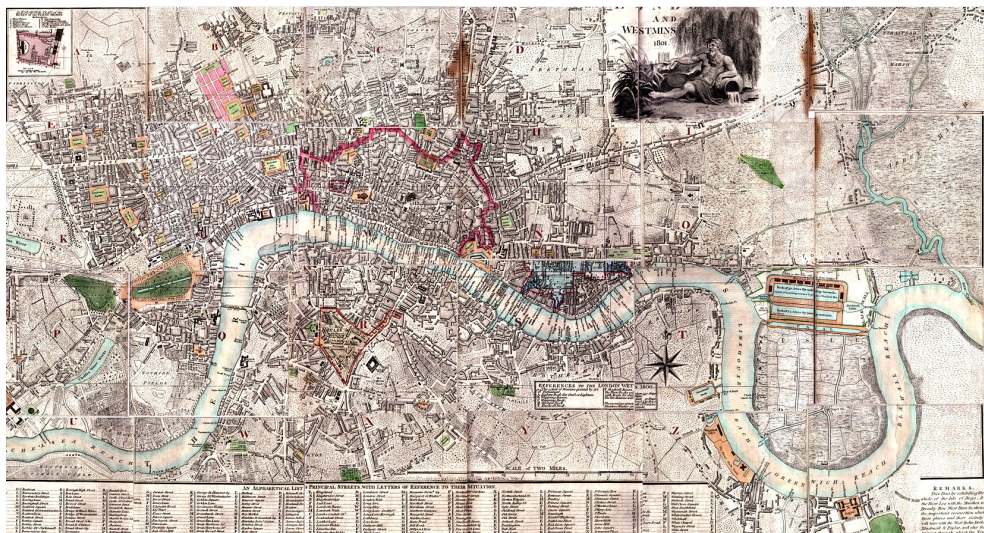


Figure 2-1 Fairburn plan of Westminster and London in 1801

<http://www.oldlondonmaps.com>

When we consider the spatial development of the Docklands, GLC was in favor of constituting a working class identity of the district through the re-functioning of unused historical industrial buildings. The GLC's plans were produced in collaboration with the local boroughs in charge of the development of the Docklands (Meyer, 1999). The two initiatives –the GLC and the local boroughs- formed the Dockland Joint Committee (DJC) which produced the initial planning document, called 'London Docklands Strategic Plan' for the redevelopment of the district (Meyer, 1999).

The key objectives of the London Docklands Strategic Plan were the construction of large-scale housing projects and the attraction of the industry which would make the district provide necessary working opportunities for the inhabitants. The DJC also succeeded in pursuing the plan objectives by convincing a group of newspaper companies to move their investments to the district. These objectives consequently prepared the basis for the later transformation projects both in terms of attraction of large capital to the site and planning decisions (Meyer, 1999).

The London Docklands Strategic Plan was criticized on the basis that the implementation of the Plan took a very long period and the necessary funding structure was not established for the realization of the Plan. In 1981, the development of the Docklands got into a totally new trace with the abolishment of the DJC (Meyer, 1999). During the 1980s, a series of development corporations were founded to plan the local developments of certain problematic planning areas by the Conservative Government. These corporations had significant powers in terms of land acquisition and planning decisions (Meyer, 1999). The formation of the development corporations is directly related to the newly emerging neo-liberal logic in Britain. The main claim of the government in this respect was that the city councils and planning committees operated too slow for rehabilitation of urban areas, and also they needed large budgets which were spent inefficiently (Cullingworth & Nadin, 2006). As opposite to the former planning initiatives that operated as government agencies with a democratic structure, the development corporations were given extensive planning rights and they operated autonomously with a corporate like logic.

LDDC was one of these development corporations to carry out the redevelopment projects of the site (Meyer, 1999). LDDC (2009) had three major powers to control the development of the district:

- 1) *It had powers to acquire land by agreement or compulsory purchase. In the case of the large amount of land in the public sector, there were powers for it to be vested in the Corporation by the Secretary of State. This ensured a supply of land for development.*
- 2) *It took over from the London Boroughs their planning (but not their plan-making) powers. This was response to the Government's perception that the Boroughs had been too restrictive in exercising their development control and other powers because their plans for the area were outmoded and inappropriate.*
- 3) *It had powers and the resources to provide new (or refurbish the existing) infrastructure.*

At the beginning of the 17 years of planning process, the planning ideology was described as follows in the first annual report of LDDC:

*While the **era of the grand plan has passed** together with major growth of economy and public spending, the LDDC intends to make the best of every possible development opportunity. Its job basically is to **trigger investment by others in the private sector through the provision of better public transport and roads, the assembly, servicing and sale of land, improvements** to the environment and the general promotion of a climate of opinion which understands the very real advantages and potential of the area particularly its closeness to the capital of the world.*

With overall responsibility for eight square miles on both sides of the river Thames, the LDDC had initially to decide where best to inject its efforts and cash. It could for example have chosen simply to encourage organic growth outwards from the existing built-up area. Or it could have concentrated on the attraction of one massive scheme in a more isolated position as a new centre from which hopefully development and investment would spread. In the event the board has adopted a mixture of both approaches. (LDDC, 1982, s. 12)

As can be followed from this statement of purpose, LDDC's planning method is between a strategic planning approach and master planning approach. Also the emphasis on the end of planning is also an important point to consider as it signifies the abandonment of a comprehensive planning approach in favor of an incremental one.

In the initial planning attempts, LDDC's experimental urban planning concepts were developed by David Gosling, Gordon Cullen and Edward Hollamby. Four proposals for the future development of the Docklands were developed in this period. Cullen's proposal for the Isle of Dogs was chosen as the initial plan which gave more attention to spatial development and urban connections (Meyer, 1999). This plan which can be described as a grand application of townscape theories of the AR group, as discussed earlier. Such a planning approach where the resulting urban form was emphasized with less guidance on the policies and development schemes was seen inappropriate for the initial development of the district; and as a result, Cullen's proposal was discarded (Meyer, 1999).

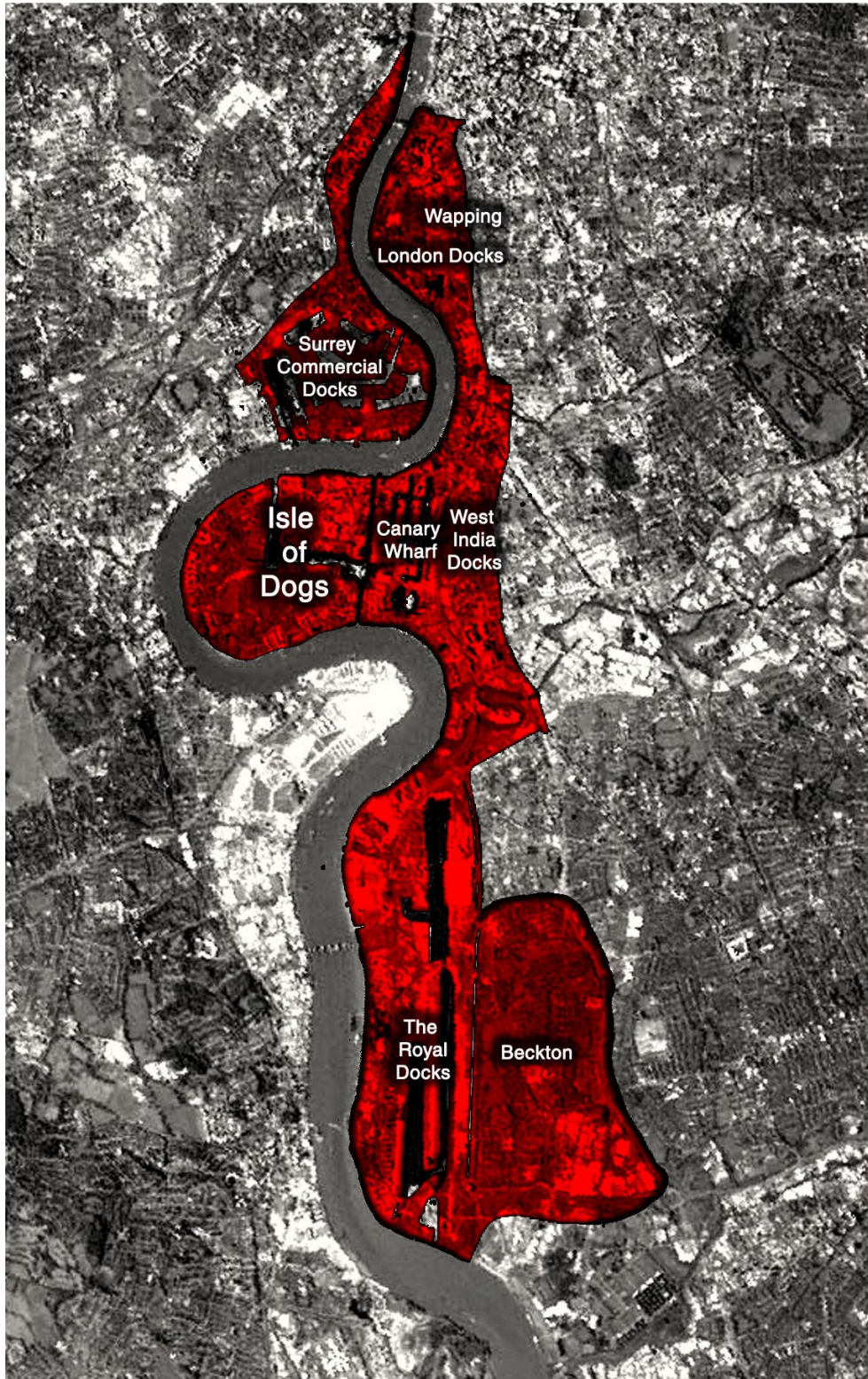


Figure 2-3 London Docklands Development Areas

Meyer (1999) defines the second stage of the developments in Docklands as the 'development of enclaves'. Both the policies of the central government and the decisions of LDDC forced a sudden development of piecemeal building activities all over the Docklands. A strong transportation network which consisted of Docklands Light Railway, St. Olaf airport and the water buses, however was planned to connect these building enclaves with the other important parts of the city (Meyer, 1999).

Although LDDC were given great amount of planning rights and budget, it was not authorized to develop projects by itself (Meyer, 1999). Then, the solution to the problem of attracting capital to the transformation areas came from the national government. In the 1980s, a series of districts in problematic transformation areas were declared as 'enterprise zones', where specific taxation rates were arranged to divert capital investment towards such areas (Meyer, 1999).

The Isle of Dogs which became one of these enterprise zones in this period, were developed by attracting the investments of light industries to the district (Meyer, 1999). The development of new industrial functions resulted in the increase in the demand for housing; especially for middle and upper-middle classes (Meyer, 1999). Consequently, LDDC encouraged the development of new housing districts in the Docklands. Different than the newly developing industry, the spatial formation of housing sites was left to the aspirations of the investors, while the housing projects were controlled through a series of spatial codes which aimed to avoid the developers' tendencies of making unarticulated simple blocks (Meyer, 1999). These housing projects mostly targeted the new population working in the newly introduced clean industries in the district (LDDC, 2009). They were designed in the form of closed enclaves to keep the Docklands existing spatial formation and to protect the dwellings from the existing urban character of the Docklands which was undesirable for the new high-income population of the docks (Meyer, 1999). Soon, the housing projects received criticism as the existing population was being forced out of the Docklands (Meyer, 1999). Consequently, LDDC initiated a series of social housing projects, but they were relatively small in number (Meyer, 1999).

As the developments continued, the Docklands has become to be formed by a series of individually developed projects linked with a sophisticated transportation infrastructure. Such a development however lacked a spatial hierarchy and coherence. Thus, in the years of 1987 and 1988, a tendency to develop a new centrality in the docklands became evident (Meyer, 1999). Canary Wharf was chosen for this desired "new center" of the Docklands; and it was planned to be developed as a collection of high-rise office buildings. The master plan of the district was prepared by Skidmore Owings and Merrill (an American architectural

and engineering company), and the development of the site was conducted by Canadian real-estate developers, Olympia & York (Meyer, 1999). The most striking project in the development belongs to Cesar Pelli who is an Argentine-American architect known for designing some of the world's tallest buildings and other major urban landmarks (Meyer, 1999; Wikipedia, 2011). The earlier approach of urban design in order to produce a desired urban form was once more adopted in the case of development of Canary Wharf as an "Iconic Center" for the Docklands (Meyer, 1999). Since the development was carried out by a single large-scale real-estate company, the overall spatial organization of the Canary Wharf was criticized on the basis that the development was too much introverted (Meyer, 1999).

As the operational period of LDDC was coming to an end, a different planning approach was adopted. The 'development frameworks' were developed for the further developments on the major sites of the Docklands in this period. These frameworks aimed to define the spatial development of individual sites, an approach similar to earlier works of Hollamby and Cullen for the development of docklands (Meyer, 1999). One such framework is the development framework for the Isle of Dogs which is based on three major principles, as stated below:

An improved connection to the city center [...], the development of Canary Wharf into a full-fledged city center [...] (and) a strong spatial anchorage of the Isle of Dogs –to be achieved by a good structuralization of East London's large open spaces: parks, watercourses and basins- and more emphasis on the spatial design of such elements, which are to heighten the sense of a public domain. (Meyer, 1999, p. 109)

The second and third development decisions, stated above, foresaw a stronger physical control over the public spaces, whereas the implementation of these decisions faced problems from the previous stages of development. The housing projects implemented in the 1980s became significant obstacles in forming the continuous urban spaces along the banks of Thames (Meyer, 1999). Likewise, the expansion of Canary Wharf was hindered by Heron Quays which did not fit into the scheme of "new city center" functionally (Meyer, 1999)

In brief, apart from the initial urban planning attempts of Cullen and his associates, it is hard to trace an overall perspective on the desired urban form in the Docklands, as far as the planning attempts of the Canary Wharf as a city center, and the later development frameworks driven by LDCC and large-scale real-estate and development companies. The outcome of these planning attempts however resulted in a series of segregated urban realms (Meyer, 1999).



Figure 2-5 Master Plan of Canary Wharf by Skidmore, Owings and Merrill

<http://www.som.com/>



Figure 2-4 Development of Canary Wharf

<http://www.lddc-history.org.uk/>

2.2.4 An Overview of Planning Activities in London Docklands

The roots of British spatial planning lie in the idea of picturesque, and the search for a good balance between the private property and the public green spaces and a relation of such spaces with the overall city form (Rydin, 1998; Boyer, 2003; Hall, 1989). Accomplishment of this task in the British planning system, which is highly open to change and which values the rights of the private owner greatly, has often faced difficulties in creating the spatial coherence required for such a task (Meyer, 1999).

In the case of the London Docklands, the initial planning attempts aimed to produce a coherent structure during the early years of transformation. With the rise of Conservatives in the 1980s, the planning system concerning the development of the Docklands changed greatly with the introduction of LDDC, which held a substantial amount of planning rights (Meyer, 1999).

Initial works of LDDC in the district experimented with the classical planning approaches represented by Gordon Cullen and the Townscape group. But, such attempts were abandoned, just after the founding of LDDC which operated in favor of a more structure-based planning approach where the spatial character of individual districts were left to private sector developers. The planning initiative was more interested in the formation of the required transportation networks and attracting of capital to the site (Meyer, 1999).

In the end of its operations, LDDC were criticized for leading to the gentrification of the district and the lack of spatial coherence between the closed enclaves formed by neighborhoods and controlled office spaces. As the development of the Docklands was carried out through the developments of individual landowners, an overall spatial structure could not be achieved (Meyer, 1999).

The development story of the London Docklands is similar to the planning attempts of the famous architect John Nash in the 19th century. He tried to plan a spatial coherence in an urban structure, but the decisions and needs of individual owners forced great changes in the plan over time the application process of Nash's plans revealed that in the context of Britain a plan could only be realized through negotiation with the property owners. (Kostof, 1985). The planning attempts for the London Docklands exhibit similar tendencies and problems, a spatial coherence is still tried to be obtained which is rendered impossible by former piecemeal planning attempts (Meyer, 1999).

2.3 The Port of Barcelona

The planning venture of Barcelona has been more focused on the constitution of an identity for the city. The City of Barcelona aimed to construct two new 'capital city' images –a “cultural capital” and an “economic capital”- throughout the 20th century (Marshall, 2004; Monclus, 2000; Meyer, 1999). With its idiosyncratic planning and administrative culture, Barcelona managed to become one of the most successfully developing cities in the 20th century (Marshall, 2004). There are two factors behind this success: **the continuation of planning culture, which is known as ‘urbanismo’, and the continuation of political authority** (Meyer, 1999; Marshall, 2004).

2.3.1 The Planning Culture in Spain

The development of the planning discipline in Spain stems from the same reasons with many industrialized countries: congestion and low sanitary conditions of urban areas. While the planning discipline was developing, two different spatial approaches were competing for the future of planning practice. The first one is a more form-based approach which allows the existing urban form of earlier centuries to develop, and the second one is a more structure-based approach. While experiments with both approaches were being carried out in different cities in Spain⁵, Barcelona’s early planning attempts exhibit a precise example of the debate on planning in the late-19th century (Aibar & Bijker, 1997).

The planning debate over the extension of the city of Barcelona began in 1854 with the demolition of the city walls which eventually gave the historical city center the opportunity to develop (Aibar & Bijker, 1997). Initially, the development plan was commissioned to a Catalan civil engineer, Ildefons Cerda, in 1954. In 1956, with the conservative turn in the government, the local council appointed Miguel Garriga to be the municipal architect who would be responsible for developing an alternative plan. In 1859, the municipality decided to hold a competition for the production of the plan, and the first prize was awarded to the plan of Antoni Rovira (Aibar & Bijker, 1997).

Rovira’s plan was based on a radial system which extended existing historical center with a hierarchical network of streets and squares. The development plan of Cerda, however, envisaged a regular extensive grid system. While the emphasis of the Rovira’s plan was on the development of urban form, the Cerda’s Plan was based on regulations and improvement of sanitary conditions (Aibar & Bijker, 1997).

⁵ Such as the Linear city of Arturo Soria y Mata in Madrid

In the early Spanish planning context, the approval of the Cerda's Plan in Barcelona can be considered as a signifier of a tendency towards a functional planning approach. The approach was represented by a group, called G.A.T.E.P.A.C, which was the Spanish branch of CIAM, emerged in the first half of the 20th century. The group was first organized in 1930 in Zaragoza and continued their activities until 1939, the end of civil war and beginning of Franco's regime.

The period in which the G.A.T.E.P.A.C. was operational can be described as the heydays of the Modernism in Spain in terms of both architectural and planning theories. G.A.T.C.P.A.C., which was the Catalan branch of G.A.T.E.P.A.C., initiated a planning study for the development of Barcelona together with Le Corbusier in 1934 (Mumford, 2000). Although the planning study was never put into action due to the 1939⁶ great political outbreak, it can be considered as a characteristic example of the Modernist planning thought in Spain.

Under Franco's dictatorship, free market mechanism and speculation became dominant in making urban planning decisions (Meyer, 1999). Consequently, theories of urbanism could find chance for implementation. During the 1960s, a group of architects in Barcelona developed their criticisms on the Modernist schemes of the 1930s in favor of an architecture and urbanism with a particular emphasis on the regional cultural characteristics. Their projects however could not be implemented due to the political outbreak. Nevertheless, with the end of Franco regime, the theories that were developed in the 1960s became the paradigm of the new planning and design culture of Spain (Meyer, 1999).

The planning thought of the post-Franco school was pioneered by Oriol Bohigas, Manuel de Sola-Morales and Joan Busquets (Meyer, 1999). Bohigas, (1999) who defined the framework of their *urbanismo* with ten fundamental principles, made a particular emphasis on the importance of public space, value of diversity, importance of politics in the making of space, identity, legibility and importance of urban architecture. The framework drawn by Bohigas to obtain good urban space still continues to be operational in Spanish context (Marshall, 2004).

2.3.2 The Spanish Planning System

The planning system of Spain is similar to some European countries, such as Germany, Austria and Switzerland, which are governed through federal system. Among these countries, however, Spain has emphasized the notion of 'autonomy' the most. The regional (or federal) and city governments acquire great powers and responsibilities on urban planning, although the central administration reserves important legislative powers (Perez, 2007).

⁶ The end of Spanish Civil war and the beginning of Franco's reign

Today's planning system in Spain was founded in the late-1970s. Back in the 1950s when the legal structure of the planning system was developed, the planning system was rather strongly centralized. The Urban Planning Act which was enacted in 1956 under Franco regime brought about a system that led planning decisions to be made by a group of technocrats. Such planning attempts grouped under a series of targets, such as technological development and tourism development, were mostly in conflict with the needs and aspirations of the local governments. This planning system, on the other hand, resulted in a period of "developmentization" which was characterized by a sudden sprawl in cities, a rapid development of the coastal spaces, the development of chaotic land-use pattern in settlements and the degradation of the historical centers (Perez, 2007).

The 1978 Constitution changed the planning system of Spain through the introduction of two important principles. First, the Constitution has guaranteed the local autonomy of municipalities; and second, it has given 17 governments the rights to develop their own local Plans (Perez, 2007). Likewise, the Local Government Standards Act was enacted in 1978 and changed the planning approach of Spain in favor of a bottom-up planning approach (Perez, 2007). Since then, the new planning system has become one of the most decentralized systems of Europe (Perez, 2007).

Whether central or decentralized, the planning system in Spain is based on the understanding of recognizing urban planning as a "public function". Planning processes in Spain are legitimized by the return of the values produced through urban development, to the society as a whole. Even though private property ownership exists, acquiring a piece of land does not grant landowners a development right (Perez, 2007). Therefore, behind the success of many Spanish cities, there is a strong understanding of guarding "public good or interest" in urban development. Additionally, according to Perez (2007), the local autonomy in urban planning requires dedicated local governments in order to obtain better urban development. In the case of Spanish cities, like Barcelona where there is a strong civic pride, and a strong local authority, such a local autonomy results in desirable urban development (Meyer, 1999).

2.3.3 The Transformation of Barcelona Port

The relationship of the city of Barcelona with water has evolved throughout ages in accordance to the position of the city between having an autonomous directorship and being a colonial part of the central Spain. As mentioned earlier, the search for autonomy and individual identity for the city has been the driving force in the successive planning attempts of the port of Barcelona (Meyer, 1999).

The relationship of the city with water was limited until the 20th century. During the 19th century, the city's waterfront was formed by 'Passeig de la Muralla de Mar', a heightened boulevard that connected two poles of Barcelona's water accesses (Meyer, 1999).

