

**Use Of Public Lands For Mass Housing Projects In  
The Privatization Process-İzmir Case**

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## ABSTRACT

Physical structure of today's cities and selections of social status in urban space have been existing with the effect of property phenomenon. Thus, examination of policies, institutional structures and implementations concerning the property ownership of urban land and transformation of these lands into urban lots has great importance.

Existence of public lands forms and important potential for directing urban development and for providing insufficient urban facilities. In our country, comprehensive policies concerning the use and stock of public lands have not been developed, large urban facility areas have been randomly formed by using public lands without examining if they were suitable or not and these have been affecting urban macroform. Moreover, development amnesties have been enacted after the development of public lands and plans have been prepared, later. Property has been turned over to private property while using public lands for these purposes.

In the city of İzmir, municipality or treasury owned public lands on developed areas have started to be filled with squatter houses; with mass housing settlements built by municipalities, cooperatives and Real Estate Bank.

Basic examination of the study is; which policies were applied in property supply and using forms in the development of public lands as mass housing areas inside İzmir Metropolitan Area and problems have occurred during the implementation process of those policies. The goal of finding the answers of these questions is to make a contribution to the formation of more coherent policies in the use of public lands.

In this study, it was goaled to examine mass housing areas built on public lands inside İzmir Metropolitan Area, on the base of property supply and using forms. Therefore, firstly data concerning the general characteristics and land selections of these areas were presented. Evka-1, İz-Kent-1 and İzkonut-1 developments were selected as study areas related to the transfer and using ownership processes and using and transfer ratios of the renting position of these dwellings by their first owners were given.

Key Words: Public lands, Land and Housing Policies, Privatization, Mass Housing.

## ÖZ

Kentlerimizdeki bugünkü fiziksel yapı, sosyal sınıfların kent mekanındaki yer seçimleri mülkiyet olgusunun da etkisiyle olmuştur. Bu nedenle, kent toprağının mülk sahipliliği biçimi ve bu toprakların kentsel arsaya dönüşümüne ilişkin politikalar, kurumsal yapılar ve uygulamaların sorgulanması önem taşır.

Kentsel gelişmenin yönlendirilmesinde, eksik kentsel donatıların karşılanmasında ve yeni ihtiyaç duyulacak donatıların giderilmesinde kamu arazileri stoku çok önemli bir potansiyel oluşturur. Ülkemizde kamu arazilerinin stoku ve kullanımına yönelik bütüncül politikalar geliştirilmemiş, uygun konum ve büyüklükte olup olmadığına bakılmaksızın sadece kamu arazisi niteliği nedeniyle büyük alan ihtiyacını gerektiren kentsel kullanımlar rastgele yerleşmiş ve kent makroformunu etkilemişlerdir. Ayrıca bir çok kamu arazisi üzerinde yapılaşma olduktan sonra imar afları çıkarılmış ve planlanması daha sonra yapılmıştır. Bu süreç sonunda da kamu mülkiyeti özel mülkiyete dönüştürülmüştür.

İzmir kentinde de yapılaşmamış alanlardaki belediye yada hazine mülkiyetinde olan kamu arazileri 1985'lere kadar yoğun olarak gecekondularla, 1985 sonrası gecekondularla birlikte büyükşehir ve ilçe belediyeleri, kooperatifler ve Emlak Bankası gözetiminde yapılan toplu konut alanları ile dolmaya başlamıştır.

İzmir Büyük Kent bütününde kamu arazilerinin toplu konut alanı olarak yerleşmeye açılmasında mülkiyet sunum ve kullanım biçiminde ne tür politikalar oluşturulmuş ve uygulamalarda nelerle karşılaşmış olduğu bu çalışmanın temel sorgulamasıdır. Bu soruların yanıtlarının aranmasındaki amaç ise kamu arazilerinin kullanımına yönelik daha tutarlı politikaların oluşturulmasına katkı sağlamaktır.