The city's morphology changed greatly with a series of events. It first started in 1854 through the demolition of the city walls, and then followed by the Cerda's Plan for the expansion of the city in 1859, and the developments envisaged for the 1888 World's Fair. The city's urban texture and the character of waterfront which are still observable were developed in the second half of the 19th century. The urban features which gave the character of the Barcelona's waterfront, like Passeig de Colom, Pla de Palau, district of La Barceloneta were built in this period (Meyer, 1999; Monclus, 2000; Aibar & Bijker, 1997).

In the early years of the 20th century, the planning practice of Barcelona was marked by the activities of G.A.T.C.P.A.C. As mentioned earlier, in 1934, with the participation of Le Corbusier, a new development plan for Barcelona, namely Plan Generalitat, was prepared on the basis of Modernist planning principles. The plan, which envisaged the developments for the coastal strip, proposed a great deal of coastal reclamation to provide large apartment blocks with collective facilities (Meyer, 1999).

After this period when the Modernist planning and design principles were exhibited in Barcelona, the period of speculative developments began with Franco regime in Spain (Meyer, 1999). In this period, the influence of the discourse of Catalan urbanism, together with the autonomy of the city, weakened (Monclus, 2000; Meyer, 1999). The waterfront underwent a great deal of change in this period. The Passeig de Colom was redesigned as a twelve lane-thoroughfare; La Barceloneta became totally occupied by industry together with the rest of the waterfront of the Ensanche (Meyer, 1999).

Under Franco's rule, a group of architects in Barcelona, however, kept working and developing their thoughts against the developmentalisation imposed on the city. In 1969, they became institutionalized by founding Laboratorio de Urbanismo under the leadership of Manuel de Sola-Morales and Joan Busquets. Laboratorio de Urbanismo's main criticisms against the planning paradigm of the time were based on the claim that the ideas of the G.A.T.C.P.A.C. were forcing the urban development into an international model of urban development that lacked the ability to represent unique identity of the city and region (Meyer, 1999)

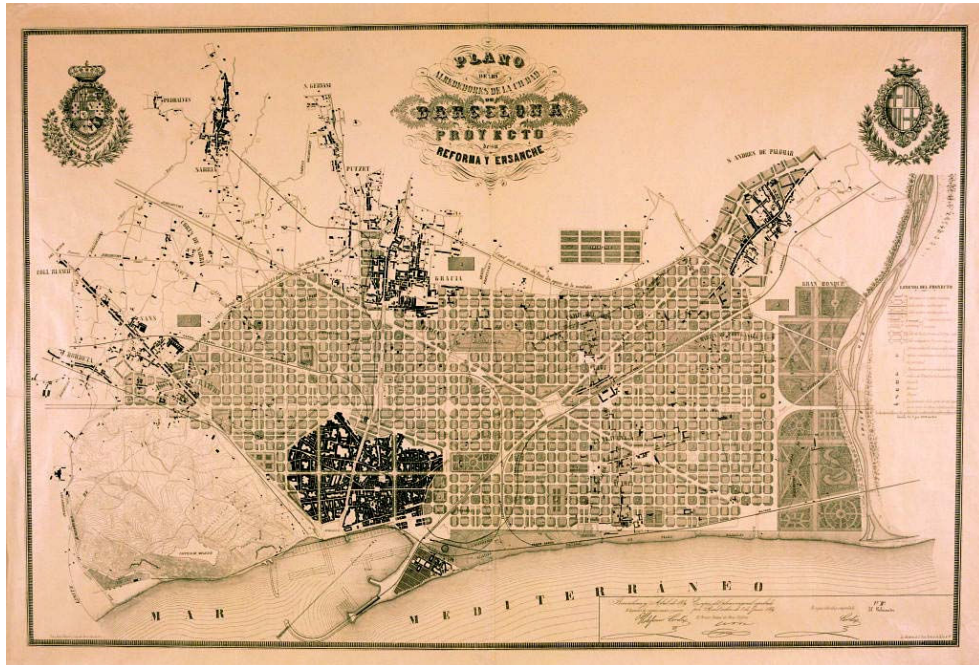


Figure 2-6 Plan of Barcelona Expansion by Ildefonso Cerda, 1859

<http://www.cccb.org>



Figure 2-7 Existing Texture of Barcelona Ensanche against G.A.T.C.P.A.C.'s Modernist View

<http://www.cccb.org>

The ideas of the Laboratorio de Urbanismo found a ground of application in the 1971 competition for La Barceloneta which was won by a group led by Manuel de Sola-Morales. The competition was opened as a response to the Ribera Plan which aimed at developing the whole waterfront of the city to raise land and real estate values. In contrast to the Ribera Plan, Morales' proposal envisaged the preservation of the historical values of La Barceloneta, and the development of a linkage with the existing structure of the Ensanche through a series of large-scale housing blocks (Meyer, 1999).

Following the death of Franco in 1976, redevelopments along the Barcelona waterfront, mostly directed through the efforts of the prominent Catalan architects, continued. These architects also ran the critical campaigns against the planning attempts during Franco regime. Under the direction of four successive periods of socialist mayors -Narcis Serra, Pasqual Maragall and Juan Clos i Matheu, Jordi Hereu, and with theoretical guidance of Sola-Morales, Oriol Bohigas, Jordi Borja and Juan Busquets, the city's waterfront developed consistently in the last four decades (Bohigas, 1999; Meyer, 1999; Monclus, 2000).

The principles that guided the intricate developments in Barcelona after the 1980s are based on the principles of Urbanismo, as defined by Sola-Morales in 1986 as follows:

Urbanismo is specifically defined as "urban planning = land division + urbanization + building"

-Land Division: the creation of a city plan indicating the distinction between public and private space, and between open and developed space

-Urbanization or urban design: the design and organization of public space in combination with public facilities, to be done in such a way that public space can become a significant element of urban culture.

-Building: the establishment of building regulations. (Meyer, 1999, p. 151)

The principles of Urbanismo were implemented through a project of Morales for the former location of Passeig de Colom. The project was named Moll de la Fusta in 1980. This project revitalized the former idea of balcony on the waterfront, while mending the damage done by the construction of a thoroughfare in the 1960s. It was based on the idea of a multi-layered transportation infrastructure which allowed cars, pedestrians and rail transport to co-exist at the same time (Meyer, 1999).

With the revitalization of La Barceloneta, the restoration of industrial buildings in the district and the development of an urban beach in the district, the Moll de la Fusta became one of the most important public spaces of the city (Meyer, 1999).



Figure 2-8 Barcelona Port Transformation Areas

The revitalization projects of La Barceloneta and the Moll de Fusta in the 1980s can be counted as large scale examples of a group of planning acts in Barcelona, where small scale urban interventions were being realized in the city under the directorship of the Catalan Socialist Party. With the contributions of advisors from universities, like Oriol Bohigas and Jordi Borja, these small interventions were designed as participatory processes to enhance the newly developing civic pride in the city. The neighborhood communities set up in 1980 with the contributions of Borja acted as both centers for social services and means of making the local planning applications more participatory (Marshall, 2004).

When Barcelona was given the opportunity of hosting the 1992 Olympics, the development along the waterfront was hastened. The planning process of the Olympic Park and Poble Nou as the residential quarters on the waterfront signifies a great leap in the development activities of the city. With the mega event, the planning initiatives gained both economic and political support for development. It can be said that, with the haste of development, the formerly discussed participatory culture of planning practice in Barcelona weakened for a time. The planning processes were carried out between planning initiatives and developers, as opposed to former participatory planning approaches in the 1980s (Marshall, 2004).

The development plans for the waterfront followed the 'Urbanismo' principles of Morales, but the physical outputs of the plan were modified to accommodate a program required for the Olympic Village. Oriol Bohigas' firm, called MBM, was responsible for the design of the new waterfront (Meyer, 1999). The proposal had three main points: 1) the continuation of the public spaces along the waterfront already developed by Morales' design, 2) The extension of existing urban areas as integrated parts of the existing urban tissue, which was developed with Cerda's plan, and 3) the redevelopment of Passeig del Taulat which provided the inner city access for the waterfront (Busquets, 2005).

Even though the development of Poble Nou was similar to public-private partnerships in the case of London Docklands case, it can be said that the project reflects the traces of the socialist party and its former planning attempts in the city.

The Olympic Village provided 2,500 apartments, 60,000 square meters of office space and 185,000 square meters of facilities. Oriol Bohigas was once again the leading actor in a large-scale development project in the city. Oriol Bohigas, being an architect-planner highly aware of the history and planning principles that affected the City of Barcelona, developed a modern approach to the existing urban dynamics. The project for the Olympic Village was designed as a large-scale urban project.

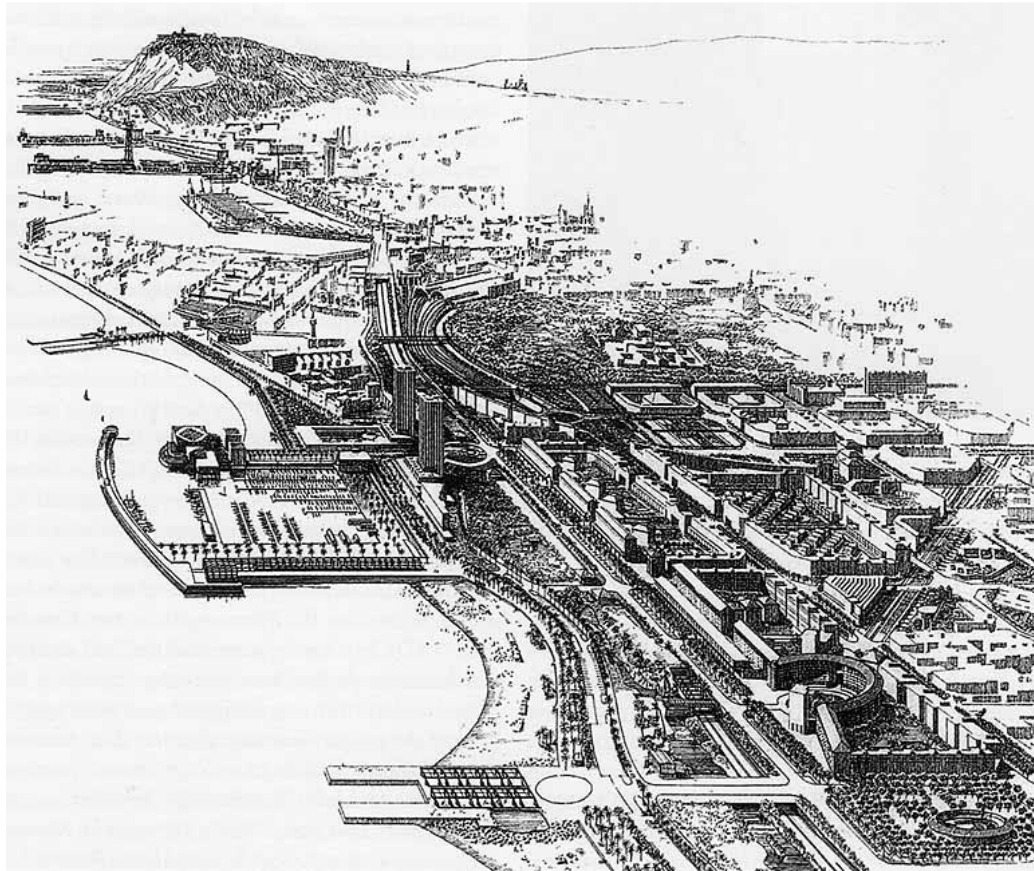


Figure 2-9 Barcelona Poble Nou Design by MBM (Meyer, 1999)

The design principles of the project can be explained in four layers. The first layer of design in this respect was the infrastructure network composed of a street network extending the street layout of Ensanche, and a rail line. The second layer consisted of a series of parks along the waterfront. The third layer consisted of perimeter blocks of residential units formed with references to the existing typologies within the Ensanche. The fourth layer was composed of low-rise free-standing housing units inside areas surrounded by perimeter blocks (Meyer, 1999).

Although a development approach of public-private partnership was adopted to the design approach, Bohigas included an emphasis on the public space character of the Olympic Village. The layout of urban perimeter blocks created streets within the Olympic Village in forms of continuations of the existing urban structure. These streets, which acted as public spaces, were not officially part of the public domain, but they were parts of the collective properties of house owners in the area. Also, the development on the waterfront carried a strong public character (Meyer, 1999). Thus, even the actors and production means of space enforced the changes in public space development of the Olympic Village enforced the changes in the earlier production methods of public spaces, the case of Barcelona is remarkable in terms of the prevailing importance given to the creation of public space and planning for the public interest.

2.3.4 An Overview of Planning Activities in Barcelona

The planning system in Spain has become highly decentralized since 1978 with the planning rights given to the territorial organizations. As such, design practice has been also directed by the search for local identities and autonomy (Perez, 2007). Urban planning has been seen as an activity of reproducing the surplus values generated in the process of urbanization in favor of all urbanites, and thereby in the public interest (Perez, 2007).

The local autonomy may be seen negative in cases where the local authorities give less importance to planning practice. In cities, like Barcelona where there are an established planning culture, a civic pride in the residents of the city and a continuation of political thought, the planning activities were able to consistently produce legible and desirable urban spaces (Bohigas, 1999; Meyer, 1999; Marshall, 2004).

According to Meyer (1999), the evident success of the waterfront redevelopment of Barcelona over the last forty years lie in **the involvement of design professionals, like Bohigas, Sola-Morales and Busquets in planning processes** and the faithfulness of these architect and planners to the former works of planning in relation to their new projects.

2.4 The Port of Rotterdam

Meyer (1999) defines the relationship of Dutch cities with water as a constantly changing relationship. The reasons behind his definition are the continuous growing nature of ports in the Netherlands and the idiosyncratic relationship between the sea and the country. Likewise, the Netherlands has had a strong planning culture due to the need to respond to the intricate technical problems posed by the relationship of land with water. Thus, the idea of planning is a natural necessity for the Dutch (Faludi, 2005).

2.4.1 The Planning Culture in the Netherlands

The accounts on the planning culture of Netherlands begin with the evident facts of the country that create a nationwide respect for planning; the fact of the country being below sea level and the fact that the country is built on man-made land (Faludi, 2005; Valk, 2002). These two evident characteristics shaped the development of the planning culture in Netherlands throughout the 20th century.

Three important developments in the urban planning theory of the 20th century -the notions of 'Garden City', 'suburbanization' and 'greenbelt' development- influenced the initial development of the Dutch planning discipline. In 1924, Amsterdam hosted a conference of the International Garden Cities and Town Planning Association, in which the concept of 'Garden Cities' was discussed. The critical contribution of the conference was the remarks of Piet Bakker Schut on the importance and possibilities of regional planning at the national scale and the need to control and limit the suburban developments. The country had been applying a nation-wide planning activity for containment of urban land to preserve the limited amount of rural land the country has (Faludi & Valk, 1994).

Due to the limited amount of land and resources, the Dutch planning system adopted the ideas of compact development and nation-wide regional planning, starting from the early-1920s. The regional planning became considerably important during the period of German occupation. Prior to and during the German occupation in the country, a Dutch civil engineer, J.A. Ringers, was appointed as the Government Commissioner for Reconstruction and the Building Industry. As a technocrat, during the post-war reconstruction period of the Netherlands, Ringers was responsible for the reconstruction of the Netherlands from regional scale to architectural-design scale. Throughout this period, two important agencies were founded. The first one was the agency responsible for the post-war development of heavily damaged urban areas, and the second was the Architectural Boards that would be responsible for listing qualified architects for the re-developments (Faludi & Valk, 1994).

Following the post-war reconstruction period, in the beginning of the 1960s, a debate between planologists⁷ and urban planners started to grow on the critics of long-established implementation of strategic planning's inability to define the physical environment. There were two poles of ideas within this debate. On the one hand, there was an argument about the insufficiency of urban design projects to legitimize the design proposals on a scientific basis (Faludi & Valk, 1994). The counter-argument, on the other hand, was about the ideas of planologists which lacked control over the end result of

7 'Planologie' is a Dutch word, typically translated as synonymous with urban planning. The distinction between the two, however, can be found in the etymology of their respective suffixes. *-logy* (or *-logie*), indicating a branch of knowledge, is derived from the Greek *-logia*, which means speech and is related to lecturing and the knowledge a lecturer must first accrue. *-ing* comes from Old English and denotes the continuous nature of an action. Planologie (or planology) is therefore a branch of knowledge, while urban planning is an action continuously being taken, an action within spatial planning, which is itself an action within planologie. (The website of Planologie, 2009)

planning activities (Faludi & Valk, 1994). In 1982, a symposium was held by the Association of Dutch Urban Designers which declared that:

The disciplinary base of planology was weak. ... As long as planology does nothing but concern itself with "practical" problems, it will remain in its infancy... What was needed was a reconstruction of its meta-theory, the pseudo-scientific assumptions and dreams which, in one form or another, are always the base of science. (Faludi & Valk, 1994, p. 178)

The debates on the planning approaches between the 1960s and the 1980s were followed by the emergence of the notion of "conceptual planning" in the 1990s. The notion of conceptual planning negotiated the debates between 1960s and 1990s, since it encompassed both the technocratic background of strategic planning and also defined directions for the production of urban design projects. Likewise, with the growing effect of globalization in the second half of the 20th century, the concepts like "city branding" and competition between cities and regions have emerged; and consequently the idea of proposing specialized design concepts for individual cities found a profound basis (Faludi & Valk, 1994). Today, even though the strongly scientific and technocratic character of Dutch regional planning is still operational, the understanding of planning that extended its boundaries to encompass design disciplines and planning theory is still being operated in this respect (Faludi & Valk, 1994).

2.4.2 The Dutch Planning System

The Netherlands is a country with a sophisticated planning system. The idea of planning both in national and regional levels is well-institutionalized (Valk, 2002; Faludi, 2005). The Netherlands is a decentralized unitary state, composed of 12 provinces and more than 500 municipalities. Planning responsibilities are distributed among these administrative bodies at different levels (Valk, 2002).

Even though planning documents are binding documents, different than the British case discussed earlier, the conflicts between different authorities on the planning responsibilities and duties are resolved through consensus building (Valk, 2002).

One of the major concerns of planning decisions in the national scale is the effective use of land by enforcing compact development for cities (Valk, 2002). The Netherlands is one of the most densely populated countries in the world. The need for the compact

development is therefore an important concern for the well-being of the country (Valk, 2002; Faludi, 2005).

Even though the planning powers are shared by the municipalities and other local agencies at various levels, the National government still holds the biggest power of control over planning decisions. Because the National government holds the power to make nation-wide strategic planning decisions, whereas municipal authorities have the planning power limited to land-use planning. The decisions of the National government are guidelines for local governments. In the case of conflicts between authorities, the method of consensus building is adopted.⁸ This is mostly due to the un-politicized nature of planning practice in the Netherland. Urban planning is seen as a technical profession which is left to planners (Faludi & Valk, 1994).

In the Netherlands, the strategic planning is currently used as the main planning approach. The long-standing application of strategic planning has allowed the system to become adaptive over time. For example, to maximize the effective use of land, the Dutch land-use policy employs the multiple land-use strategy where land is not designated for a single use, but a range of possible uses. Likewise, in an area designated for agricultural development, unusable land appears as a result of fragmented ownership, supplementary buildings only for agricultural purposes are allowed to be developed on the land (Valk, 2002).

To sum up, although the Dutch planning system is decentralized, the planning power on strategic development is given to the National government. Local municipalities, on the other hand, have control over land-use decisions. The advantages of the planning system are the un-politicized nature of urban planning and the long-established culture which sees urban planning as a technical profession. The conflicts among authorities emerged within the planning process is resolved through the consensus-building culture of the country.

2.4.3 The Transformation of Rotterdam Port

Rotterdam has always been characterized by its port, as it is the world's largest port, and a very important part of a greater network of transshipment. The city is actually featured

⁸ The Dutch planning system constitutes a contrast to the British case where the political conflicts between the central and local governments became an obstacle for the redevelopment of London Docklands and the implementation of London Docklands Strategic Plan of Docklan Joint Committee in the 1970s.

by its specialization in transshipment over the last century (Schrijnen, 2003). The port of Rotterdam still continues to grow towards the sea, while the inland areas left by the port functions are being transformed as in the manner of Bird's "Anyport" model suggests.⁹ As a city that largely depends on the existence of its port, the port functions in Rotterdam are an integrated part of the urban environment (Meyer, 1999).

Meyer (1999) explains the initial formation of the intricate relation between the city and port of Rotterdam with the development of Waterstad in the 16th century. With the increase in the capacity of the port, a great amount of land was filled by sand flats outside the city dikes. These filled lands, planned for industrial functions, were later occupied by other functions like office spaces and private residences of merchants during the following years (Meyer, 1999). This earlier development of Waterstad is actually still continues to expand the port functions. Consequently, new lands are claimed from water. This is followed by the development of industrial functions and transportation infrastructure. Then the reclaimed areas are successively occupied by office and residential functions (Meyer, 1999).

As noted earlier, the Dutch planning system has two basic characteristics: It is seen as a technical profession and conflicts are resolved through consensus (Faludi & Valk, 1994). The expansion of the port district, in this respect, has been directed by a successive series of **technocrats** who became the director of **Public Works**. Therefore, the planning history of the port of Rotterdam can be traced through the ideas and proposals of these directors.

In 1879, G.J. De Jongh was the director of Public Works in Rotterdam. He contributed to the development of the city through the policy of strengthening the mutual relation of the city and the port functions by orienting the main urban elements toward the river (Meyer, 1999). He also led to the expansion of existing port functions through the projects of Kopt van Zuid (Meyer, 1999). The expansion of Cool Ponder and the development of regularly-designed housing areas around it also took place in this period (Meyer, 1999). De Jongh's planning decisions related to the development of the main boulevards towards the port and the great expansion of the port land turned the port into the core of the city (Meyer, 1999).

⁹ The model for development of city port relations, put forth by James Harold Bird in 1963, is called the Anyport Model. The spatial development of city-port relations suggested by this model is based on a direct relation of form and function formed through a linear succession of historical development phases, where initial development of 19th century port industrial functions move gradually to out of the city center, the left over spaces are later again occupied by inner city commercial and cultural functions. (Daamen, 2007)

De Jongh's proposal to direct the urban elements towards the port defined the unique cultural character of the city in the following years. The port no longer acted as a part of a large technical infrastructure serving technical necessities, but the city developed together with the port. This development shaped the "civic culture" of the city until the 1960s (Meyer, 1999).

The successor of De Jongh was W.G. Witteveen who became the director between the years of 1926-1944. He changed the growth strategy of the port and the city, and led the growth of the city in a concentric manner on both sides of the river around the historical center. The port, on the other hand, was developed towards west through the decisions of the Port Authority. The district called 'Kopt van Zuid' that went through a declining process became the core regeneration site of this period due to the deterioration of the city core (Meyer, 1999).

After the bombardments of the city in 1940 by Germans, the planning attempts of Rotterdam focused on the reconstruction of the city both physically and psychologically. The successor of Witteveen, C. Van Traa, brought forth the earlier ideas, such as the cultural identity of the city that would be mainly built on the port-dependent economy as the concept of "image of work" (Meyer, 1999). Under Van Traa's directorship, the development once again focused on the district of Kopt van Zuid. The redevelopment policies of this period were particularly concerned with both the architectural expression of the new development and the view of the port from the land through public spaces (Meyer, 1999). Two important urban infrastructures were introduced within the framework of the project. The first one was the 'Maas Boulevard' which lay along the curve of the river. It was designed based on the idea of "parkways" that were originally developed in the U.S. The other important piece of infrastructure was the "window to the river" which was actually a bridge to connect two important parts of the city, Oude Haven and Coolsinger, across the river, presenting a full view of the port and its surroundings for people who passed by (Meyer, 1999).

The concerns on the cultural revival of the city in the post-war period evolved throughout the second half of the 20th century. In 1974, under the social democrats' leadership, the sprawl of the city was directed into more compact forms with particular emphasis on urban housing. The approach of the city council in this period continued the former approach of post-war reconstruction in term of construction of a civic culture which had become a valuable asset of the city (Meyer, 1999).

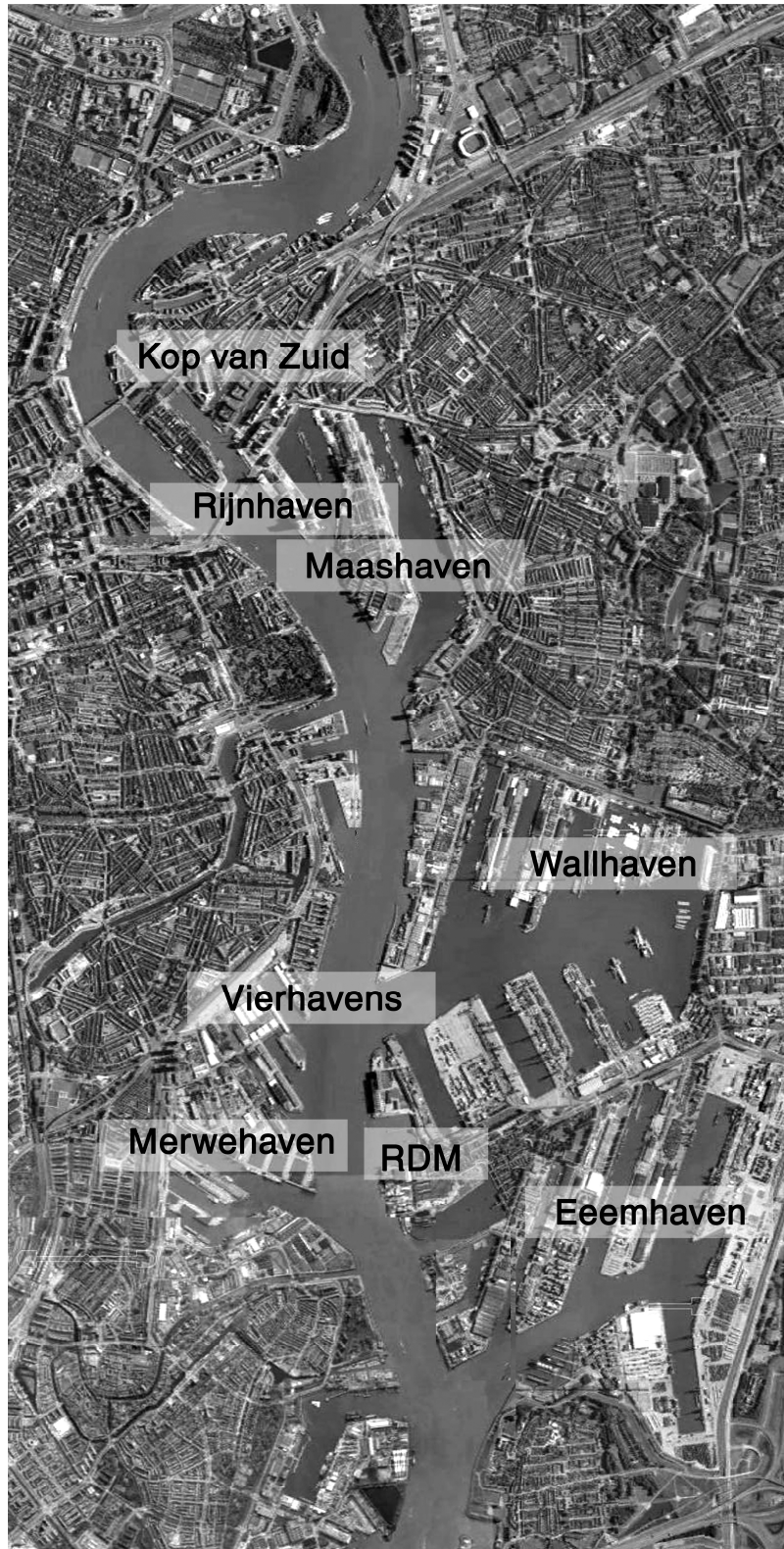


Figure 2-10 Port of Rotterdam

The mentioned period also coincides with the rise of the idea of conceptual planning in the Netherlands as discussed earlier. Innovative urban design concepts were developed and implemented in this period, such as the Paper Clip housing complex built on Kop van Zuid. The housing complex was designed with references to the physical structure of the port and shipping industry, and shows the Dutch designer's interest towards experimental design ideas (Meyer, 1999).

The Leuvehaven & Oudehaven Projects are the two other significant projects, which were developed, based on the conceptual planning and innovative design. The former project is basically a housing complex on the quays of Leuvehaven. The main aim of the project was to discourage office developments in the center and construction of a living urban environment with housing and cultural developments in the area. The former project, Oudehaven also had similar purposes. For the Oudehaven project, the municipality directly contacted the architect Piet Blom in order to "produce" the urban environment that was proposed through the conceptual plan (Meyer, 1999). The Piet Blom's plans were however shelved, and the site became the home of new accommodations for Ned'loyd, the largest shipping company in the Netherlands and one of the largest in the world (Meyer, 1999).

The image of the port that was promoted for years changed drastically in the 1980s from the working city to the city of logistic hub. The cultural identity of the city was once more reviewed in this period especially with the involvement of Erasmus University. The new frameworks of planning, named as 'Rotterdam Tomorrow', were prepared by the researchers from Erasmus University and Dutch Economic Institution, besides the representatives from the Chamber of Commerce (Meyer, 1999).

The new Rotterdam plan changed drastically the transformation policies of the port in 1987 with the new development proposal for the Kop van Zuid district as the new city center. Again, the plan was remarkable in terms of the tendency of the planning authorities to establish strong links between the city and the port by directing the development of the city center towards the dilapidated district of Kop van Zuid. Designed by Teun Koolhaas Associates, the master plan aimed to obtain diversity for Kop van Zuid both on the level of spatial organization and program which were seen as the bases of the creation of an urban center (Meyer, 1999). The design of various portions and important buildings in Kop van Zuid were commissioned to a series of globally recognized architects; and the developments were controlled through a set of guidelines proposed in the master plan (Meyer, 1999). The Kop van Zuid district has ultimately turned into a center for the headquarters of logistic companies next to the largest port of the world (Meyer, 1999)

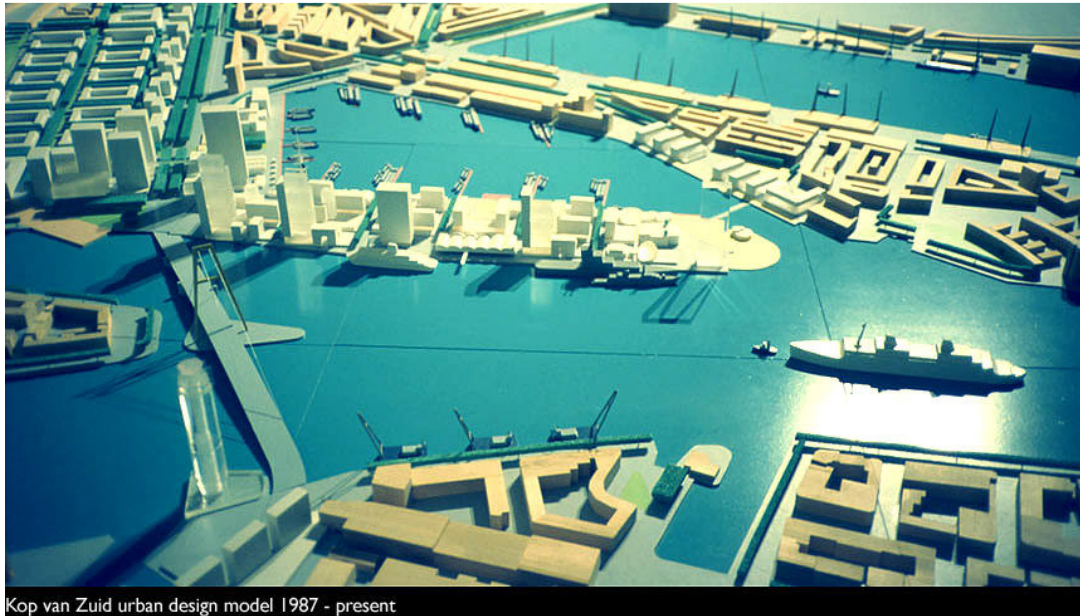


Figure 2-11 Urban Design Plan for Kop van Zuid by Teun Koolhaas Associates

(Source: <http://www.teunkoolhaas.nl>)

Despite the global economic crises in the end of the 20th century, ‘bold building activities’ were carried out in the district to maintain the global image mentioned (Schrijnen, 2003). In other words, architectural and urban design was valued greatly to be able to produce the desired centrality in the global context. By commissioning the architectural projects of many buildings in the site to the world-wide recognized architects and urban designers, like Rem Koolhaas, Aldo Rossi, and Jean Nouvel, the district became an architectural and urban showcase (Meyer, 1999).

Developed over the last 30 years, Kop van Zuid has become the cultural and commercial center of Rotterdam and an important administrative center for many logistic companies. Also, the developments in Kop van Zuid once again strengthened the relationship between the city and the port with its variety of public spaces (Meyer, 1999).

2.4.4 An Overview of Rotterdam’s Planning Activities

The planning has a cultural basis in the Netherlands due to the need to maintain the relationship of the country with water and limited amount of land (Faludi & Valk, 1994; Faludi, 2005). As a result, urban planning has developed as a technical profession throughout centuries.

Since the earlier years, the planning activities in Rotterdam have focused on the relationship of the city with its port which has developed as a continuation of the urban environment. Earlier debates on the planning of Rotterdam were between the establishment of strong links between the city and port and the separation of these two. Behind this conflicting thought, there was a concern on the risk of the uncontrolled development of the port which might threaten the development of the city both culturally and spatially (Meyer, 1999).

During the post-war years, the plans of the city focused on the reconstruction of both the physical environment of the port and the rehabilitation of the social environment of the city which was characterized by its port (Meyer, 1999). In this period, the port started its development towards the west, while the city center tried to be redeveloped by the waterfront on the vacant lands of the old port (Meyer, 1999).

With the introduction of the “conceptual planning”, the understanding of planning as a technical profession, was integrated with the discipline of design. This resulted in deliberate attempts to plan Rotterdam and its port as a globally recognized urban center (Faludi & Valk, 1994). The recent redevelopment of Kop van Zuid as the new urban center and global hub for the headquarters of logistic companies through the architectural and design projects of globally known architects, such as Koolhaas, Rossi and Nouvel, can be considered one such deliberate planning activity (Meyer, 1999).

2.5 The Comparison of the three examples of port transformation regarding the actors involved in the design process and their effect on the design of the port

In all three cases discussed above, it is possible to note that the transformation processes had been triggered by the central authorities. Nevertheless, the transformation processes had been carried out differently depending on the combination of planning approaches on local and national scales. A pattern of development can be defined in this respect where the central authority draws the framework of development and the local authority plays a significant role in the transformation of districts by controlling the activities of the private sector developers in the area.

In the case of London Docklands, the transformation process was conducted by LDDC which is one of the first three Urban Development Corporations (UDC) founded in the

1980s. The major actors involved in the transformation process earlier on the local scale were the Greater London Council (GLC), which was abolished in 1986), Port of London Authority (PLA), local boroughs, and the Docklands Joint Committee that included the representatives of GLC, local boroughs and PLA. The Docklands Joint Committee conducted the planning process of the district with a participatory approach where many local community groups, together with the local boroughs were involved in the planning process until the foundation of LDDC (Batley, 2007).

Table 2-2-1 Highlights from the Three Cases Discussed

	LONDON	BARCELONA	ROTTERDAM
Planning Culture	Neo-Liberal, Market Driven	Autonomous local planning culture as a result of local political culture	Long established, depoliticized, technical understanding of planning
Planning System	Decentralized, with local development corporations	Decentralized, the planning rights belong to the municipality	Decentralized, within a hierarchical structure
Important Concepts	Quasigovernmental organizations. Effects of Neo-Liberalism on Planning	Civic pride, Continuum of political authority, large events as driving force of planning	Well institutionalized planning culture. Planning with design as a major input

Following the initiation of LDDC, we can observe a **separation between physical development of the district and the social development**. LDDC states this separation clearly as follows:

“The LDDC was not a housing authority, education authority, health authority or training body and had no responsibility for social services, all of which powers remained with the local councils and other public sector organizations. Since housing and education were firmly in the control of Labour-run Councils, totally opposed to the new venture, they were unlikely to put themselves out to provide the necessary ingredients to achieve integrated regeneration.”
<http://www.lddc-history.org.uk>

Together with the abolishment of GLC in 1986, many of its functions were transferred to local boroughs and a series of councils, which resulted in an ad-hoc body of planning. With the changes in the planning structure in the 1980s in Britain, planning powers were centralized and public-private partnerships became the leading initiatives in local scale (Batley, 2007). Thus, the regeneration of London Docklands was carried out by the government support, under the leadership of LDDC in form of large-scale development projects in collaboration with international development companies, such as Olympia and York.

In the case of Barcelona, the transformation attempts of the port areas can be examined through two different phases. The first phase included the small urban development projects, such as the cases of Mall de Fusta or the transformation of Barceloneta in the 1980s. Together with various small-scale development projects aiming to improve the quality of life in the city, these local projects were developed with the partnership of Municipality of Barcelona and community groups among which the University of Barcelona had a particular importance. In such cases, the local councils and community groups were influential in both the design approaches and the development (Marshall, 2000). The involvement of local community groups resulted from the local planning culture of Barcelona as discussed earlier.

The second phase in the case of Barcelona is **the city's engagement with global events**, such as the Olympic Games and the Forum of Cultures, which were seen as the opportunities for regenerating deprived urban areas. In these cases, the involvement of the central authorities in the planning and development processes increased, whereas the effect of local community groups decreased. The planning decisions and allocation of economic sources for infrastructure purposes were planned by the Central Government in Spain. On the other hand, the Generalitat -the government of autonomous community of Catalonia- had the planning powers in regional scale and kept their supervisory role over the municipal activities (Marshall, 2000). For the regeneration projects related to the global event like the Olympic Games, the central control over the local planning decisions increased. In the case of Barcelona, the planning process of Poble Nou were conducted under the leadership and support of both the central and regional governments, as well as the Municipality of Barcelona. However, different than the case of London, the development and design initiative was a local organization, namely MBM Architects. Nevertheless, directed by a former Director of Planning of the City of Barcelona and an academician working for the University of Barcelona, who is one of the influential actors in the earlier small-

scale community development projects, MBM's development strategy were more oriented towards public interests.

In the case of Rotterdam, the planning structure and positions of actors within the transformation process is much more rigid, as compared to Spanish and British examples. In the case of Rotterdam port re-development, the number of actors involved in the decision-making process was extensively high due to the hierarchical structure of planning practice in Netherlands and the importance given to the nation-wide strategic planning. Throughout the decision-making process of the extension of existing port functions and transformation of the Kop van Zuid area, the central government authorities, five ministries, the local port authority, the municipality of Rotterdam and a series of local municipalities, together with a series of non-governmental organizations including environmental organizations and trade and industry organizations, were included in the initial negotiations phase (Kelly, 2005).

In the case of development of Kop van Zuid, the transformation process can be interpreted as an earlier trial of **the Big Cities Policy** in Netherlands, which was declared in 1994. The policy aimed at rehabilitating the deprived areas in major cities. Behind this, the prominent goal was to create "complete" cities with their economic, social and infrastructural aspects (Van Kempen, 2000). Within the framework of the Big Cities Policy, the transformation of the Rotterdam port was conducted through the planning decisions and support of the central government in 1994. The realization of the project was carried out under the leadership of the Ministry of Public Works, whereas the plans were prepared and realized by the City Council of Rotterdam. (Rode, 2006) In overall view, the project aimed at the development of Rotterdam as a whole and it was initiated with the strategic planning decisions of the central government. The project, however, was planned and developed under the control of the local council to accomplish the goals set by the central authority. Within the established planning culture of Netherlands where planning is seen as a fundamental public institution and design quality is given particular importance, the project was conducted in collaboration with worldwide-known development companies, such as the Teun Kolhaas Association.

Table 2-2 The Table of Actors Involved in the Transformation Cases of London, Barcelona and Rotterdam (Items in bold lettering indicate primary actors)(Author's own interpretation based on; Batley, 2007; Kelly, 2005; Van Kempen, 2000; Meyer, 1999; Marshall, 2000)

	LONDON	BARCELONA	ROTTERDAM
Central Government Institutions Agencies	<ul style="list-style-type: none"> • The central government • The Secretary of State for the Environment • Government Office for London (GOL) 	<ul style="list-style-type: none"> • The central government • Government of Catalonia 	<ul style="list-style-type: none"> • Central Government • Ministry of Transport, Public Works and Water Management • Four other ministries
Local Government Institutions/ Agencies	<ul style="list-style-type: none"> • Local Boroughs • Greater London Council (GLC)(Until 1986) <ul style="list-style-type: none"> • London Planning Advisory Committee (LPAC) • Port of London Authority <ul style="list-style-type: none"> • Docklands Joint Committee (DJC) 	<ul style="list-style-type: none"> • Municipality of Barcelona • Barcelona City Council • Strategic Metropolitan Plan of Barcelona Association 	<ul style="list-style-type: none"> • Rotterdam Port Company • Rotterdam Public Works Department • Rotterdam City Council
Quasi-Public Institutions / Agencies	<ul style="list-style-type: none"> • London Dockland Development Corporation (LDDC) (1981-1999) 	<ul style="list-style-type: none"> • Public company managing the events site of Barcelona 	<ul style="list-style-type: none"> • Rotterdam City Development Corporation
Private Sector	<ul style="list-style-type: none"> • Large-scale real estate and development companies • Olympia and York Development Company • International architectural and engineering firms • Skidmore Owings and Merrill (SOM) • Individual landowners • Light industrial capital 	<ul style="list-style-type: none"> • Large-scale real estate and development companies (MBM Architects) • Catalan-Spanish architects (Oriol Bohigas, Sola Morales) • Port authority managing the Harbour of Barcelona 	<ul style="list-style-type: none"> • Teun Koolhaas Associates • Other renowned architects and development companies
Voluntary Sector /Non-Governmental Organizations	<ul style="list-style-type: none"> • London First Centre <ul style="list-style-type: none"> • London Pride Partnership • Confederation of British Industry (London Region) <ul style="list-style-type: none"> • London Chamber of Commerce and Industry 	<ul style="list-style-type: none"> • Chamber of Commerce <ul style="list-style-type: none"> • Trade Unions • Universitat de Barcelona • Catalonia Workers Commissions 	<ul style="list-style-type: none"> • Erasmus University • Dutch Economic Institution <ul style="list-style-type: none"> • Chamber of Commerce • The Association of Water Boards (UvW) <ul style="list-style-type: none"> • The Society for Dutch Enterprises (VNO-NCW) • The Ports and Industries Association Rotterdam (Deltaliqqs)

CHAPTER 3

TRANSFORMATION OF IZMIR HARBOR DISTRICT

This chapter aims to explain the planning process of the Izmir Harbor District. In this respect first Turkish planning context is explained followed by a discussion on the history of Izmir, which highlights the characteristics of planning practice in Izmir. The introductions of the planning context of Turkey and history of Izmir are followed by a detailed narration of the planning process in the district in the last decade. The study on the last decade of planning in the district is conducted through archival research and interviews with the representatives of influential actors of the planning process.

3.1 The Planning Culture in Turkey

The development of Turkish planning context can be understood with reference to the modernization project which began in the late years of Ottoman Empire, and highly revolutionized with the founding of Turkish Republic. As the 19th century modernity project resulted in the founding of many nation states, Ottoman Empire had to adopt its system to maintain its multi-national existence. Together with modernization attempts in the military, administration, and rights of minorities and so on, the land development system changed greatly in this period. With the end of Ottoman Empire, the newly-founded Turkish Republic brought the modernizations affords to another level. The main aim in this respect was to constitute an existential basis for the newly founded republic. Thus, the urban development tradition of the Empire was left aside for the purpose of founding the modern nation state. Tekeli (1998) lists four major dimensions of this modernization movement. First, the approach to knowledge, ethics and art was changed in favor of a universal and positivist tradition. The second dimension of change was economic, seeking for industrialization and private property, as well as the institutionalization of capitalist economic development. The third dimension was the establishment of 'representative democracy' within the nation state. The last dimension of the modernization movement was to raise free individuals, who had equal legal rights and who were aware of their responsibilities and rights within the society (Tekeli, 1998).

It could be argued that, unlike the formerly discussed cases where the driving force of the development of the planning practice were the rehabilitation of the environmental conditions generated by the 19th-century industry, the development of the discipline in Turkish context is related to the building of a new nation.

In the latest years of Ottoman Empire, there were two observable changes which can be considered as the earlier attempts of modernization. The first one was the institutionalization of the distinction between public and private spaces in the second half of the 19th century; and the second one was the replacement of the earlier 'governing class' which was made up of elites educated through classical Ottoman military hierarchy by bureaucratic elites educated in Europe (Tekeli, 1998).

The changes in the urban space of the 19th-century Ottoman cities can be best observed in port cities. By introducing infrastructural elements, such as the railroad, the 19th-century port, together with new types of social and commercial buildings, such as hotels, offices, clubs and like, the locations of existing city centers changed in most of the port cities of the Empire (Tekeli, 1998). Most planning attempts of this period, on the other hand, aimed to renew urban areas demolished by fires or to develop new neighborhoods for population coming from the Ottoman lands lost through the long war-periods and migrated to Ottoman cities. The plans for such areas were mostly influenced by the "City Beautiful Movement" (Tekeli, 1998).