Bu çalışmada İzmir Büyük şehir bütünü içerisinde bulunan özellikle kamu arazileri üzerinde yapılmış olan toplu konut alanlarının mülkiyet sunum ve kullanım biçimi temelinde incelenmesi hedeflenmiş, öncelikle bu toplu konutların genel özelliklerine ve yer seçimlerine ilişkin bilgiler sunulmuştur. El değiştirme ve kullanım sahipliliğinin sürecine ilişkin olarak da örnek alanlar olarak seçilen Evka-1, İzkent-1, İzkonut-1 konutlarının ilk sahipleri dışında kiraya verilerek kullanılma ve el değiştirme yüzdeleri sunulmuştur.

Anahtar Sözcükler: Kamu Arazileri, Arsa ve Konut Politikası, Özelleştirme, Toplu Konut.



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## CHAPTER 1

### INTRODUCTION

Undeveloped vacant areas in and around the cities, are the areas that have a tendency of development or at least, carry that development potential. As the urban population increases, those vacant areas become integrated with the city by squatter housing, illegal housing or planned development. Before the development of those areas, the property owners are the treasury, the municipality or the private ownership.

Today's physical structure of our cities are formed by the effects of the site selection of social groups in urban space and the property ownership. For that reason, it is required that, property ownership form of urban land, and the policies in the agenda related to the transformation of those vacant areas into urban land, the institutional structure and adopted implementation practices should be interrogated. Problem definitions that entail mentioned interrogation were defined as below (İzmir "Yerel Gündem 21", 1998, p.145-146):

a) Lack of sufficient technical, social and cultural infrastructure in urban life environments,

b) Unrealization of the stabilized, balanced distribution of the profits and costs that arised as a result of urbanization process,

c) Besides the existence of the fact "urban migration" –which has been continuing concentratedly and will be continued in the same manner in the next decade-, there has been a continuity in the fact of illegal settlement both in the form of squatter housing and illegal housing, and in addition, appropriate land and housing policies which can provide a solution for housing problem of especially low income groups of the urban population, have not been produced,

d) Having an indiscriminate site selection of the mass housing areas, üniversities, and the other large scale urban uses, in a way, regardless of the suitable location and size, just because of the presence of the stock of public land; and the state of having negative effects of that indiscriminate site selection on urban macroform,

e) In consequence of the repeated development amnesties, continuity of both the occupation of the public lands and the illegal sale of private lands such as, shared sales and sales with contracts; and for the near future, the existence of the possibility of experiencing a property confusion on the lands where illegal sales have taken place,

f) During the last five years, it has been experienced that the public lands, which would have vital importance in the near future of our cities, were sold totally by ignoring the necessity of producing policies to provide the requirements of the public uses, which is required to be in public property,

g) The state of being assumed only the property owners with the costs of conserving our cultural heritage, and the inexistence of being interfere with that process,

h) Despite the increase in underground development (car parking areas, subways, shops, etc.), the inexistence of an attempt for arranging the underground property relations,

i) Regarding the land ownership, regular and updated data bases, that provide the improvement of either tax collection, healthy physical planning or making healthy research, have not been created yet.

Existing stock of public land, forms an essential potential in directing the urban development; in meeting the deficiencies of the urban facilities and services; and also in meeting the requirements of the probable new facilities and services. Besides the use of public lands, expropriation method can also be applied in order to meet those mentioned requirements. However, today, the expropriation is an expensive land policy, and it is a method which is not very common in use. Therefore, in order not to feel a need for such a policy in the future, today's land policies implemented in the use of public lands should be questioned, and measures should be taken, for future.

When urban lands are used with an incrementalist approach, without producing any complementary policies related to the stock and the use of public lands (lands in the property of treasury and municipality and villages) in the city, and without considering the urban facilities and services that require large amount of land, the land required for mentioned public uses can be used in a different manner; an irrational use of land, will occur such as the assignment of unsuitable lands for urban uses which have been and would be, required in future or the state of being not able to provide the insufficient, deficient urban service and facilities.

Besides having not been generated complementary policies related to the determination and the use of public land stocks, it is seen that, both in the case of Izmir and Turkey, urban land uses requiring large amount of land (mass housing areas, universities, etc.) have been locating on the areas where public lands exist. That sort of site selection takes place in a way without considering the locational conformity, efficiency and the suitability to the macro-decisions. While using public lands for the



mentioned uses, ownership has been turned over to private ownership. During the implementation process of the policies of transforming into private ownership, the role of; changes in the political and economic structure of the country, effects of policies, pressure of other countries and economic measures that they have proposed, are very important.