The latest years of the Ottoman Empire left behind a partially-transformed urban structure, especially in port cities, the initial developments of a municipal system, and partial planning practices especially in big cities (Tekeli, 1998). Following the declaration of Turkish Republic, the development of cities gained a new importance. The development of towns in Anatolia was crucial for both the economic sustainability of the state and the constitution of a new state identity. Urban planning therefore played an important role. Two major events marked the importance of urban planning. The first one was the planning of Ankara as the new capital of Turkish Republic, and the second was the development of railroad infrastructure in relation to industrial complexes in various Anatolian towns (Tekeli, 1998).

Urban plans of this period were mostly prepared by European architects or planners, and it can be said that the majority of these plans foresaw new "garden-city like" developments ignoring the existing city centers (Tekeli, 1998).

The population growth rate of many Anatolian cities significantly increased in the 1950s due to migration from rural to urban areas. Many Anatolian towns faced with fast population

increase which was formerly unique to Ankara. The rise in the growth rate resulted in uncontrolled urban growth and illegal slum (*gecekondu*) developments (Tekeli, 1998). The development of *gecekondu* in cities has been an important planning issue beginning from the earlier days of this type of development to today. The former physical planning attempts proved to be un-operational in this period. As a result, a series of institutions, such as Bank of Provinces¹⁰, the Ministry of Construction and Resettlement (Imar ve Iskan Bakanlığı), and Chambers of Architects and Engineers of Turkey, were established in this period to control planning and architectural processes. Together with the enactment of Development Law in 1956, the planning practice was both institutionalized and supported by the government. Also, as a non-governmental organization, Chambers of Architects and Engineers of Turkey was established to supervise the planning activities (Tekeli, 1998).

It should also be noted that, before the 1950s, urban plans were prepared by either architects or foreign planners in Turkey. However, this imported expertise could not solve long-term urban problems generated by rapid urban growth. As a result, the founding of urban planning education in Turkey to produce the required technical expertise to cope with problems of urban growth became necessary; and initial attempts to institutionalize the planning education was made in this period (Tekeli, 1998). Comprehensive planning methods were the dominant planning approach of the time.

In the 1960s, the state adopted an interventionist approach to deal with problems of rapid urbanization. With the formation of Under-secretariat of State Planning Organization¹¹, an understanding of regional planning started to be established in this period. Several attempts to rehabilitate the earlier un-healthy (and illegal) developments of cities were made in this period. For the solution of housing shortages, cooperative housing projects for low-income groups were developed, and the small industrial areas located in the city centers were moved outside urban areas into industrial zones for the recovery of city centers (Tekeli, 1998).

This period was also critical in terms of the development of planning practice in Turkey. The newly introduced comprehensive planning approach was tried to be applied in this period. A

¹⁰ Bank of Provinces (İller Bankası) was founded in 1945 as a state agency which would provide all towns and cities with urban plans and financial support to make their physical infrastructure investment.

¹¹ Under-secretariat of State Planning Organization (Devlet Planlama Teşkilatı) was founded as a government agency to foresee and to plan the development needs of the country on a nationwide scale. The main aims of the institution were to prepare short- and long-term regional plans to implement the development policies of the government and to organize the required co-ordination between government agencies.

series of planning competitions were held with the support of Bank of Provinces to provide urban plans of cities all over Turkey¹² (Tekeli, 1998).

However, the comprehensive planning studies produced in this period could not respond to the rapid development of cities in forms of *gecekondu* developments. As the plans failed to respond to the rapid increase of urban population and the housing demand that accompanied the population increases, the *gecekondu* developments were tolerated, and from time to time legitimized by political authorities (Tekeli, 2009).

Another response to the increase in housing demand was to produce piecemeal development of urban blocks by the middle class land owners and contractors. These developments defined as “build and sell” were made by coming together of a series of small land owners with a contractor and building of single low profile apartment blocks in exchange of apartment flats. In some cases, through the populist planning decisions on *gecekondu* developments where land ownerships and building rights were distributed for the rehabilitation of these areas, the *gecekondu* areas were replaced by low-profile apartment blocks. This type of development both increased the density of population and spread of cities.

Most plans produced in this period aimed at providing proper development areas for housing and industrial functions. One other approach to solve the problems of rapid development of cities was to form large partnerships for the construction of housing or industrial zones belonging to a partnership group. The newly designated areas would be small planned districts, developed in partnership with property owners. As a result, cities spread in forms of groups of housing or industrial areas in the suburbs. Most of the city centers were inhabited by low-profile apartment blocks which housed offices or small-scale commercial activities. In many cases, large industrial areas became un-functional, dilapidated parts of cities (Tekeli, 1998).

With the sudden growth of cities in the second half of the 20th century in Turkey, the comprehensive planning approaches in cities became unviable. Together with the implementation of nation-wide neo-liberal policies in the years after 1980, we can see the development of a strategic planning approach at national, regional and urban scales. In other words, the former comprehensive planning approach began to be abandoned and a strategic planning approach was adopted. While the planning decisions on infrastructure and transportation remained in central authorities, the planning rights for development plans were

¹² These competitions can be listed as: Konya (1964), Bafra (1966), Adana (1966), Sivas (1967), Erzurum (1968), Trabzon (1968), İzmit (1970), Zonguldak (1971), Gaziantep (1972).

transferred to local municipal organizations. **The former top-down planning approach weakened in this period and planning powers were decentralized** (Ataöv & Osmay, 2007). Likewise, the resources of municipal organizations were raised and the two-tier municipal organization was adopted. The cities were no longer seen as controllable unitary agglomerations but as parts of a wider network.

Beginning in the 1980s, under the neo-liberal policies, **the former state entrepreneurship approach waned and priority was given to private sector developments** (Tekeli, 2009). Consequently, large-scale projects led by large private sectors significantly increased in cities. The piecemeal development of individual “build and sell” blocks was replaced by a mass housing model which not only applied to the development of housing projects but also to the development of large industrial zones. With the growth of private sector entrepreneurs, the former city centers became insufficient for central business activities and new central districts were developed in major cities, such as the Maslak-Levent Axis in Istanbul (Tekeli, 2009).

Parallel to these changes, since the 1980s, the need to rehabilitate the large sums of *gecekondu* areas and low-quality developments has made the issue of urban transformation a major issue in planning practice. The transformation projects can be grouped under four major types: a) ‘*urban upgrading projects*’ where existing urban areas are rehabilitated with small interventions, ‘*urban redevelopment projects*’ where slum and *gecekondu* areas are redeveloped with the means of existing residents, ‘*urban conservation or gentrification projects*’ where important historical areas in low conditions are regenerated either by projects including community development or by replacing the existing community with a more upper class, and ‘*urban renewal projects*’ where whole districts are demolished and rebuilt (Ataöv & Osmay, 2007).

The strategic planning approach, adopted after the 1980s, by definition, requires coherence between various actors and planning decisions in different levels and responsibilities from local to national scale (Ataöv & Osmay, 2007). The definition and aims of urban transformation together with the responsibilities of public agencies for transformation projects were defined and the rights of municipalities for transformation cases were extended in the first decade of 2000. The involvement of local actors in the planning processes has been left to the initiatives of municipalities until 2005. In 2005, with the 5393 Municipalities Law and the 5301 Special Provincial Administration Law, the involvement of local actors in transformation processes was made obligatory (Ataöv & Osmay, 2007).

The shift from the comprehensive planning approach to strategic planning approach, which was deemed the end of planning practice by many authors, however, was rather a change of planning approach, and it is common in many countries. The comprehensive plans failed to respond to the rapid development of cities, as they depicted the city as a frozen entity in time. They also required long time for preparation and could not respond to situations where fast and local planning decisions were required. On the other hand, the strategic planning approach requires an institutionalized democracy and wide involvement of actors to avoid misuse of planning rights. Different from European cases where such an institutionalization has been long established, in Turkish case, *“...city administrations have not been completely democratized yet, and strong municipal authority has created, in most cases, local fiefdoms rather than widespread civic engagement”* (Tekeli, 2009, p. 4)

3.2 Historical development of the city of Izmir

Although the initiation of the city dates back to 3000 B.C., as the ancient city of Smyrna, Izmir as we know today emerged with the building of the citadel of Pagos by Alexander's commander, Lysimakos, in the 4th century B.C. The city had been ruled by many different civilizations, such as Romans, Byzantines, Genoises, Hospitaliers, Aydınoğulları and Ottomans between the 4th century B.C. and 16th century A.D. Although the city has always functioned as a regional port city throughout this period, it was comparatively a less important port than Chios or Çeşme. Izmir gained its full meaning as a port city in the 16th century. In the second half of the 16th century, the city began to gain its identity of a regional port city. Daniel Goffman et. al. (1999) explains this development with the changing trade relations. The balance between Ottoman and European trade changed in favor of the Europeans. European trade was reorganized in Indian Ocean and trade routes that flourished cities like Bursa and Aleppo lost their importance. On the other hand, western Anatolia became an alternative center of trade, both with its own products and the silk produced in Iran and Anatolia. Goffman, et al (1999) also puts forth the lack of a vision about western Anatolia as a determining factor of rapid growth in European trade in the area. And in this context, having a central position in this geopolitical zone, the city of Izmir became an important port city of the empire, due to the rapid development of European trade. The city where approximately two thousand people lived by the end of the 16th century boosted up to a population of thirty five or forty thousand by 1640, whose livelihoods lay in regional and international commerce (Gofmann, et.al. 1999, p. 88).

The 19th-century Izmir had most of the characteristics of Ottoman cities. The city was formed around an ancient core, as the ancient citadel is situated on a high ground; it lost its function and was abandoned like the citadels of Amasya and Afyon. The commercial core and

residential areas were distinguished; and also, the residential areas were divided according to different ethnic groups. Commercial spaces were concentrated around the port, which also operated as the meeting point of differentiated residential areas in the 17th century and the beginning of 18th century. The old citadel was like an extension of the city, left on the hill top. There were three main gates or entrances to the city; one of which was well-known Kervanlar Bridge which was the most used land entrance to the city coming from Manisa (Gofmann et.al. 1999). The other one was from the road of Aydın; and the entrance from seaside was by the port (Gofmann et.al. 1999). Apart from these general characteristics, there were a series of idiosyncratic features of the city of Izmir which affected the morphology of the city greatly, and caused city forms which are still legible. The first one was the old bay of Izmir. The old footprint of the 17th-century bay can still be traced through Kemeraltı Street, as the curvilinear form of the street comes from the form of the former coast line of the inner bay of Izmir which was gradually filled in the 17th and 18th centuries. In his visit in the 17th century, Evliya Çelebi describes Kemeraltı as an inner bay. And, many buildings he describes were actually on the docks of the city at that period. The evident concentration of hans along the street was also because of the presence of the old bay. In the 16th century, Piri Reis makes a description of Izmir bay in *Kitab-ı Bahriye* as “...at first we were able to sail in with large ships... But later when we came in the sea was filled; now only smaller ships can sail in” (Atay, 2003, .p viii).

The gradual filling of the inner bay was very important in the formation of the city. As the bay was filled, the commercial activities spread in to the inner parts of the curvature of Kemeraltı Street, creating the distinctive space of Kemeraltı, which still functions as a commercial area of the city. The other important factor which shaped the city's macroform was related with the large amount of Levantine trade in the city. The Levantine's were an important part of the city's population between the 16th and 20th centuries. The fin-like formation we see in Storari's map is a product of this Levantine population. As they were reclaimed a limited amount of land from the seafront for their activities, an crowded urban texture, mostly made up of warehouses that extended towards the sea on wooden posts, was created. The street behind these wooden warehouses and ateliers was known as Rue'd Frank / the Frank Street. The street was the core of foreign life in Izmir, mostly described as a “European street”. Most European travelers coming to Izmir in the 19th century only spent their time in this street, and even did not enter other districts of the city. This development of wooden warehouses and the Frank Street were largely destroyed during the 19th century by a series of fires. Charlex Texier describes these fires as follows:

“That terrible fire in 1841 destroyed large portions of Turkish quarters and the bazaar. It's true that Frank Street was still surviving but it was largely burned down in 1834, it is such that, in six years time, the whole city was destroyed.” (Yaranga, 2000, p. 76)

The fin-like urban structure and the Frank Street were largely damaged in the 19th century, but they were still surviving, as the areas emptied by fires were reused to build hotels and club houses by western entrepreneurs, and some of the warehouses were transformed into wholesale and retail shops.

By the end of the 19th century, the Frank Street reached its peak with its identity as a western space in an Ottoman city. Charles Raymond, the architect of the clock tower in Konak Square, describes the city's image as "a floating city with no permanent nationality" (Yaranga, 2000, p. 11). Club houses, warehouses, shops, offices and other social spaces were generating the image of a western city in the Orient.

The development of the 19th-century urban structure, which affected the city's current morphology, can be related to the introduction of new technical infrastructures to the city with the attempts of Levantine population of the city. These two important developments were the introduction of two railroad lines, connecting the city to western Anatolia, and the development of the port which defined the layout of the current waterfront of the city (Bilsel, 2000). The development of modern infrastructure in the 19th century is related to the international nature of the population of the city and its location within the trade networks of Anatolia and Mediterranean.

The development of Alsancak industrial district in the 19th century was initiated with the attempts of the Levantine population of the city. The location of the Alsancak train station and the port development as an extension of the rail road line was selected due to the high land prices in the inner city. The district of Punta (current Alsancak) located to the north of the city was an undeveloped area in the beginning of the 19th century. Even though the local traders of Izmir objected the plan decision with the concern that the development would shift the development of commercial functions from the existing city center, the development of the train station and the port was realized in the newly developing industrial area of Punta. This development impacted on the city's development towards the North and resulted in the development of Alsancak industrial district of today (Bilsel, 2000).

In the second half of the 19th century, the city developed towards the North with the development of a new industrial district, port and a railway station in Punta region. The new development was initiated by the demands of western entrepreneurs again. In less than a half century, the city expanded twice as much as its covered area in the beginning of the 19th century. The city's continual development faced a great setback in 1922 with the fire burning down nearly half of the city, in which the Frank Street and Greek quarters were destroyed.

Together with the Lörcher Plan for Ankara, one of the earliest planning studies in Turkish Republic is the 1924 plan for Izmir. The plan was commissioned to Raymond Danger and Rene Danger in 1924 in order to rebuild the areas demolished by the 1922 fire. The planning study considered the whole development of the city. The transfer of port functions to north of Alsancak and establishment of an industrial district in the area were foreseen as a part of Rene-Danger Plan (Bilsel, 2009). The plan was produced according to the principles of French Beaux-Art tradition, in a formalist manner, where many axial boulevards were proposed, forming vista axes towards Kadifekale, sea or monuments. The industrial districts and the general housing pattern were proposed as low-density areas in the model of a “garden city” (Bilsel, 2009).

Following the approval of the plan, the implementation of the scheme rapidly began in 1925-1928, but the purchase of land stopped due to the negative effects of the 1929 economic crisis and the plan became unviable (Bilsel, 2009).

The planning process after the Rene-Danger Plan manifests a different planning attitude. With the 1930 Municipalities Law, local municipalities became responsible for preparing their urban plans. Between 1930 and 1950, under the direction of Behçet Uz who was the mayor of Izmir Municipality, a planning department was established within the municipal organization. Also, in this period, large-scale urban projects were prepared. One such project was to develop a large international fair in form of a large urban park (Bilsel, 2009). The planning of Izmir International Fair can be seen as the begging of **a series of projects aimed at producing good-quality public spaces in Izmir**. The approach of the local authority towards producing public spaces can be considered as a tradition in this respect.

Izmir International Fair first came into agenda in 1933 as a result of Suad Yurdkoru's¹³ trip to Moscow where he saw Gorki Park. After his return to Izmir, Yurdkoru presented the idea of making a large urban park to Behçet Uz. The idea was appreciated by the municipality and following a series of study trips and a planning period. Beginning from 1927, the fair of Izmir was being held as a local trade fair, and from 1934 onwards, the fair began to be held as an international event which resulted in the need of a larger area. Behçet Uz, getting required funds from the central government, led to the initiation of the project, and the park opened to public in 1936 (Bilsel, 2009).

The planning of Izmir International Fair is not the only modern planning attempt of the municipality under the leadership of Behçet Uz. Again, in 1939, a planning study for the future

¹³ Suad Yurdkoru, was a reporter working for the local newspaper of Yeni Asır in that period.

development of the city was commissioned to Le Corbusier. The plan proposal by Le Corbusier, however, came with a long delay. Le Corbusier visited Izmir in 1948 and he submitted his proposal to the municipality in 1949. Le Corbusier's Plan was prepared in accordance to the CIAM principles, as approved by the central committee of CIAM in 1947. However, this plan was not implemented at all and an international planning competition for the planning of the whole city was opened in 1951 (Bilsel, 2009).

The competition jury was led by Patrick Abercrombie, and the proposal of Ahmet Kemal Arû, Emin Canpolat, Gündüz Özdeş was selected for implementation. The plan was prepared according to the zoning principles of functionalist planning. It foresaw the location of current commercial districts and the development corridors of the city, one of which was Karşıyaka. The central government's policy of developing Alsancak port was influential in determining the location of the industrial district in the plan. The key decisions about the development of both the port and Alsancak industrial district therefore were taken by the 1951 Plan (Bilsel, 2009).

The plan however could not foresee the rapid increase in population in the 1960s and the following years. The initial population projection of the plan for Izmir was 400.000 by the year of 2003 (Bilsel, 2009). But, the population of the city increased by %50 in the initial ten years of the application of the plan, reaching 250.000 (Bilsel, 2009).

With the rapid increase in population, the plan became un-operational. Nevertheless, one of the major contributions of the 1951 Plan was its help to shape the structure of the city and location of central and industrial functions. One other important contribution of the plan to the city of Izmir was the proposal of a large public urban square in the administrative center of the city, namely Konak Square.

The planning of Konak Square can also be counted among the attempts of creating public spaces for the city. For the planning of the public square and administrative center, a design competition was held in 1956. The number of projects participating in the competition and the quality of the projects however were not seen sufficient and successful enough for implementation. Although the first prize winning project was the project of Doğan Tekeli, Tekin Aydın, Sami Sisa, it was not implemented and the square was developed through piecemeal planning and design interventions in the following years (Eyüce, 2000).

As the rapid increase in population rendered the 1951 Plan unviable, the need for a new plan to control the city's development became crucial. It should also be noted that the planning methodology of the country was also changing in the 1950s. Instead of the earlier master-plan based approaches, the comprehensive planning was adopted as an approach for planning

metropolitan areas. Izmir Metropolitan Planning Bureau was founded in 1965 within the municipal organization, under the Department of Housing and Development, to develop a plan for the whole metropolitan area of the city (Bilsel, 2000).

The first plan of Metropolitan Planning Bureau was approved in 1973. The plan foresaw a linear development for the city, while the development towards west was discouraged with a series of local proposals. In the case of harbor district, the plan foresaw further development of Alsancak port, but proposed a shift in industrial functions to outer city. Between the years of 1978 and 1989, the plan was revised. The revised plan proposed a series of preservation areas for the protection of urban and agricultural green areas. **The decision of replacing the industrial functions in Alsancak with the functions of a central business district (CBD) was made by the Revision Plan of 1978 which continues in the revision of 1989.** (<http://www.izmimod.org.tr>)

The necessary attempts of planning this new CBD (thus preparing a plan with 1/5000 scale) however, were not made until 2001. As the development demands in the existing historical center of Kemeraltı and Konak rose, the need for a second CBD for the city once more emerged and planning attempts were initiated in 2001 with an international urban design competition.

3.3 The Planning Area of Izmir Harbor District

The area of Izmir Harbor District to be planned was described by the plan notes of 1/5000 Development Plan of 2003 as follows:

“Planning site covers an area that begins from the hinterland of the port and continues to the Turan neighborhood with variable thickness.” (Izmir New City Center Development Plan Notes, 2003)

This site consists of a number of smaller districts which can be grouped as **Turan, Salhane and Alsancak Port districts**. Brief description of planning districts and their characteristics are will be presented in the following sections.¹⁴

¹⁴ See Appendix A for; Land Use Plan, Ownership Pattern and Conservation information in the district

3.3.1 Turan District

Turan District is positioned in the northern part of the planning area. The north of the district is bounded by the railroad and Altinyol, while the district itself is surrounded by the sea to the west, east and south directions.

In 2001, in the very early stage of the planning process, two large industrial complexes (the factory of Henkel/Turyağ Company and oil storage plant of Petrol Ofisi) occupied the site. These two large stakeholders announced their intention of moving their factory and storage plant facilities to other locations in 2002 (Records of Correspondence Letters from Property owners).

3.3.2 Salhane District

The boundaries of Salhane are the Bayraklı Archaeological site on the north, Manas Boulevard on the east, Halkapınar sports complex on the south, Mürsel Paşa Boulevard and Meles River on the east.

The Development Plan of 1/25000 foresees Salhane District as a production and commercial center. Besides, the Development Plan of 1/5000 of 2003 points out the importance of Salhane District as the major junction point of transportation networks that has been operated since 1973. Despite its significance, Salhane District has become a derelict land due to the lack of required investments (Izmir New City Center Development Plan, Plan Notes, 2003). Also, the existing railroad system which had been modified recently to function as an intercity light railroad transport system, has led to this district neglected and derelict. The northern part of the area where the Bayraklı Archaeological Site is located is today considered as the birthplace of the city and constitutes an important reference point in the following development process. Nevertheless, the archeological site is today surrounded by haphazard urban development (Izmir New City Center Development Plan, Plan Notes, 2003).

3.3.3 Alsancak Industrial District

Alsancak Industrial District covers Alsancak Port to the north, Alsancak Train Station and the railroad to the west, Meles River and Mürsel Paşa Boulevard to the south-east. This District is the most complex part of the whole planning area in terms of functional variety, historical values and social structure (Izmir New City Center Development Plan, Plan Notes, 2003).



Figure 3-1 Bayraklı Archeological Site (Author's Collection, 2011)

The site covering the south and south-east of the port had been used as an industrial district since the second half of the 19th century. This site contains a series of industrial buildings with historical value most of which are listed by the Preservation Board . The major industrial buildings in the area are: the train station of Alsancak and its annexes, Coal Gas Factory, which was transformed to a cultural center by Izmir Metropolitan Municipality, an electric power plant ,Tuzakoğlu Flour Factory, which is currently used as a university building by Yaşar University , Şark Industries Production Facilities , Sümerbank Textile Factory and its annexes, which are today used as a high school . In the site, there are also a number of historic warehouses which are in the category of listed buildings. Although many warehouses are not used, some had been repaired and adapted for re-use, such as night clubs .

The district also contains three small neighborhoods with a number of historical houses, some of which dated back to the 19th century. One of these neighborhoods, namely Ege Mahallesi, is a slum area occupied by a gypsy community. This neighborhood also contains examples of historical housing.

Together with the existing historical industrial and residential building stock, the district's most prominent characteristic is the port of Alsancak which covers the whole waterfront to the north and is still functioning as an industrial site operated by various industrial companies. Also, the Alsancak Port had been recently modified to accommodate touristic passenger transfer.

3.4 Recent Transformation of Izmir Port District

The current transformation process of Izmir Harbor started with the declaration of the international competition of urban design ideas in 2001. The competition was followed by the preparation of the Development Plan of 1/5000 for the district between 2002 and 2003 by the Metropolitan Municipality. In 2005, after the objection of the Izmir branch of Chamber of Architects on the development rights provided by the Plan, it was revised in accordance with the comments and demands of property owners. The Plan was approved and came into effect in 2005. In 2006, however, the Plan became the subject of a lawsuit, and subsequently it became ineffective. In 2007, the old Development Plan (without the revisions made in 2005) was approved by the Metropolitan Municipality Council once again, and came into effect. In this Plan, the development rights were revised according to the court order. In 2009, however, the Plan was objected by the former mayor of Izmir, Yüksel Çakmur, arguing that it lacked the required geological surveys, and it became the subject of a law suit once again. After the completion of the required geological survey, the Development Plan was approved once again by the City Council, and came into effect in 2010. The general outline of this complicated planning process between 2001 and 2011 is provided in Table 3-1.

Table 3-1 The General Outline of The Planning Process

2001 - 2002	International Competition of Urban Design Ideas for Izmir Port District
2002 - 2003	Preparation of Development Plans of 1/5000 for Izmir Port District
2005	Revisions carried out in the Development Plan regarding development rights
2005	The revised Development Plan came into effect
2006	The Development Plan became the subject of a law suit by Izmir Metropolitan Municipality
2007	The development rights in the Plan were changed according to the court order, and it became effective
2009	The plan was made the subject of a lawsuit because of the absence of the required geological surveys
2010	With the required surveys the plan was once more approved

The subsequent sections of this chapter examine this complicated planning and design process in detail regarding the involvement and influences of a series of actors on the transformation process of the Izmir Port District and their impacts on the planning and design decisions.

3.4.1 The International Competition of Urban Design Ideas for Izmir Port District

The International Competition of Urban Design Ideas for Izmir Port District was declared in 2001 and was completed in 2002. The underlying reasons for the competition **were “to obtain preliminary ideas for the development of urban space and architectural character of the Izmir Port District, to enhance the contemporary image of the city and to create a new city center on the port area in the emerging international status of Izmir”** (Greater Municipality of Izmir, 2001). Also, the explanations of various interviewees, who were involved in the competition and planning periods, extended the reasons of the competition as:

“[...]Such a strategy was adopted; instead of following a piecemeal development, since this district is a very important area for the city, with its great panoramic view, in the middle of the harbor in the focus of transportation arteries. Can we consider the district with a new planning approach? During the discussions about the process, we decided to hold an international competition. Especially in the second half of nineties, such methods are common in many cities like Hamburg, Barcelona etc.. [...]” (Interview with Hasan Topal¹⁵, 08.02.2011)

“[...] Competitions serve a particular purpose: to make the planning processes more public and participatory, rather than to develop a plan directly by the local authority. [Therefore,] the municipality wanted to make the site more visible. There may be a concern of the local building market. It’s not only a design tool, but a tool in the process of making the site a part of the city.” (Interview with Gökhan Erkan¹⁶, 09.02.2011)

Further, the interview with Cengiz Türksöy¹⁷ highlighted the purpose of promoting the city in the global scale through an international competition endorsed by UIA¹⁸ (Interview with Cengiz Türksöy, 10.02.2011).

Therefore, the overall reasons behind the international competition of urban design ideas for Izmir port were to make the city and the district visible by international media and capital, to investigate alternative methods of planning in the district, to make the planning process more public, and to gain ideas for the future urban and architectural development of the district.

¹⁵ Current director of Chamber of Architects Izmir Branch, Greater Municipality of Izmir Assistant to the Director General Secretary Responsible for Planning

¹⁶ Current director of Chamber of City and Regional Planners Izmir Branch

¹⁷ Former head of Planning Department of Greater Municipality of Izmir.

¹⁸ The International Union of Architects

The geographical limits of the project site for the competition were the same as the planning site of the Development Plan of 1/5000. The participants were provided with a text describing the historical background of the city and the district, a map showing the location of the project site and its relation with the city, a base map, a map showing land ownership pattern of the site, a functional (land-use) analysis map, a map of transportation/communication network, a map showing coastal boundary lines, aerial view of the competition area denoting listed buildings and sites to be preserved, maps of focus areas, panoramic photos into which proposed development should be inserted, and photos of individual buildings.

The participants of the competition were expected to conserve listed buildings, to preserve the current passenger port and to reorganize the current freight port as a leisure area, to develop a commercial and business district in the triangle area between Meles Canal and the railroad behind the port, to suggest a shopping mall location of which is left to the participants (Greater Municipality of Izmir, 2001). They were also expected to provide ideas regarding the development of administration units and public spaces for ceremonies and representation, green open public spaces and parks. 25% of total area was to be reserved for green spaces (Greater Municipality of Izmir, 2001). Besides, the competed projects were expected to accommodate cultural activities¹⁹, a convention center for 5000-7000 people, a residential district²⁰, a helicopter pad and car-parking spaces (Greater Municipality of Izmir, 2001).

The jury report of the competition included a group of comments expressed by the jury members about the future development of the district. The comments expressed in the report can be considered as highlights on the planning process and methods. Romi Khosla underlined the **long duration of the implementation** of such projects and the need for **political consistency** throughout the implementation of such transformations (Ege Mimarlık, 04, 2001). Jordi Farrando commented on the planning methodology adopted by the participants. He described three distinct planning approaches among participants: **master plans**, which identified the building heights, masses and densities for short-term developments, **urban designs**, which described the formal characteristics of certain sites, and **strategic approaches**, which defined critical areas for future developments and defined certain roles (or, functions) for these areas for the following years. Farrando claimed that the jury's general tendency had been towards the second approach (Ege Mimarlık, 04, 2001).

¹⁹ In the functional requirement list cultural functions were designated for areas in the vicinity of certain old industrial buildings, it was also noted that centers for commercial fairs, exhibition halls, theatre and cinema halls were planned in these parts

²⁰ It was noted that; residential districts were intended only for already existing residential functions and total renovation of these districts was foreseen



Figure 3-2 1st Prize Winning Proposal by Brandi (Ege Mimarlık, 2002)

The jury report underlined that the participants' projects should be considered as **visions, aims and strategies**. It also suggested that a “**project management team**” should be established and operated under the Greater Municipality of Izmir, and its major role should be to evaluate the public possibilities of the visions, aims and strategies that were gained through the competition (Ege Mimarlık, 04, 2001).

As noted earlier, one of the major aims of the competition was to obtain ideas for the future planning initiatives. In this respect, the interview with Beril Özalp²¹ (8.02.2011) revealed that the first-prize and second-prize winning projects had been influential in the preparation process of the plan. It is therefore important to explain these two prize winning projects and the jury reports on these projects in detail to provide us with a basis for further discussions.

The first-prize winning project was proposed by a German planner, Jochen Brandi. The major design ideas provided by the project were as follows:

- The project recognizes Bayraklı, which dated back to 3000 B.C., as the beginning of the city of Izmir. It seeks to establish a relation with water by the help of a canal system in Bayraklı which once had a relation with the shoreline. It also proposes a representation of the ancient city in relation to the water within this area.
- By filling the sea and thereby modifying the shoreline to the west, the project seeks to gain a new piece of land for public development, and to eliminate the border that the current transportation artery constitutes between the city and water.
- The project also foresees the transformation of the existing port into a central transportation hub where water canal system, rail transport, aerial and vehicular transport systems merge. Such a transportation hub can have a great potential as a commercial center.
- The project suggests the use of natural wind and water power for natural ventilation of the new city. It also proposes the orientation of future building activities to form air corridors.
- It suggests the division of the landscaping into smaller urban districts and the use of these urban districts surrounded by green zones for different activities.
- It suggests a cultural district, namely “the Aegian Forum” in the port area where the culture and convention center is extended towards the waterfront. The Aegian Forum and Bayraklı could constitute a historical continuity.
- It proposes low-rise residential buildings for the old Izmir (Symrna).
- It suggests a cultural and economical network which relates the new city center Izmir III with the former center Izmir II through urban landscape and the city's geometrical axes.

²¹ Member of the former planning initiative in Greater Municipality of Izmir, Current planner responsible for the plan

The jury's report on Brandi's proposal highlighted the following qualities of the project:

- The proposed high-rise buildings in the winning project offered realizable building densities together with large green areas. By proposing high building density in the port district, this project seeks to attract the development pressure on the old city centre towards the new port district. By doing so, it will also relieve the traffic load in the old center, and provide a higher opportunity to preserve the historic center.
- The emphasis on the Bayraklı Archaeological Site was found positive and easily realizable.
- The transportation network, pedestrian and bicycle circulation paths and the orientation of building masses with reference to wind directions were also found positive.
- The proposal of an Olympic Park as an extension of existing sport activities was found positive.
- The relation of administrative functions with the proposed archaeological park of Bayraklı was found positive.

The second prize winning project by Bünyamin Derman and Dilek Topuz Derman proposed the following design ideas:

- Mix-use urban functions were to be developed within the planning area. To integrate the proposed mix-use functions, the structural network of the city was analyzed and existing important buildings and functions were related with this structure.
- Thematic parks were to be developed in order to create functional continuation and to relate the district with the surrounding urban areas.
- Within the project site, administrative and commercial sub centers were to be developed; and these sub centers were to be related to each other with the help of thematic parks, such as the archaeology park in Bayraklı, the nature park in Turan, and the industrial archaeology park in the port.
- The industrial district where many buildings were considered industrial heritage was to be transformed into an industrial archaeology park.
- A waterfront promenade along the whole waterfront was to be constructed.
- The existing loading platforms of the port were to be utilized as a large urban park.
- The transportation network was to be enhanced with a series of piers aimed at integrating the water transport system with the existing vehicular traffic.

The jury report on the second prize winning project highlighted the followings:

- The proposal of a structural network which was composed of public zones and regular spatial organizations was found valuable as a reference system for the future plans.
- The proposal of thematic parks to constitute spatial continuation was found valuable.
- The industrial archaeology park and the re-functioning of the existing loading platforms of the port as a recreational area were found positive.



Figure 3-3 2nd Prize Winning Project by Bünyamin Derman, Dilek Topuz (Ege Mimarlık, 2002)

The other prize winning proposals and jury's comments on these projects are listed in Table 3-2

Table 3-2 Major Proposals of the Prize Winning Projects and the Comments of the Jury

Project Team	Major Proposals	Comments of the Jury
3rd Prize Pınar Şahin Ajda Kuyucuklu Aydın Köroğlu Sibel Şahin Akın Pala	+ Focusing the built areas in certain locations with high densities, and creating a network of large green spaces. + A whole public green promenade along the waterfront.	+ High-density, but low-rise building proposals were found positive. + Use of public green spaces were found positive. + The lack of public investments on the waterfront which could have contributed to the realization of the project was found negative.
Mention Maria Aiolovala Tunch Güngör	+ High-density, but low-rise urban texture. + Different sub districts defined by loops of a light-rail system. + Emphasis on ecology and sustainability.	+ The land-use which is as if the project leaves no public open spaces was criticized. + Dense hotel district on the waterfront was found positive. + The lack of relation between the triangular area (Alsancak industrial district) and the administrative center was criticized.
Mention Yasemin Balkan Fırat Aykaç	+ Forest as landscape of large public green spaces are proposed to avoid future rent-based development. + Water as an integrated part of the city, as adaptive decks as landscape elements. + Loose high-rise development with integrated outdoor public spaces.	+ The integration of the waterfront to the city and the characterization of the green spaces were greatly appreciated. + Even though the project had a refined design language and well-developed strategies, proposals were found simple and schematic in terms of problem solutions.
Mention Mehmet Kütükçüoğlu Burcu Kütükçüoğlu Elif Kendir Ertuğ Uçar Evren Aysev Tansel Dalgacı Ceren Balkır Ünal Karamuk	+ Four distinct zones in terms of urban development were proposed: intercity, village, inner city and green infrastructure. + Intercity: Docklands and Alsancak industrial district as cultural and touristic center. + Inner city: Bayraklı-Salhane as high-rise, high-density urban center. + Village: Turan as local cultural center + Green infrastructure: Waterfront as a green wedge.	+ The street texture was found lacking. + The separation of the district by the use of green wedge was found positive. + Relation with neighbouring urban areas was found lacking.
Mention Zeki Şerifoğlu Ali Herkül Çelikkol İlhan Altan Alper Kömürlü Kaan Kılıç	+ Continuation of urban transport systems. + Waterfront as a continuous public green space. + Functional zoning	+ The proposal of waterfront as a continuous public green was found positive. + Relation with Bayraklı was found lacking. + Scales of buildings were not satisfactory.
Mention David Haseler Raia Angela Rheinlaender	+ A large public green space along the Meles river was proposed. + High-density, but low-rise building development was proposed. + Architectural morphology was inspired by the 19th-century urban morphology of Kordon waterfront.	+ The proposed morphology was found positive. + The relation with Bayraklı was found weak + The park on the water front was found well designed.
Mention Nevzat Sayın Can Çinici Çağlayan Çağbayır Ebru Tabak	+ An intricate conceptual system of zoning and scaling named as "rulers" was proposed. + High-density, but low-rise development was foreseen. + Two major green axes; waterfront and Meles river were proposed.	+ Scaling and orientation of the project was appreciated. + Relation with the existing texture was found lacking. + Building densities were found satisfactory.

The competition process served a series of purposes. First, **the upcoming transformation process had been made visible on local and global scales**; a total of 140 projects from 27 countries were submitted to the competition (Türksoy, 2011). Second, **preliminary alternative ideas for the future plans were obtained**. For example, setting a relation between the archaeological site of Bayraklı and water, developing the axes relating the new center with the existing city center, creating an industrial archaeology park in the triangular site, had been gained through the competition (Unpublished meeting records, 2001). **The participation of non-governmental organizations in the planning and design process**, such as the Chamber of Architects, the Chamber of City Planners, and the Chamber of Commerce, had been initiated through the competition. Consequently, the supports of these institutions were gained in this process. The competition was followed by the preparation of development plans.

3.4.2 Post-Competition Process: Preparation Stage of the Development Plan

From the beginning of the planning process of Izmir Port District, a participatory approach was conducted. Following the initiation of the planning process, a series of advisory board meetings were held within the administrative body of the Metropolitan Municipality. The Metropolitan Municipality of Izmir also asked the views and comments of large property owners in the area on the project site²² (Interview with Cengiz Türksoy, 10.02.2011). The opening speech of the first consultancy meeting made by Ahmet Priştina, the former major of the Metropolitan Municipality, depicted the vision held by the city planners in this respect:

*“We have started to obtain the development plans for the Municipality of Bornova. The first stage of this had been the design ideas competition. We have held a design competition to gain ideas on what kind of plans we can make. The competition has resulted with Mr. Brandi’s success. **Our aim at this stage is to produce a suggestive development plan. Our solidarity at this stage will provide us with an opportunity to produce this new plan. I would like to underline that this is not an informative meeting... which means, this is the first meeting that will produce the plan, the first meeting we are together in the process...**”*
(Unpublished meeting report 13.08.2002)

The Advisory Board meetings were conducted with the involvement of Izmir Chamber of Commerce, the City and Regional Planning Department of Dokuz Eylül University, Konak and

²² Asking the views and comments of property owners in the planning process is an unusual practice in Turkey. Within this project, however, the legal relation established with shareholders was maintained by making the contact visible (Interview with Cengiz Türksoy, 10.02.2011).

Karşıyaka District Municipalities²³, as well as the Izmir branches of both the Chamber of Architects and the Chamber of City Planners. Jochen Brandi also participated in one of these meetings at the initial stages of the planning process.

The first meeting on 13th August 2002 which began with the above quoted speech of Ahmet Priştina, also included the presentation of Cengiz Türksoy, the head of the planning team, who outlined the major limitations of the planning process. First, he highlighted the limitation regarding **the plan boundaries resulting from the shoreline**. Even though this was not mentioned in the competition, the development plan of the Izmir Port District was subject to the limitations of the Coastal Law which defines a shoreline boundary to protect the water coasts and shores from urban development. The Law brings the regulation of keeping a coastal area of 50 metre-width open to the public, thereby protecting it from new urban development. It also regulates the coastal plans under the central government control. In other words, following the preparation of the coastal plans, they are subject to the approval of the Ministry of Public Works and Settlement.

Second, he mentioned the limitations resulted from **the existing plan for the district**. The building rights gained through the former plans in the district had to be considered while preparing a new plan for the site. In other words, the preliminary plan had to be prepared by considering the building lines resulting from the former plans. Türksoy noted that although changing the existing building lines was possible, this would bring the project (thus the Metropolitan Municipality) a serious economic and financial burden.

Third, Türksoy pointed out the limitations regarding **the ownership pattern in the district**. The planning team grouped the ownership patterns in the district as private property, public property and the properties of Tariş Cooperative Union²⁴. Tariş, which acquired a large portion of land within the site, was considered as a different type of property because of its legal entity. It is neither public, nor private agency. As the property owners were to be very influential in the development plan of the site, the later consultancy meeting included the large-scale property owners which were Tariş, Kula Mensucat, Piyale, Turyağ, Bağ Yağları and Şark Sanayi. Large-property owners had already declared their supports to the project and their existing intentions of moving their industrial precincts to other locations in these correspondences (Records of Correspondence Letters from Property owners). The concerns of smaller property owners were presented through the participation of neighborhood associations and the local municipalities.

²³ Municipality of Bayraklı was not yet founded at the mentioned time period.

²⁴ TARİŞ is a cooperative union organized in seven provinces within Egean Region. It has around 100.000 members of local producers; and 106 cooperative members. It is operated as a common brand of four different production organizations. (<http://www.tarisincir.com.tr/>, Retrieved on 6 May 2011)

The fourth and last limitation was about **the administrative mechanism regarding the port**. As the major decision-maker on the port was the central government and there was an on-going privatization process of the port, any change in the land-use pattern or development rights within the port site, as foreseen in the preliminary studies of the competition and the plan, would not be possible without the agreement and approval of the central government. The Central Government was the sole authority on the planning and administration of the port (Unpublished meeting report 13.08.2002). The further discussions on the project were conducted through the preliminary plan providing the development alternatives and their three dimensional graphic presentations. The participants commented on the initial plan and the planning methodology, as will be discussed in the following sections.

3.4.2.1 Discussions on the Preliminary Planning Process

The discussions on the plan within the consultancy meetings had been carried on a series of focus areas. These areas can be listed as: the Alsancak Port, Bayraklı Archaeological Site, Turan, Salhane and Alsancak Industrial District²⁵.

3.4.2.1.1 The Port and its Planning

The initial view of the Metropolitan Municipality was based on the assumption of moving the port to another place in long-term (Unpublished meeting report 13.08.2002). Although the competition brief and most of the participants' proposals were also based on this assumption, Priştina underlined that the Metropolitan Municipality of Izmir had neither the right to move the port, nor the means to execute such an operation (Ege Mimarlık, 2002). He also noted that moving the port to another location would take decades. The Metropolitan Municipality did not have any right to raise their voice on the decision-making process on **the location of the new port and its completion date**. Despite the uncertain condition of the port, according to the Mayor, the planning process should proceed with the presumption that the port will be moved to some other location in long term. At that time, the mentioned alternative location for the port is the Northern Aegean Port in Çandarlı, which had been planned since the 1990s and even now, it is in the agenda of Turkish Government (Unpublished meeting report 13.08.2002). The Municipality claimed that, **until the alternative port is developed, the existing port has to operate in its current location with the necessary improvements**.

²⁵ The area mentioned is the "triangular area" on the hinterland of the port. The geographical boundaries and existing building stock had been explained in previous chapters.



Figure 3-4 Preliminary Study for the Development of the District (Greater Municipality of Izmir Archive)



Figure 3-5 Preliminary Study for the Development of the District (Greater Municipality of Izmir Archive)

The Chamber of Commerce and the Chamber of Shipping had prepared the reports presenting their respective views on the future of the existing port site. In their report, the Chamber of Commerce claimed that “...*Izmir Alsancak Port must serve as only container and passenger port; ... (and) transport of bulk freight, which causes visual pollution (in the port site), must be made through Aliğa Nemrut, Dikili and Güllük Ports...*” (Correspondence of Chamber of Commerce, 18.11.2002 / 575-10593). Within the report, this view had been supported with examples from Rotterdam, Hamburg, and Singapore examples; and an emphasis on **the identity of the city as a port city had been made**. The report also included two comments of the Chamber, one of which was that if the incomplete viaducts can be connected to the port directly, the traffic load generated by the port would not harm the city’s traffic. The second was about the storage areas near the port that were already being moved to other locations by respective companies due to high land prices (Correspondence of Chamber of Commerce, 18.11.2002 / 575-10593).

At the early stage of preliminary planning process, the representative of Izmir Chamber of Commerce expressed that the exclusion of the port in the future plan of the Alsancak site would create a problem of inconsistency in the planning process, as the alternative planning and design ideas gained through the competition included the waterfront and the port sites as their focal locations. The Chamber of Commerce therefore strongly suggested that even though the port was out of the planning powers of the municipality, **a suggestive plan** which would include the port and the waterfront could have been prepared to form a basis for further discussions and negotiations with the central authorities and the port authorities. In fact, all the participants of the advisory board also supported this idea. (Unpublished meeting report 13.08.2002)

As for the views of Chamber of Shipping on the future planning of the port site, they stood as the objector of the port transformation. It should be noted that the Chamber was clearly offended by the presumption put forth by the municipality in the competition process. They supported the idea of keeping Izmir Alsancak Port, and even increasing its capacity rather than downsizing. Their claim was based on the assumption that Izmir Alsancak Port would have to be operated as the most important port of the region for a long period of time due to the long duration of constructing a regional-scale port in Çandarlı (Correspondence of Chamber of Shipping, 11.09.2001 / 2001 / 151)

On the other hand, the report of the municipality supported the presumption that the port will be moved out of the city, with reference to: i) central governments principle decision given in the 1960s, ii) 1973 development plan, iii) the feasibility report prepared by 9 Eylül University in 1997, iv) the Chamber of Commerce’s report titled “the search for a second port for Izmir” dated 1998 and v) the correspondence sent to the ministry of public works and settlement by the prime ministry on the basis of the mentioned report by the chamber in 1998. (Announcement Note by Cengiz Türksöy)

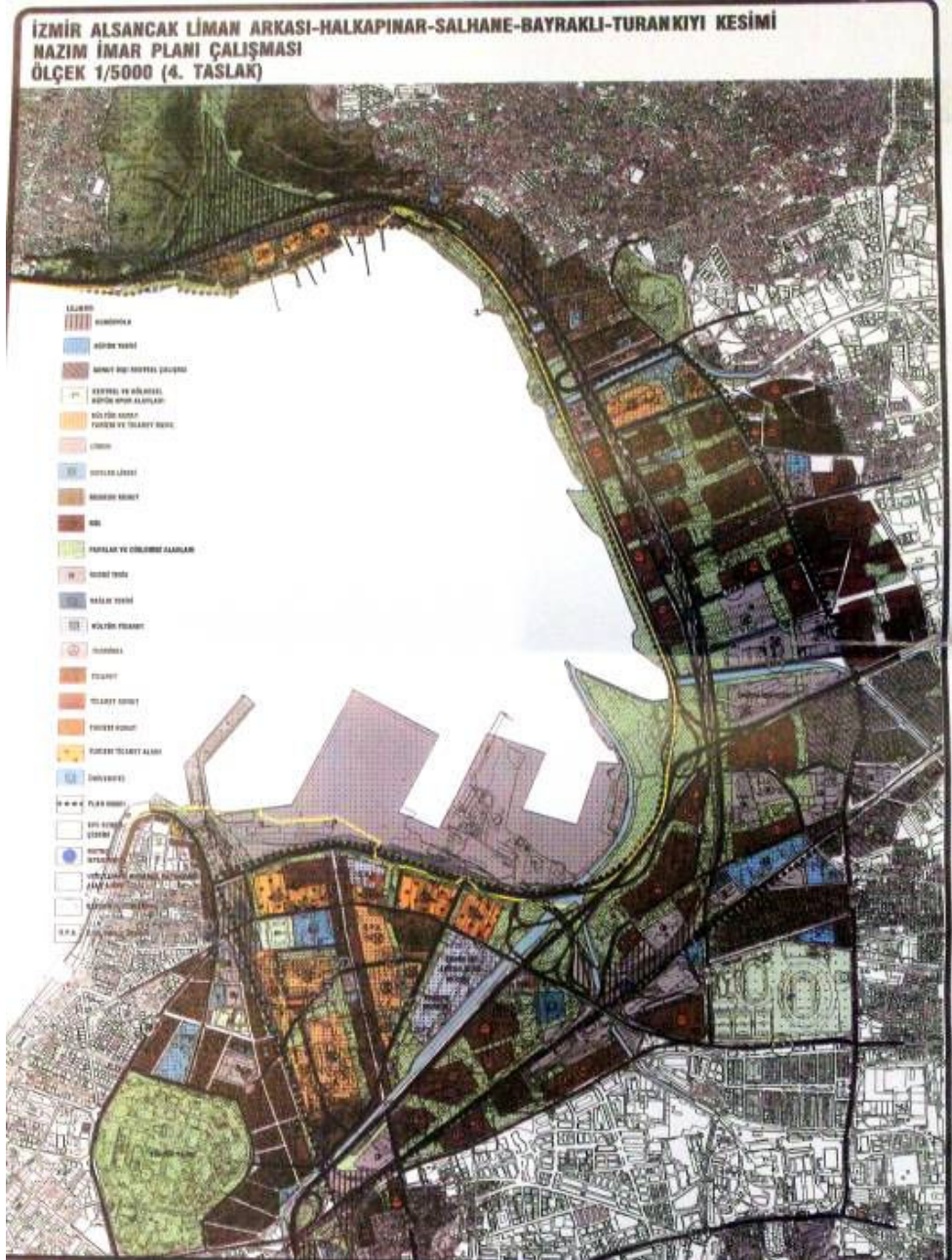


Figure 3-6 4th Preliminary Plan Study (Greater Municipality of Izmir Archive)

3.4.2.1.2 Bayraklı Archaeological Site

In the Brandi's first-prize winning project, the archaeological site in Bayraklı had been seen as the major site with a number of urban design potentials. His ideas of establishing a relation with water through a canal system in Bayraklı, therefore meeting the archeological site with water and turning it into a focus of the newly developing center, had been appreciated by all of the actors involved in the consultancy meetings. In the Advisory Board meetings, the feasibility of the project was also discussed. Nevertheless, the meetings ended up with the idea of completing this project as soon as possible.

Although the Chamber of Commerce expressed their agreement with this idea, they also proposed a wider network which would provide the relation of the Bayraklı Archaeological Site with other historical sites of the city, such as the existing historical center of Kemeraltı and Kadifekale. This suggestion however had been criticized by the representative of the Chamber of Architects, arguing that such a proposal would extend the limits of the planning area and would end up with an uncontrolled planning site (Unpublished meeting report 13.08.2002, Correspondence of Chamber of Commerce, 18.11.2002 / 575-10593)

3.4.2.1.3 Turan Area

As mentioned earlier, Turan is the only part of the planning site where **the sea meets the waterfront**. The general opinion on the site was to develop small-scale tourism activities. Despite a general consensus on this idea among the actors involved in the consultancy meetings, the participants also pointed out a well-preserved natural environment in Turan and its importance in the overall silhouette of the city waterfront as its potentials. They therefore particularly advised to consider Turan as **a special urban design site**, whose design project would be obtained through a design competition (Unpublished meeting report 13.08.2002)

3.4.2.1.4 Salhane Area

Having a central location within the overall planning site, Salhane was designated as the location for high-rise office buildings. Due to its central location and its strong connections to the existing transportation infrastructure, the participants of the consultation meetings agreed on this view for Salhane. The Chamber of City Planning and the Chamber of Architects particularly expressed their supports, claiming that such a planning decision would attract

high-rise building demands to Salhane and thereby leading to decrease the development pressure on the former city center (Unpublished meeting report 13.08.2002).

3.4.2.1.5 Alsancak Industrial District

Alsancak Industrial District, also denoted as the “triangular district”, had been a location of industrial activities since the 19th century, and is today a derelict site. The widely agreed idea for the future of this site was to develop a mixture of tourism and commercial activities that would also help the preservation of listed industrial buildings.²⁶

As the district is composed of a series of large industrial estates, the planning process was influenced by these stakeholders. In the advisory meetings, particularly the properties of three major stakeholders –TARIŞ, Turkish Republic Railways (TRR), Petrol Ofisi - were widely discussed (Unpublished meeting report 13.08.2002). TARIŞ had already declared their support for the project and they expressed their already existing intentions of moving their facilities in the district to another location. As a result the support of TARIŞ was defined a chance for the implementation of the project (Records of Correspondence Letters from Property owners). TRR’s properties and the existing infrastructure however were seen as an obstacle that would hinder the future developments. Also, at the time of advisory board meetings, TRR had not yet participated in the process (Unpublished meeting report 13.08.2002).

The site of Sumerbank Textile Factory, which is currently owned by the Metropolitan Municipality, became another major topic of discussion in the advisory board meetings. A number of alternative ideas were considered for the site, such as the idea of moving Dokuz Eylül University to the site, or developing a culture and convention center for upcoming international fairs. Nevertheless, a consensus on the function of the site, and consequently, a final plan decision on the site could not be made (Unpublished meeting report 13.08.2002). The reasons behind this will be discussed in the further section of this chapter.

Besides, the corridor along İşçiler Mahallesi which would connect the existing center with the newly planned district was emphasized in the plan. All the attendants in the meetings supported this idea of corridor. The Chamber of Commerce also suggested a series of alternative corridors that would strengthen the relation of the new city center with the existing urban center (Unpublished meeting report 13.08.2002).

Together with large-scale industrial buildings, there are three neighborhoods including listed buildings. Ege Mahallesi, one such neighborhood, was designated as a open green space

²⁶ See: Appendix B for images of the mentioned locations in the Alsancak Industrial District

(Unpublished meeting report 13.08.2002). This plan decision, however, was later changed through the objection of Chamber of City Planners. This objection is also discussed in the further section of the chapter.

According to the Conservation Law of Natural and Historical Assets, a plan including cultural and historical assets and buildings is to be submitted to the related preservation board for approval. Thus, the planning decisions on the Alsancak Industrial District were also subject to the approval of the Preservation Board. The consent of the Preservation Board, as a strong stakeholder of this project, also had to be gained in the preliminary stages of the planning process (Interview with Cengiz Türksoy 10.02.2011, Interview with Ulaş Özkan²⁷, 9.02.2011). The planning initiative applied to the Preservation Board before the plans for the district were announced (Interview with Ulaş Özkan, 9.02.2011). After making a preliminary study concerning the area, the Board however responded that they had no legal right on the plan-making process and they cannot express their consent on the project at this stage (Interview with Ulaş Özkan, 9.02.2011).

3.4.2.1.6 Comments on Other Planning and Design Issues

As explained earlier, the planning process of the Izmir Port District had to tackle with three important limitations explained by Türksoy: the limitations regarding the development rights already given by the plan in effect, those regarding the existing ownership pattern, and those regarding the planning power of the central government and the port authority. Within the consultation meetings, the Chamber of Architects, the Chamber of City Planners and Dokuz Eylül University commented on these limitations and the strengths and weaknesses of the new development plan in administrative and representative terms. Together with other participants of the meetings, they also discussed on the possible strategies to improve the abilities of the plan to control the newly emerging built environment (Unpublished meeting report 13.08.2002).

One of the major topics discussed in these meetings was the **limited planning rights of the local authority on the planning area**, as the site was already developed and there was a plan in effect. This was an issue also addressed by the actors involved in the plan-making process through the recent interviews carried out by this research. The limitation was resulted from the difficulty of making new land expropriation for the provision of public lands and services in an already planned area. Because, according to the 18th article of the Development Law, municipalities or provincial governments can take a share of land which can exceed to 40% of the total area during the planning process of lands that are subject to

²⁷ Current director of Izmir Preservation Board

planning activity in exchange to the rise of venues as a result of the planning activity to be used for public service activities, such as public education sites, squares, parks, car parking areas, children playgrounds, green areas, religious services, and police stations. If an area is subject to be redeveloped, the new plan will be deprived of this share, and the land for new public services and infrastructure can be provided either through expropriation of land or by giving extra development rights in exchange to the appropriation of the land for the provision of new public services. As the Izmir Port District is already a planned area, the Municipality was deprived of 40% share of the total development site, and the expropriation costs would inevitably increase the cost of the plan. Also, in the meetings, it was noted that **the rise in the development rights in some parts of the area would endanger the preservation strategies of historic and natural resources within the site**. As a response to these two facts, the members of the Advisory Board advised to make meetings with property owners to negotiate on the development rights and to transfer the development rights where possible to the Metropolitan Municipality (Unpublished meeting report 13.08.2002).

Beside the limitations resulting from ownership rights, **the limited graphical representation power of the plan, as compared to the competition entries**, was discussed within the meetings. The key **suggestion was to make a second plan to convey the vision of the city planners, as an alternative to the administrative plan**. The Board members advised that the second plan should include the waterfront and the port site, the green areas, and detailed information (or strategies) on the conservation of the preservation areas (Unpublished meeting report 13.08.2002). Even though the suggestions had been seen positive during the meetings, no record was found on the preparation of such a plan through the archival studies of this research. Another suggestion to enhance the representative power of the new plan was to **detail the plan notes** in order to increase the control power of the urban environment to be developed (Unpublished meeting report 13.08.2002).

Another technical problem foreseen within the meetings was related to the difficulties that may arise from working as separate teams in different planning stages. The Development Law provides the responsibility of making the development plans of an urban area to metropolitan municipalities, while giving the responsibility of producing the implementation plan and the right of implementing the plans to district municipalities. Nevertheless, the Law also obliges the district municipalities to get the approval of metropolitan municipalities on the implementation plans to become in effect, so that it tries to ensure the consistency of planning decisions between the development and implementation plans. This was seen as an important problem for the newly developed site. To overcome this problem, the Board advised to create a project team including the city planners from both Metropolitan and District Municipalities to work together on the development and implementation plans of the

site (Unpublished meeting report 13.08.2002). To overcome this problem, another suggestion as **to establish a special planning initiative**, similar to LDDC to control the transformation process within the body of the Greater Municipality of Izmir. Even though this option was discussed various times, such a planning initiative has not been established yet in 1/5000 Development Plan of 2003.

3.4.3 The Development Plan of Izmir Port District in 2003

The development plan of 2003 was composed of three districts. For the district of Turan the plan suggested; the development of tourism related functions in the district. The western part of the area which was used as housing was planned for low density tourism functions. The waterfront of the area was planned for entertainment functions. Minimum building lot was set as 1200 meter squares and the floor area ratio in the area was kept at 0.30. The planning document included no direct mention of special urban design studies or competitions for the area, which was mentioned in the initial plan making process. However a note was included indicating that the quality of architectural production in the area was given importance and the municipality would guide the developers in the process of development.

The district of Salhane was denoted as a central business district, in accordance to the common view held in the initial consultancy meetings that; a new central business district in the area would lower the building demands on the existing center.

The minimum building lot in the area was defined to have a minimum ground area of 5000 meter squares with varying floor area ratios of 3.00, 3,50 and 4.00. The areas closer to water were given low floor area ratios and the ones inland were given a higher building density. The development in third dimension which would be produces with these conditions is similar to the proposal of Brandi.

In terms of design of the new development the plan report expressed the aim of constructing a quality image on the waterfront and that architectural design competitions were encouraged in this respect. For developers in need for guidance in this respect the municipality offered the provision of required professional guidance. Also the plan report included an item on the development of green areas left by buildings in the area due to the small ground areas foreseen in the plan. The transfer of open green areas to the municipality for the development of a network of public spaces was mentioned in this respect. The plan also defined the submission of landscape design proposals as a requirement for approval by the municipality.

The plan also included the design decisions for the tumulus of Bayraklı. The functional decisions in this area were developed in accordance to the ongoing archeological excavations in the area and the construction of a small lake together with a canal connecting the lake to sea was planned in accordance to the proposal by Brandi which was also approved by all the contributors involved in the initial planning stages.

The planning decisions for the area of Alsancak Industrial District show variety. The area between Şehitler Street, Liman Street and Meles River was planned for tourism and commercial functions. The minimum building lot in the area was set to 5000 meter squares with floor area ratio of 3.00. The listed industrial buildings in the area were denoted as special project areas with culture and touristic uses.

İşçiler Street was planned as a pedestrian privileged vehicular road, surrounding areas were denoted for the development of small scale commercial functions. The lot sizes in this area were kept at minimum of 1200 meter squares with a floor area ratio of 1.00.

The area of former Sümerbank Factory was planned as museum of industrial archeology, education, culture, and convention center. The area to the south of Şehitler Street was planned for commercial, touristic and commercial functions. The former site of Şark Industries and the properties of TCDD were listed for conservation and these areas were denoted as special planning areas, where application of the plan would be developed according to restoration projects.

Existing residential areas in the district were planned for small scale touristic accommodation. The proposal of development of İşçiler Street as a major urban axis was derived from the proposal by Brandi, on the other hand the functional decisions were developed similar to the proposal of the second prize winning project by Bünyamin Derman and his team.

The plan notes of the new development plan were greatly detailed to overcome the limitations discussed throughout the consultation meetings by the actors, as explained in the part of the planning process. They were seen as the major controlling means over the urban environment to be newly developed (Interview with Cengiz Turksoy, 10.02.2011).

Another distinct characteristic of the plan was its effort to introduce two corridors, one of which was the cultural and commercial corridor along İşçiler Avenue (from south to north direction towards the port site). The other one was the green corridor parallel to the river Meles from south-west to north-east direction obtained by controlling the building areas, and the urban design proposal for the archeological site of Bayraklı.

Together with these corridors giving a significant character to the urban space to be newly developed (in contrast to conventional plans where land-use functions, such as commerce or residential uses, are left loose), certain planned areas in the plan were explained in detail in the plan notes to describe the urban life envisioned by the plan-makers. It might be useful to give an example for the detailed plan notes from this plan to show the detail level of the planners' approach. The plan note for İŖçiler Avenue which was to be planned as the central pedestrian street in the plan is as follows:

“Buildings on this avenue will accommodate the commercial functions, such as restaurants, bakeries, candyshops, coffee shops, shoe, carpet, glassware and porcelain shops, boutiques, flower shops, souvenir shops etc. The upper floors of the buildings can be used for commercial or residential purposes; yet, the lower floors cannot be used for residential purposes.” (Izmir New City Center Development Plan Notes, 2003)

One other major positive aspects of the plan were the plan decisions which identify the minimum size of a building block to be developed. For the commercial district of Salhane, for example, the minimum building block size was defined as 5000 square meters (Izmir New City Center Development Plan Notes, 2003). The aim behind this decision is to reach a spatial and visual coherence in the total planning site. While defining the limits on the size of building blocks, the planning initiative also expected smaller property owners in the area to agree each other to assemble their individual lands to be ready for the development of these building blocks (Interview with Cengiz Türksoy, 10.02.2011).

The plan also identified some 'special planning areas' which included listed buildings such as the Sumerbank Textile factory, the site of Şark Industries or the Coal Gas Factory area. The identification of these sites that would be subject to detailed future urban planning can be seen as a part of an attempt to reach a certain urban quality. Apart from the intended functions and building sites to be developed, the plan did not have any other attempt of describing the expected character of the future development in such areas, further decisions on the architectural and urban character of these areas were left to the development stage of projects which would follow restoration studies in each individual area.

3.4.4 Implementation of the Plan; 2003-2011

After the plan came into effect in 2003, the development activities in the planning area for the following two years was below the expectations. The lack of potential capital to invest in the area, as mentioned earlier by the actors involved in the planning process, and a series of inconsistencies in the planning process were the major reasons behind this slow development process. One such controversy was the City Council's regulation, named

“incentive act for multi-level parking”²⁸, which allows investors to be granted extra building rights in exchange to the provision of public underground car-parking in business districts. Together with this regulation, the piecemeal plan decisions allowing the construction of construction of high-rise buildings in the existing city center **significantly weakened the plan’s executive power to direct high-rise building demands to the new planning area** (Interviews with Tolga Çilingir 07.02.2011, and Gökhan Erkan 09.02.2011).

Another factor causing the slow transformation process of the area was **the long lasting privatization process of the port**. As the port did not start operating as a passenger port, and there were still derelict sites, the investments for the tourism and cultural functions foreseen for the Alsancak Port area could not be made. Thus, neither the port, nor the industrial district of Alsancak could attract investors to turn this area into a tourism and cultural centre, as envisaged by the development plan (Interview with Hasan Topal 08.02.2011, Interview with Hitay Baran 07.02.2011)

Likewise, the lack of a separate planning initiative for the Izmir Port District was another factor. The Mayor of the Izmir Metropolitan Municipality unluckily passed away on 15.06.2004. Before the death of Ahmet Priştina, the establishment of a separate planning initiative which would be only responsible for the implementation of the project was widely discussed (interview with Cengiz Türksoy, 10.02.2011). This idea however was given up after his death (Interview with Cengiz Türksoy, 10.02.2011).

Ambiguous or vague decisions on some sites of the Development Plan also caused the slow transformation process. For example, according to the new Development Plan, the site of Sumerbank Textile Factory would be developed either as the university campus of Dokuz Eylül University or an industrial archaeology museum or a culture and convention center. These functions were widely discussed regarding their contribution to the cultural identity of the area planned to be developed (Interview with Hasan Topal 08.02.2011, Interview with Cengiz Türksoy 10.08.2011). In the end, the area was reserved to develop an industrial archaeology museum and culture and convention center in the Development Plan of 2003 (Izmir New City Center Development Plan Notes, 2003). In 2006, however, this site decided to be used as a high school due to the intervention of Ministry of Education. Despite the efforts of local authority to change this decision, such as the reports emphasizing on the positive impacts of using Sumerbank Textile Factory as an industrial archaeology museum

²⁸ “Incentive act for multi-level parking” came into effect by the decision no. 05/257 of Greater Municipality of Izmir dated 01.12.1994h. The act however was abolished by the City Council due to the objection of the Chamber of Planners in 14.10.2009 number: 05.01-01.805

and cultural convention centre, it could not succeed. This change in the use of the building has been widely seen as a setback of the key planning strategy of the Development Plan, as the Plan wanted to transform this old industrial site into a cultural district by preserving its original identity (Interview with Ulaş Özkan 09.02.2011, Hasan Topal 08.02.2011).

Beside the slow transformation of the area, the confidence in the planning initiative and the civic pride in the plan started to diminish. The plan was criticized in this period by being non-operational. Also, there was a significant pressure and demand from the developers and investors on the Municipality towards increasing the development rights (or building rights) of the area. Further, the Chamber of Architects gave their consent for rising building rights to create better urban environments at architectural scale. The Metropolitan Municipality of Izmir therefore declared their intention to revise certain aspects of the Development Plan in the City Council meeting on 13.03.2006 (Yeni Asır, 09.03.2006).

The Chamber of Planners declared that the Metropolitan Municipality did not ask their opinion on the plan revision (Milliyet Ege, 10.03.2006). This solitary decision of the Metropolitan Municipality clearly indicates a change in their participatory approach. Prior to the revision decision, the head of the planning initiative, Cengiz Türksoy, resigned from his position. The revisions in the Development Plan were significant regarding the rise in the building rights. While the ground area ratios foreseen by the Development Plan of 2003 were %25, %30 and %35, they were changed to %40, %45 and %50. Also, building area multipliers were increased from 3 and 3.5 to 4 and 4.5. Beside, the plan notes were revised to allow residential development in the sites formerly designated only for commercial and tourism activities.

The revisions in the Development Plan became the subject of a law suit by the Administrative Court in 2006, with the following statement:

*“... with the claim that the plan revision made by the Metropolitan City Council decision of 189, dated 13.03.2006, is against the principles of urbanism and urban planning, because **the decision to rise the building rights was not in consistency with the spaces to be allocated for social and technical infrastructure services [...].** The former plan suggested that the majority of the area which included industrial buildings which were listed (by the Preservation Board) were declared as the heritage sites; and the former plan did not allow the expansion of existing industrial activities. The revision in the Development Plan however allowed the development of new buildings in*

these areas, thereby raising the building area ratios for these areas from 3.00 to 3.50 [...]. As such, the foreseen parcel sizes required high economic power and the rent generated by the development plans would serve little in the public interest. The revisions made in the Development Plan, therefore, are in the interest of the large capital owners. To satisfy the building conditions set by the plan, which is minimum 5000 meter square floor area requires the ownership of large properties. This, in turn, enforces smaller property owners to be the shareholders of one large building parcel. Under this condition, the rights of the small shareholders would be taken advantage of by large share holders [...]. (4. Administrative court of Izmir's decision with document no: E:2006/775, K2007/1057)

The mentioned change in the Development Plan and the law suit following it are today defined as **the major breaking point of the planning process**. The actors involved in the planning process expressed that if the revision decision in 2006 had not been made, the former plan today would have been operational (Interview with Cengiz Türksoy, Hasan Topal, Beril Özalp).

The former head of the planning department of Metropolitan Municipality of Izmir, Cengiz Türksoy, expressed that the decision on the plan revision was made despite the objection of the Planning Department of the Municipality through its report dated 13.02.2006 (Correspondence letter by Cengiz Türksoy, 14.02.2011). Türksoy also adds that the decision which was approved by the Directorate of the Municipality with the approval of the City Council neglected the planning rights of the planning initiative.

Following the resolution of the law suit in 18.07.2007, the Metropolitan Municipality of Izmir revised the plan once again in accordance to the court order and approved it on 28.11.2007 (Greater Municipality of Izmir Court Decision 28.11.2007 number: 2381). In the mentioned revision, the increases in the building rights that were made in 2006 were cancelled.

The plan which was approved in 2007, however, was once more sued by the former head of Metropolitan Municipality, Yüksel Çakmur, in 2008. The basis of the law suit had been the lack of geological surveys. The circular order No. 12297 and dated 15.10.1999 by the Ministry of Public Works and Settlements, however, made geological surveys in a planning areas compulsory for the approval of a plan. Although the Development Plan of 2003 included the required geological surveys covering the total planning area, the court

demanded a new survey for the site in 2008, and the Plan was once more abolished by the court decision in 09.10.2009.

The required surveys were prepared and the plan was approved on 16.07.2010 by the City Council. Following the approval of the Development Plan, the district municipalities of Konak and Bayraklı²⁹ prepared the implementation plans of 1/1000. Following the completion of the plans, they were approved by Metropolitan Municipality Council in 2011. On 22.11.2010, the group represented by Yüksel Çakmur opened another law suit, claiming that “... *the present geological studies are not sufficient, and the foreseen building densities by the Plans are still against the public interest*” (Yeni Asır, 23.12.2010). The law suit is still ongoing at the time of writing of this study.

3.4.5 The views of key actors on the Development Plan of Izmir Port District

The views, comments and effect of various actors involved in the planning process, reveal the weaknesses and possibilities of the planning process as observed in the period of 2003 – 2011. Such comments are traced through two studies; one is a study by Bal, et al (2005) titled Izmir New City Center Project on the Basis of the Actors Directing the City as published in Ege Mimarlık in 2005/1, the other study in this respect was conducted by the author in 2011 in form of interviews with representatives of influential actors and representatives of organizations involved in the planning process.

The study by Bal, et al (2005) outlined the views of various actors mentioned earlier concerning the final product of the planning process. The comments of the actors can be followed through Table 3-3

Even though not included in the study by Bal et. al. another objection was raised by the residents of the Ege Mahallesi –a neighborhood, mainly inhabited by a low-income gypsy community. The plan foresaw a public green area in the site where the neighborhood was located. With the support from the Chamber of City Planners, the neighborhood community objected to the plan. As a result, this plan decision was revised; and the site was decided to be a neighborhood of rehabilitation where measurements would be taken to enhance the gypsy culture (Interview with Tolga Çilingir, 7.02.2011, (Izmir New City Center Development Plan Notes, 2006).

²⁹ The District Municipality of Bayraklı was founded in 2009, that is before the planning area was divided between Karşıyaka and Konak District Municipalities. After 2009, the District Municipalities responsible for the implementation plans of the area are Bayraklı and Konak Municipalities.

Table 3-3 Views of the Actors Involved in the Transformation Process in 2005

Name and Position	Comments
<p>Cengiz Türksoy Representative of the planning group in Greater Municipality of Izmir</p>	<ul style="list-style-type: none"> - Reducing the development demands on the historical center - Connecting Karşıyaka with Izmir - Revitalization of Alsancak Port District - Responding the demands of the investor's on the city - The need to move the existing port to another location and re-functioning of the port as a passenger port - Utilization of all of the administrative tools available to the planner at this scale - District municipalities' critiques of the project on the basis of extensive use of plan notes. - District municipalities view concerning the technical difficulties in the implementation of the plan.
<p>Salih Esen Head of Administrative Board of Chamber of Industry of Aegean Region</p>	<ul style="list-style-type: none"> - The plan decision to create a new city center, and its location including the historical potentials were found positive. - The only issue that the chamber disagrees with the plan was related to the decision of transferring the port to another location.
<p>Ekrem Demirtaş Head of Administrative Board of Izmir Chamber of Commerce</p>	<ul style="list-style-type: none"> - The general decisions of the project were found positive. The decision of developing a new city center coincides with the existing strategies concerning Izmir. - For the realization of the project, there is a need for external capital. There is a limited amount of development demand from the existing local capital, yet these demands are not enough for the realization of the whole project. - Considering the inabilities regarding the transfer of the port and existing infrastructure the possibility of realization of the plan is limited.
<p>Tuncay Karaçorlu Head of Administrative Board of Izmir Chamber of Planning</p>	<ul style="list-style-type: none"> - The involvement of local actors represented by related chambers on the planning process was found positive. - The aim of relieving the development pressure and demand on the existing city center was found positive. - The decision of moving the port to another location was found positive. - The plan should have kept the development rights on the area at a minimal level and the opportunity to create more public spaces and green areas should have been used. - Despite the general consensus of chambers on the future vision of the city as a whole, the plan exhibits a piecemeal approach.

Table 3-3 Views of the Actors Involved in the Transformation Process in 2005 (Contunied)

Name and Position	Comments
<p>Nilüfer Çınarlı Member of Administrative Board of Izmir Chamber of Architects</p>	<ul style="list-style-type: none"> - The aim of relieving the development pressure and demand on the existing center was found positive. - The development demands of local capital on the existing city center should be directed towards this new development site. - The lack of required attempts to attract the capitals to the newly planned areas.
<p>Muhittin Selvitopu Asistant Director, Konak Municipality</p>	<ul style="list-style-type: none"> - The plan has internal consistency and a coherent philosophy - The plan needs large amounts of capital to become real, but there is no such capital demand to invest on the project site. - The decision of moving the port to another location was seen negative - The area contains already planned areas which will cause new problems impeding future planning activities. - The municipality sees the organization of small property owners to assemble their lands to make larger building lots unlikely to happen, as foresaw by the plan. - The major implementation means of the Metropolitan Municipality to make the plan real is expropriation. However, considering the current situation of ownership in the area, the expropriation costs would be too high. - The area left to public use is kept by the plan at 25% of the total area, whereas the Development Law gives the opportunity to keep this ratio as 40%. As the public land share can be allocated only once through the urban plans, this value should be kept at the maximum rate.
<p>Prof. Dr. Sezai Göksu Dokuz Eylül Üniversitesi, City and Regional Planning Department, Consultant of the advisory board for planning of the district</p>	<ul style="list-style-type: none"> - The aim of relieving the development pressure and demand on the existing center is found positive. - The center proposed is not a business center, but a city center with its full definition - The success of the plan depends on the convergence of the demands of the capital and the plan proposals. As a result, the development conditions in the district should be determined according to the capital needs and demands to encourage the construction activity in the area. - The conventional planning tools and means are not enough for the plan to become real, particularly concerning the current ownership pattern of the area. New development methods, such as negotiation with the property owners and encourage their participation, must be practiced in the implementation process of the plan.

Concerning the comments of the actors involved in the planning process, we can state that all actors had a consensus on the necessity of such a plan on the Izmir Port District. **The plan was legitimized by the aim of directing the development pressure and demands on the existing CBD to the newly planned CBD.** In this respect the land-use functions and their characteristics foreseen for the planning areas were mostly supported by the actors involved.

One of the major concerns for the plan was related to the decision **of moving the port to another location.** It was mainly expressed by the representatives of the large capital groups in the city, such as the Chamber of Commerce, the Chamber of Industry and the Chamber of Shipping. Instead, they suggested **modernizing the port with container functions and expanding the port functions with a passenger port.** The representatives of both the Chamber of Architects and the Chamber of City Planners, however, were in favor of the transfer of the port to another location.

Other set of concerns was related to the implementation of the plan, as some actors did not see this plan to become real through the conventional planning tools, and the existing ownership pattern of the planning area. The Chamber of Architects, Chamber of Commerce, and District Municipality of Konak **underlined the insufficiency of the local capital investments for this plan,** another concern of the actors involved in the planning process was related to **the necessity of developing the means and tools to attract inward capital to this development site.** In this respect the need to, direct the existing capital demand for high-rise developments to the planning area was underlined.

The possible administrative problems which would emerge in the application process of the plan were underlined. The realization of the plan with the defined minimum development lot areas demanded the active involvement of the local municipalities in the development stages as negotiation organizations for forming partnerships between property owners in the area. The Greater Municipality of Izmir expressed their concerns in this issue that the local municipalities lacked the required technical expertise in this respect. On the other hand, the District Municipality of Konak expressed their concerns on the minimum buildable lots, as they foresaw this item would be objected by the property owners in the area. Also, the District Municipality of Konak expressed their concerns on **the high expropriation** costs required for the realization of the project. These issues were also foreseen by the University of Dokuz Eylül and **implementation of new development methods,** such as negotiation with

the property owners and encourage their participation which must be practiced in the implementation process of the plan.

Some of these criticisms and comments proved to be valuable in the application period of the plan. The interviews in 2011 with the representatives of organizations involved in the process included the following comments on the planning process, summarized in following table (Table 3-4).

The comments on the last ten years of planning activity in the Izmir Harbor District, were focused on the following issues: the initial planning approach, lack of required administrative structure to direct the development demands, compromises made in the plan, the lack of coherence between different institutions responsible for planning in the district, the weaknesses of the administrative structure in the implementation process of the plan.

The initial planning approach which can be considered a **participatory planning process** was found positive by all the actors involved in the process. However, the Chamber of Commerce and the Chamber of Urban Planners expressed that this approach weakened in time. Some concerns of actors expressed earlier were not regarded in the process, such as the concerns on the transfer of the port and the need to direct the development demands to the area, and they did not receive the required responses from the municipality. However, the concerns expressed by the Chamber of Urban Planners about the planning decisions on Ege Mahallesi and the demand expressed by the Chamber of Architects to increase the planning rights in the area was accepted by the municipality. The demands for the rise in the building rights were based on claim that the planned building areas and densities were not suitable for architectural development, especially for tourism-related functions.

The rise in the development demands was also related to the slow development in the district following the declaration of the plan in 2003. One prominent reason for low development demand in the area was the **inability (or, inadequacy) of the municipality to direct the development demands to the planning area**. The Chamber of Urban Planners expressed their concern on this issue and the required development code -as discussed earlier- was cancelled by the Greater Municipality.

Table 3-4 Views of the Actors Involved in the Transformation Process in 2010

Name and Position	Comments
<p>Hitay Baran Planning Advisor to Izmir Chamber of Commerce</p>	<ul style="list-style-type: none"> - The planning process was tried to be made as participatory as possible - In the initial stages the Chamber of Commerce expressed that special precautions should be taken to encourage the capital owners to invest in the area. - The development rights given in the plan of 2003 were found low. - The long realization process of the plan resulted in increase in land prices. - The port is the core of the identity of Izmir, a regional port can be constructed in Çandarlı but the current port should continue its functions. - The decisions on sub-planning districts are consistent and applicable.
<p>Tolga Çilingir Former Head of Administrative Board of Izmir Chamber of Planning</p>	<ul style="list-style-type: none"> - The aim to direct high rise building development demands to the planning area was not realized as the development demands on other parts of the city were not discouraged. -The initial design ideas gained through the competition were lost in the planning process. - The Chamber of Planning objected the decision of replacing Ege Mahallesi with public green on the basis of the social qualities of the neighborhood (a low income gypsy settlement). The municipality responded to this demand positively declaring the area a special planning zone for rehabilitation. -The planning decisions were taken with reference to the presumption that the port would be transferred to some other location, which didn't happen as planned. As a result the functions intended for Alsancak Industrial district became unviable. -The Chamber of Architects supported the increase in development rights in 2005 which resulted in the cancellation of the plan.
<p>Hasan Topal Head of Administrative Board of Izmir Chamber of Architects</p>	<ul style="list-style-type: none"> -The inability of the municipality to take public partnership shares for a second time was a problem in the development of the plan. -The development of the port didn't happen as planned. As a result the planning process weakened. -The rise in development rights in 2005 was a mistake which led to the cancellation of the plan. -Compromises in the planning decisions were made, such as the case of Sumerbank Factory where initial planning decision of culture and convention center was left and the complex was turned into a high school. -The ownership based logic of Turkish planning system weakened the process. Small property owners wished to develop their lands individually. - The model of forming a development corporation was discussed but was not realized. -The 1/1000 plan studies didn't bear the logic of 1/5000 plans

Table 3-4 Views of the Actors Involved in the Transformation Process in 2010 (continued)

Name and Position	Comments
<p>Sezai Göksu University of Dokuz Eylül Planning Department</p>	<p>-Many land transfers happened in the planning area since the early years of planning studies, which increased the land prices greatly.</p> <p>-The ideas gained from the urban design competition could not be applied within the boundaries of Turkish Planning system.</p>
<p>Beri Özalp Planning Department of Greater Municipality of Izmir</p>	<p>-Many law suits were opened regarding individual building rights in the area. These law suits were opened with individual objections of property owners and didn't lead to cancellation of the plan but partial revisions in the plan had to be made which weakened initial design decisions.</p> <p>-The suggestion of Chamber of Architects to increase the building rights in the area led to the cancellation of the plan as a whole.</p> <p>-The possibility of individual conflicts was seen in the early stages of the planning process. The formation of a development corporation was discussed in this respect but this idea was not realized.</p>
<p>Gökhan Erkan Head of Administrative Board of Izmir Chamber of Planners</p>	<p>-Even though the planning in the district began with positive attempts in terms of participation and design of urban spaces, the planning process was later conducted as a rather closed planning process.</p> <p>-Turkish planning system is not compatible with the competition strategy which develops abstract ideas, whereas the system is based on property relations.</p> <p>-Instead of directing high-rise development demands to the planning area, which was aimed in the beginning, development of high-rise buildings were allowed in other locations in the city.</p>
<p>Ulaş Özkan Conservation Board of Izmir</p>	<p>-The municipality asked for, the conservation board's comments on the initial stages of the plan which is a positive attempt but the board couldn't be a part of the planning process due to its official position in the planning process. (The plans are to be submitted to the conservation board upon completion for approval)</p> <p>-Piecemeal planning decisions were given in the Alsancak Industrial district, the decisions given in 1/5000 plan were not applicable in 1/1000 for some buildings subject to conservation decisions.</p>
<p>Cengiz Türksoy Former Head of Planning Department of Izmir Greater Municipality</p>	<p>-In the initial stages a new planning approach was adopted which incorporated urban design ideas to planning process.</p> <p>-Views of various actors and property owners were taken in the process.</p> <p>-The head of the Greater Municipality, Ahmet Priştina, didn't interfere with the plan making process.</p> <p>-The ability of the district municipalities in preparing 1/1000 plans in accordance to 1/5000 plans were questioned in the initial planning stages.</p> <p>-The formation of a development corporation was discussed, but this idea was abandoned and the process was left to the initiatives of the district municipalities.</p> <p>-The change in building rights led to the cancellation of the plan. This stopped the application of the plan.</p>

The slow realization of the plan also resulted in a series of **compromises in the initial planning decisions**. Examples of such compromises can be counted as the functional change in the Sümerbank Factory area, and the changes in functions of small-scale developments along the İşçiler Street as explained by the Greater Municipality of Izmir. Also the development of the port did not happen as was expected in the earlier stages. Even though this issue was expressed several times by the Chamber of Commerce and Chamber of Shipping in the initial stages of development, the plan was prepared with the presumption that the port would be turned into a passenger port. As the port was not transferred to another location, the cultural and touristic development foreseen for the Alsancak Industrial district was not realized either.

The lack of coherence between different institutions responsible for planning in the district can be considered as one of the reasons behind such problems. Also, the resolution of conflicts between property owners in the area and the planning organizations were left to the initiative of district municipalities, which could not fulfill this mission. To prevent this foreseen problem the formation of an institution which would govern the planning process with negotiations between various actors was planned, but not realized.

The idea of establishing a separate agency which would govern the planning process was a result of a concern on the current organization of planning activities in the Turkish context. In the Turkish planning system, even though the planners have a power to control urban developments by means of 'plan notes' which define the character of a development area in detail, the planning rights which are distributed among various administrative organizations, make the control of the implementation process of the plan hard to accomplish.

3.4.6 Overview of Planning Activities in Izmir Harbor District: 2001-2011

One can note that the city of Izmir has a certain administrative **tradition of producing urban public spaces**. Beginning from the 19th century to today when Izmir Port turned into the most prominent urban public space of the city in time, it is possible to observe that city authorities aimed at producing the required infrastructure for an industrial city together with the urban elements that would contribute to both the public life and commerce of the city. The Rene-Danger Plan and the urban plazas and boulevards produced with the plan, Izmir International Fair, the un-realized plan of Le Corbusier, the case of Konak Square and the recent development of Kordon as a public green space can be counted as the examples of this planning tradition of the city. In each case, the planning practice has tried to make these spaces as much public as possible, and a quality of design has been sought to achieve through design competitions. The case of Izmir Harbor District is one such case.

The competition of Izmir Harbor District served for two purposes: to make the process more visible in local and global scales, and to gain design ideas for future planning activities. At the design competition stage, three approaches to urban design practice can be observed: i) proposals as master plans, ii) proposals as urban design and iii) proposals as strategic approaches. The jury's general position and the later approach of the planning initiative of Greater Municipality of Izmir were based on **urban design proposals**, which were based on formal characteristics of urban spaces.

The initial planning stages were made public with the direct involvement of Chamber of Architects, Chamber of City Planners, Chamber of Commerce, Dokuz Eylül University and the winner of the competition. Other actors were also involved in the process through correspondence letters. These actors involve large-scale property owners in the district (namely; TARİŞ, Turkish Republic Railways (TRR), Petrol Ofisi), the Chamber of Shipping, and the Conservation Board of Izmir.

However, the Greater Municipality of Izmir has been the final decision-maker in the process. Some concerns expressed by the actors involved in the process. For example, the concerns of the Chamber of Urban Planners on Ege Mahallesi, and the common decision on the planning of Bayraklı Archeological site as a special urban design area were considered positively by the municipality. Again, the common concern of setting up a separate agency to direct and manage the implementation of the plan through negotiations with actors involved in the process, together with the need to take other measures to direct the development demands to the planning area, were accepted by the Greater Municipality, but these ideas were not reflected to planning practice. The controversial comments on the future of the port are important. The Chambers of Commerce and Shipping were in favor of a port which would serve for both a cruise port and container port, while the Chambers of Architects and Urban Planners were in favor of a total transfer of industrial functions and the replacement of the current port with a cruise port. The municipality expressed that the port was out of their planning rights, and acted with the presumption that the port would be transferred, and the industrial district of Alsancak would turn into a site for touristic functions.

The plan came into power in 2003, but little development was realized in this period. This plan, however, was subject to many changes; some compromises had to be pursued from its initial policies. Small-scale property owners' objections led to the piecemeal changes in the plan. Likewise, the plan frustrated many groups and actors involved in the process due to its slow development pace. There were a number of reasons behind this slow development pace, as underlined by the actors interviewed as a part of this study. These factors can be listed as: the inadequate local capital investment for large-scale projects, the insufficient endeavors of the Greater Municipality to attract the development demands to the area, the limitations exerted by the

minimum development lot size (5000 m²) which required the formation of cooperation and partnerships among property owners in the area, the inadequacy of building lots and low building densities which did not allow for the production of architecture especially for tourism-related functions. Thus, both the municipality and the general public became concerned on the future of the plan. In this stage, the Chamber of Architects suggested an increase in building rights, which was also agreed by the Greater Municipality. The revised plan with increased building rights came into effect in 2005. This change however became subject of law suit which led to the cancellation of the plan. The plan was revised by decreasing development rights back to the old state. Nevertheless, due to the changing legislative requirements for development plans, the plan failed to satisfy the need for a total geological survey. Consequently, it was sued on this basis and it was cancelled once again. Even though the required surveys were conducted and the plan was approved once more, another lawsuit was opened with the claim that the land was not suitable for high-rise development and the decision of high-rise development in the area was against the public interest. The law suit is still ongoing by the time this study is carried out.

CHAPTER 4

CONCLUSION

This thesis has examined the city-port relation through the recent transformation process of Izmir Harbor District. Based on cultural perspective put forth by Meyer, it has investigated the changing cultural definitions of both the city and the port in three major European cities (London, Barcelona and Rotterdam), as well as the prominent actors which were influential in the planning and design processes of these port transformations. The investigation of three cases with reference to their individual planning contexts and the actors involved in the planning and design processes shows that the possibility of implementation of design approaches is related with the planning culture specific to the context which the practice takes place. Based on this assumption, the investigation of the transformation process of Izmir Harbor District has been carried out through Meyer's cultural context with reference to three major topics: development of planning practice, the planning structure and transformation process. The involvement of several actors in the planning and design process and their impacts on both the process and space have been particularly examined. The following part of this chapter compares the case of Izmir with similar recent European examples, underlines the challenges, difficulties, and problems of the transformation process of Izmir Harbor District, and discusses the missing aspects in the Turkish planning system and culture with the help of the gained insights on Izmir.

4.1 Findings and Discussions

It is interesting to see that the design and planning process in the transformation of Izmir Harbor District has been ceased several times through court cases, political conflicts and the lack of private investors to trigger the regeneration pace of the urban quarter. One of the reasons behind this procedural outcome lies at the lack of a formal planning and design procedure to guide the whole transformation process. This has been a problem for other transformation cases in Turkey, such as Galataport and

Haydarpaşa. Another factor which brought about this outcome is the lacking involvement of the central government agencies in the design and planning processes of the district. Without their presence, the Metropolitan Municipality of Izmir stood rather weak in making decisions on the sites which were out of their authority. Likewise, another factor which was missing in the process was an independent public agency which could be responsible for the whole transformation process and which would lead and manage the process and sometimes act as a negotiator or mediator within the whole process. Another issue was a missing viewpoint of transformation as a process rather than an outcome. As one can see from the examples of three port cities, the transformation process of these port areas took more than 20 years. The important contribution of public and quasi-public agencies involved was to manage the whole process, and provided necessary planning and design instruments when the system broke down. In the case of Izmir, although the necessity of such an institution was spelt out many times, it was not set up.

The common point in the three European port transformations which can be considered successful is **consistency in planning and design process**. In the case of London, this consistency was provided by gathering the planning rights in a single local organization. In the case of Barcelona, the consistency has been achieved through a public and political consensus between various actors and the general public. In the case of Rotterdam, the consistency has been produced through the strict framework of planning structure and the scientific approach to planning discipline.

The earlier stages of British case where the viability of planning decisions depended on the consensus between the Greater London Council (GLC), local boroughs, Docklands Joint Committee (DJC), formed by members of GLC and related boroughs, port authorities and the central government. This administrative structure was operational between the years of 1963 and 1981. The development in the district between these years followed a slow pace. In the case of London, the slow pace of development was also related with the political difference between the authorities. In 1981, the planning initiative of London Docklands Development Corporation (LDDC) was founded while the DJC and the local boroughs were abolished thus the planning rights in the district were gathered under **a single organization**. The organization had also rights of developing projects to finance the transformation process and the rest of the transformation was conducted between LDDC and development companies, in form of a series of public-private partnership projects. However, the approach of LDDC has been criticized many times on the basis of the **lack of participation and the lack of integration** between the produced spaces and the city.

Table 5-1 The Table of Actors Involved in the Transformation Cases of London, Barcelona Rotterdam and Izmir (Items in bold lettering indicate primary actors)(Author's own interpretation based on; Batley, 2007; Kelly, 2005; Van Kempen, 2000; Meyer, 1999; Marshall, 2000, Bal 2005)

	LONDON	BARCELONA	ROTTERDAM	IZMIR
Central Government Institutions Agencies	<ul style="list-style-type: none"> • Central Government • The Secretary of State for the Environment • Government Office for London (GOL) 	<ul style="list-style-type: none"> • Central Government • Government of Catalonia 	<ul style="list-style-type: none"> •Central Government • Ministry of Transport, Public Works and Water Management • Four other ministries 	<ul style="list-style-type: none"> •Central Government •Ministry of Housing and Development •Under-secretariat of State Planning Organization
Local Government Institutions/ Agencies	<ul style="list-style-type: none"> • Local Boroughs • Greater London Council (GLC)(Until 1986) • London Planning Advisory Committee (LPAC) • Port of London Authority • Docklands Joint Committee (DJC) 	<ul style="list-style-type: none"> • Municipality of Barcelona • Barcelona City Council • Strategic Metropolitan Plan of Barcelona Association 	<ul style="list-style-type: none"> • Rotterdam Port Company • Rotterdam Public Works Department • Rotterdam City Council 	<ul style="list-style-type: none"> • Greater Municipality of Izmir • Local Municipalities of Konak and Karşıyaka (and Bayraklı Municipality beginning from 2010) • Board of Conservation of Izmir
Quasi-Public Institutions / Agencies	<ul style="list-style-type: none"> • London Dockland Development Corporation (LDDC) (1981-1999) 	<ul style="list-style-type: none"> • Public company managing the events site of Barcelona 	<ul style="list-style-type: none"> •Rotterdam City Development Corporation 	N/A
Private Sector	<ul style="list-style-type: none"> • Large-scale real estate and development companies • Olympia and York Development Company • International architectural and engineering firms • Skidmore Owings and Merrill (SOM) • Individual landowners • Light industrial capital 	<ul style="list-style-type: none"> • Large-scale real estate and development companies (MBM Architects) • Catalan-Spanish architects (Oriol Bohigas, Sola Morales) • Port authority managing the Harbour of Barcelona 	<ul style="list-style-type: none"> • Teun Koolhaas Associates • Other renowned architects and development companies 	<ul style="list-style-type: none"> • Private Sector Developers (i.e. Metropol Holding, Folkart Construction...) • Individual landowners
Voluntary Sector /Non-Governmental Organizations	<ul style="list-style-type: none"> • London First Centre • London Pride Partnership • Confederation of British Industry (London Region) • London Chamber of Commerce and Industry 	<ul style="list-style-type: none"> • Chamber of Commerce • Trade Unions • Universitat de Barcelona • Catalonia Workers Commissions 	<ul style="list-style-type: none"> • Erasmus University • Dutch Economic Institution • Chamber of Commerce • The Association of Water Boards (UvW) • The Society for Dutch Enterprises (VNO-NCW) • The Ports and Industries Association Rotterdam (Deltalinqs) 	<ul style="list-style-type: none"> •Chamber of Commerce •Chamber of Architects •Chamber of Shipping •Chamber of Planners •University of Dokuz Eylül

In the case of Barcelona, the planning process was much participatory, than the London case. **The political continuity** of the local government and the autonomy of the local government produced the required ground for consistency in the case of Barcelona. The municipality utilized a series of large- and small-scale projects to gain a wider public support. Also, the Municipality of Barcelona formed long lasting partnerships with the academics, who were also urban and architectural designers. The planning processes, in this respect, were handled by the Municipality's planning organization with the technical support of local academics. As a result, a tradition of production of public spaces was built in the city. The city also utilized large-scale urban events, such as the Olympics and the Cultural Forum, as catalysts for the implementation of the existing local plans.

In the case of Rotterdam, the planning institution is autonomous itself. Planning decisions in the country are made by a series organizations in different scales; national, provincial and municipal. The decisions and the responsibility of implementation of planning decisions are the duties of single organizations. Yet, many governmental and non-governmental organizations are involved in each case. In the case of transformation of the Rotterdam port, the port authority, the Ministry of Public Works (which was responsible for the completion and implementation of the plan), the development companies, several local and regional authorities were the major actors involved in the planning process. Conflicts between these actors had been resolved through **consensus building activities**.

In the case of Izmir, the planning rights are distributed between various organizations in different scales. Apart from the strategic planning institutions in national and regional scales, the planning rights in the local scale belong to the municipalities. The preparation of the development plans (1/5000) which is necessary for the development of a site is under the responsibility of metropolitan municipalities, while district municipalities are required for the preparation of implementation plans (1/1000) that must be later approved by the metropolitan municipality. Also, planning decisions which have regional and national importance are among the planning rights of organizations of the national government. As such, the legal system also allows both NGOs and individuals to object against the plan, or even to sue it in case of conflict of personal and public interests, as a control mechanism. The role of the metropolitan municipality, in this respect, extends beyond the preparation and approval of the urban plans, but to provide the required ground for consensus building between various planning initiatives, non-governmental organizations and individuals for the realization of plans. As the transformation case of Izmir Harbour District shows, this is a rather hard task for the municipality to accomplish with its existing tools and organization. In the case of Izmir, the consensus between various actors has been met to a certain extent with the help of a certain political consistency and the common goal of fulfilling the need of a new city center. However, as the planning process progressed, it

became evident that the municipality lacked the tools to control the development of the plan, which resulted in a series of compromises resulting in the cancellation of the plan.

Izmir's long established **tradition of production of public spaces** which began in the 19th century, and continued to current time has been valuable in the initial stages of planning in the district. This tradition led to the idea of conducting an urban design competition to search for possible alternatives for the development of the area. Together with the ideas derived from the competition and the participation of local actors, a participatory planning approach was adopted. Although the participatory approach was not obligatory in this period, it was adopted as a result of **the local democratic culture** of the city.

Different from the three European examples, **the support from the central government** to the planning and design, as well as the implementation process of Izmir Harbour District, was missing. As one can see from the European cases, however, the involvement of the central government as the major leading actor of the process was essential for the successful progress of the project. In the Izmir case, both the plan and development was left to the responsibility of the local municipality. Despite the valuable attempts of the municipality to conduct a participatory planning practice in search for good quality urban development, **the realization of the plan has been left to the initiative of developers**. Due to the fragmented land ownership in the area and the reluctant local private sector to invest in the area, the plan could not be realized for a while, the plan started to be seen unsuccessful. Several compromises in the initial planning decisions (such as the increase in the development rights) to proceed the plan, however made it subject to court cases and ultimately led to the cancellation of the plan.

Another important obstacle against the implementation of the project was the lacking tools and initiative of the municipality to establish a necessary partnership between the central and local authorities, private sector, non-governmental agencies and the community. The Greater Municipality however opted to use the regular planning tool, which was to increase development rights, in order to attract the private sector developers to invest in the district. Yet, this was not sufficient for the development of the Izmir Harbor District. **Because necessary demands for new developments in this district could not be achieved** as long as the demands for other nearby districts were discouraged. Likewise, the increase in development rights ultimately acted against the successful progress of the scheme which was subject to lawsuits claiming that increasing building rights was against the initial planning decisions, and the public interest.

Despite the local democratic culture and the local culture of planning of Izmir which are somehow similar to the cases of Rotterdam and Barcelona, the lack of the central government's support left the implementation of the plan to the responsibility of the local authority. However, different than

the case of LDDC, as the municipality lacked the powerful tools to negotiate and attract the private sector investments to the development site (such as providing necessary infrastructural investments, establishing a dedicated and autonomous agency only engaging the development and management of the site, and ensuring a strong long-lasting partnership between local authority, private sector, non-governmental agencies and the public), the realization of the plan was left to its own pace. This lack has been identified in the earlier stages of planning in the district; however, in the later phases, the idea of establishing such an agency was abandoned, and several changes were carried out in the planning team responsible for the planning and development of the district. A strong organizational and administrative institution was essential to proceed such long-term and large-scale urban projects.

As explained earlier with reference to Tekeli's comments, the strategic planning and participatory approaches in urban scale have recently been introduced to the Turkish planning system. The roles and participation of actors have not yet been institutionalized and the planning processes are not yet, as transparent as they are in the European cases. The local municipality's approach to planning is determinant in the participation of actors and planning approaches. However, the municipal approaches and policies on the municipal organizations are too much dependent on the individual decisions (such as, mayor's decisions). The outstanding endeavors of Priştina on the launching of Izmir Harbour District's transformation plan, for example, are rather significant in this sense. As a result, the strategic planning decisions on local scale become too much brittle and instead of consistent approaches for long time periods, planning in local scale is conducted by piecemeal short term actions.

The story of the incomplete viaduct in Alsancak, briefly introduced in the first page of this study, where a swift decision of the municipality produced a large public green area on the waterfront, is one such case where a piecemeal approach resulted in a positive space for the general public. The piecemeal decision also resulted in a derelict incomplete infrastructure part in the city. The incomplete viaduct, which was left as an unreasonable urban mass for nearly ten years is being connected to the port at the time of writing of this study. Just as the sight of the incomplete viaduct pointed to the incomplete planning process of the district, the spontaneously completed viaduct is similar to the piecemeal and spontaneous planning decisions given in the planning process which led to the disappearance of the initial design decisions.



Figure 4-1 Recent Construction of the Viaduct towards the Port

(Author's Collection, 2011)

This study points out to the weak and limited aspects of the current state of Turkish planning context to realize large-scale urban design projects through the example of Izmir Harbor District project. The realization of such projects requires a long-term consistency of planning strategies. The existence of central governmental support in such cases contributes to the realization of the project greatly, yet a central support is not enough. In cases where the needs and aspirations of local actors have been neglected, the plans dictated by the central authority fail to be integrated parts of the urban environment; instead mostly luxurious urban closed enclaves are produced in such cases. Instead of the central authority taking the initiative of a transformation project, a local initiative which has the powers to negotiate with local and global actors through the support of the central authority can respond to the needs and aspirations of a larger group, and thus produce more desirable end results. In the case of Izmir, despite the possibilities of the local political culture which made the process a more participatory planning practice as compared to various other cases in Turkey, the realization process could not be conducted successfully. The lack of a local initiative which could form the missing link between various actors involved in the process and which could supervise the realization process of the plan, together with the lack of support from the central government and other central authorities, left the process to the ability of the private sector developers and the limited control of the municipality. The current situation of the district after ten years of planning in the area once more underlines the need for institutionalization of roles of local and governmental actors in such planning cases within the framework of strategic planning approaches.

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APPENDIX A

MAPS OF THE PLANNING AREA

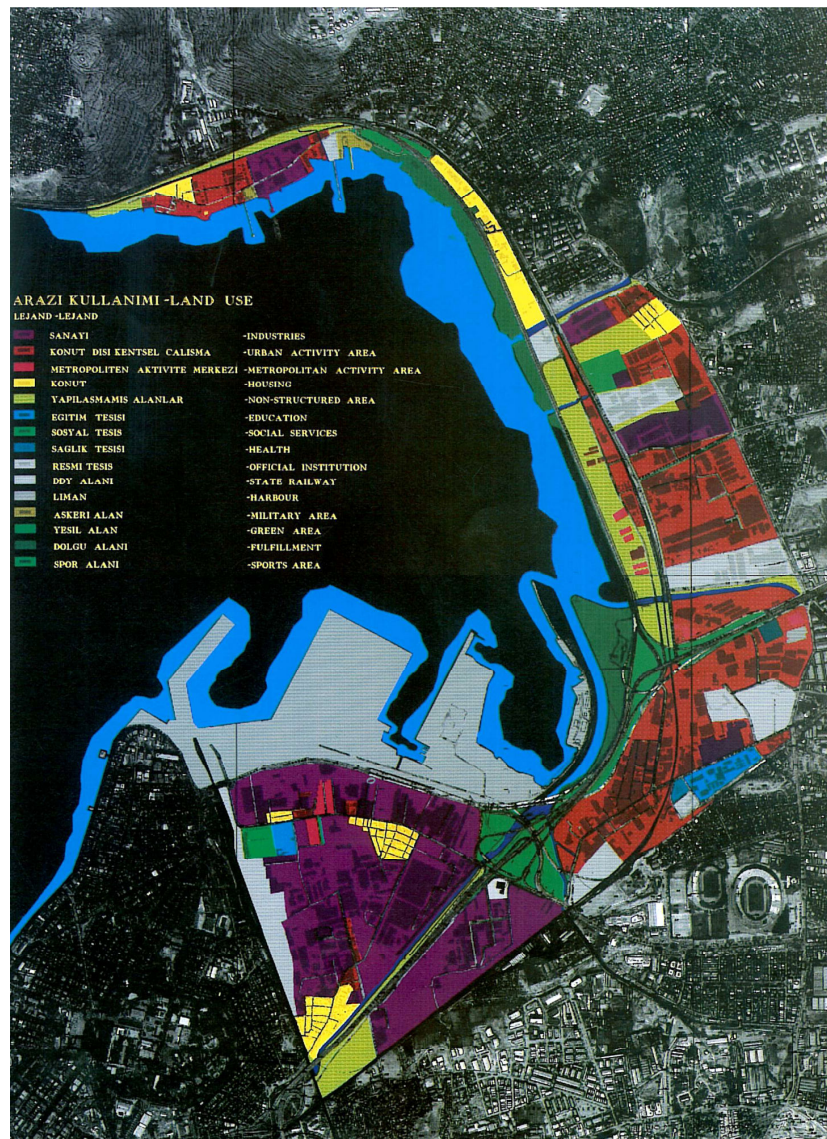


Figure A-1 Land Use of the District (Greater Municipality of Izmir, 2001)



Figure A-2 Buildings Listed for Conservation in the District
(Greater Municipality of Izmir, 2001)

IZMIR ALSANCAK LIMAN ARKASI - HALKAPINAR - SALHANE - BAYRAKLI - TURAN KIYI KESIMI
IZMIR ALSANCAK HARBOUR REGION-HALKAPINAR-SALHANE-BAYRAKLI-TURAN COASTAL AREA

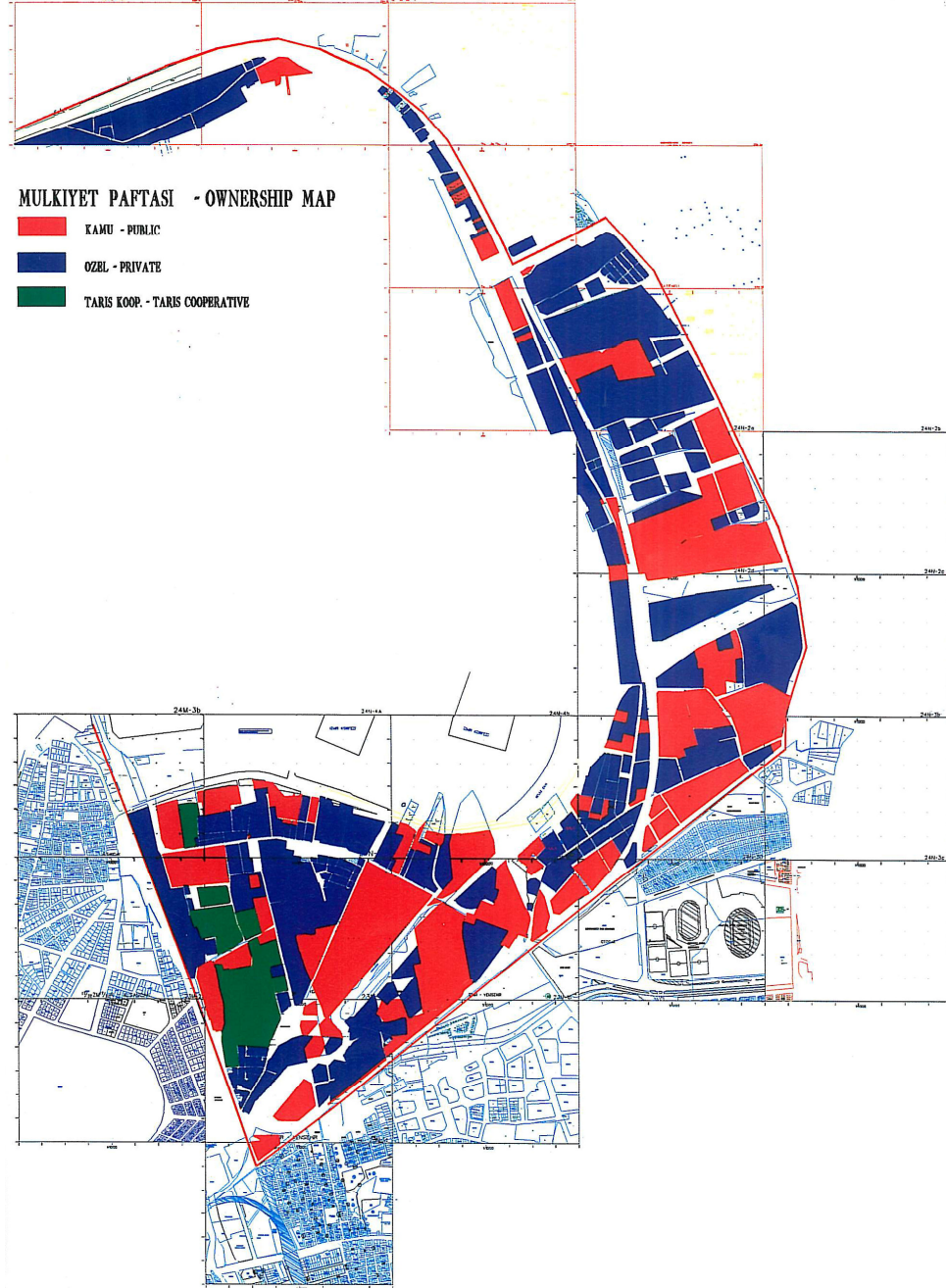


Figure A-3 Ownership Map of the District (Greater Municipality of Izmir, 2001)

APPENDIX B

FIELD STUDY NOTES

Alsancak Train Station and Its Annexes

Built in late 19th century the train station is the one of the main reasons of industrial development in the district. Apart from the existing station building the area under the administration of TCDD contains a large amount of service buildings. Some of the service buildings have been listed for conservation; these buildings exhibit a certain architectural quality as pieces of industrial heritage.



Figure B-2 Two of the Annexes of Alsancak Train Station

(Author's Collection 2010)

Ege Mahallesi

Ege Mahallesi is a former workers housing area which began to develop in 19th century together with the development of industry in the district. The area is currently inhabited by a gypsy population and some portions of the neighborhood are developed in form of slums. The neighborhood is currently housing an intricate mixture of appropriated spaces by the residents (such as the former military lodgings appropriated by local residents, and the remains of a former church which is currently used as a beer house). The neighborhood was initially declared as a green area however the qualities of life in the district were later realized, and with the endeavors of the chamber of planners and the residents of the neighborhood the plan was revised.



Figure B-3 Image from Ege Mahallesi (Author's Collection 2010)



Figure B-4 The Appropriated Military Lodgings in Ege Mahallesi

(Author's Collection 2010)



Figure B-5 The Remains of a Former Church in Ege Mallesi
(Author's Collection 2010)



Figure B-6 The Main Street of Ege Mahallesi
(Author's Collection 2010)

Sümerbank Textile Factory

Built in 1930ies the factory is one of the examples of early industrialization attempts in the Turkish Republic. Similar to the other industrial complexes of the period the Sümerbank Textile Factory included housing and social facilities together with the production areas. The factory has been one of the most controversial issues in the early planning stages since a proper re-use function could not be attributed to it. The initial planning decisions in the district were not clarified in 2003 and in the following years the complex was transformed to a high school by a series of ad-hoc decisions. The transformation of the complex is criticized by many architects and conservation specialists as the industrial quality of the complex was destroyed and the complex was given an introverted function.



Figure B-7 The Former Sumerbank Factory as a Highschool

(Author's Collection 2010)

Isçiler Street

Being one of the main streets of the former industrial district the Isçiler Street still has remnants of examples of industrial heritage, one of them being one of the largest industrial complexes in the area; Şark Industries. The street was planned to be transformed with small scale commercial and touristic functions however due to the complex ownership pattern of the area the street could not be realized



Figure B-8 The Şark Industries Building on Isçiler Street

(Author's Collection 2010)



Figure B-9 A portion of Isçiler Street

(Author's Collection 2010)

The Gas Factory and The Electricity Factory

The Gas Factory is one of the successful transformation attempts in the district. The Gas Factory was transformed to a cultural complex in 2008 and its one of the most active cultural complexes of the city. However the neighboring Electricity Factory of is still in derelict condition due to the large size of the complex the municipality still can't transform the building with its own financial means and the search for an entrepreneur for the transformation is still ongoing.



Figure B-10 The Restored Gas Factory in Alsancak

(Author's Collection 2010)



Figure B-11 The currently derelict Electric Power Station

(Author's Collection, 2010)

The Yaşar University and Other Individual Transformations

Some small scale examples of industrial heritage in the district have been transformed by individual entrepreneurs in the last decade. The Tuzakoğlu Flavor Factory which was transformed into a university building by Yaşar Holding is one of these, one other interesting example in this respect is the transformation of a warehouse in to one of the most prestigious night clubs of the city. Many more warehouses and small ateliers in the district are awaiting transformation.



Figure B-12 A Ware House Transformed into a Night Club

(Author's Collection 2010)



Figure B-13 A Warehouse in Alsancak in Darelict Condition

(Author's Collection 2010)

Bayraklı Tumulus

The archeological site of Bayraklı Tumulus is today considered the birth place of the city of Izmir. The planning and design studies on the site are still ongoing. With its current state the archeological site is surrounded by low quality neighborhoods and slum developments on the background.



Figure B-14 The Bayraklı Tumulus and Its Surrounding

(Author's Collection 2011)