Limited amount of public land in the city of İzmir, form the potential areas for the provision of deficient social and other facilities. However, till 1985, some of them undeveloped areas owned by the municipality and treasury in İzmir had been occupied by the squatter housing settlements. In the period after 1985, under the supervision of greater municipalities, county municipalities, co-operatives and Real Estate and Credit Bank (Emlak Bankası), the plots having large amount of areas had become filled with the mass housing areas. Therefore, as an addition to the squatter housing practices, mass housing practices had taken its place in the case of using public lands.

Inside the boundaries of Greater İzmir Municipality, the population of 1.204.000 in 1980 has reached a number of 1.757.000 in 1990 and 2.132.000 in 1997. (D.I.E, temporary results) Despite the decrease in squatter housing phenomenon in İzmir, illegal housing, on the lands purchased by illegal shared sales with illegal contracts, continues rapidly (İzmir "Yerel Gündem 21", 1998, p.150).

In the countrywide, the initial examples have shown that, mass housing project according to the housing type and size, generally serves for high-income and middle groups. On the other side, relative to the same points of view, the recent examples have been creating an impression of serving for low-income groups.

However, as Şule Özükren mentions (Özükren, 1994), because of not having a collected data related to the occupants and the way they use their houses, to make an efficient evaluation seems not possible. Shortly, it can be said that, in order to be able to question that policy, researches about property ownership and their using forms should be made. In this context, this study is the first study prepared, concerning the using forms of mass housing settlements realized, particularly, on public lands, and finding out their transferring processes.

The fact of mass housing can be analyzed on such dimensions: the organization of demanding groups; the institutions to be organized; the role of the institutions; starting from the stage of organization, planning, programming, projecting, preparation of alternatives, formation of financial resources, the use of credit; site selection; acquirement of the land, establishment of the infrastructure system; solution of juridical



problems; selection of building technology; form of ownership provision; maintenance and management of public places, etc. Additionally, within each dimension, different approaches and results can arise. However, in the context of this study, considered dimensions of mass housing have been; the provision and using forms of ownership and the mass housing developments that were occupied on public lands.

When mass housing phenomenon in our country is considered in dimensions of ownership pattern, it is seen that, the prevailing property form is private ownership. The reason why the case of “rental property” has been out of consideration, why it has not seen as an alternative solution, can be clarified after answering the following questions of; what the ideological and political structure of Turkey is, what that structure requires, whether this ownership pattern is needed or not, or in which countries and under which conditions that concept has been used. Moreover, in order to maximize the social benefits, that is, to provide equal distribution of goods and services which is very difficult to apply in liberal system in the society, all sorts of alternatives should be presented.

With respect to the political and economic situation, and the current policies and practices of the country, the reasons for considering the form of ownership in mass housing developments can be given as: the existence of low income groups, tenants and the squatter housing settlers in the society, the state of those groups being not able to have a private house; and the existence of doubts on the applicability of the policies.

In order to investigate the policies related to the use of public lands inside the boundaries of Greater Izmir Municipality with the purpose of mass housing, below questions have been asked:

1. What is the level of appropriateness between the macro-decisions and the site selection of the mass housing areas on public lands? How did they affect the direction of urban development?
2. What is the total amount of public lands that were allocated to mass housing projects?
3. Are those mass housing areas on public lands, that has been transformed into private ownership, suitable for that kind of settlement?
4. What is the amount of areas reserved for public and private properties on the lands considered as mass housing?
5. What are the general characteristics of those areas?
6. Who are the occupants? And how do they use their property?

In the context of questions mentioned above, inside the boundaries of Greater İzmir Municipality, the large scaled areas, under the ownership of the Treasury and the Municipality, that are used for mass housing purpose after 1985, have been generally examined. In order to make a general evaluation, probably, data concerning to change and use of property ownership in all of the mass housing areas, that locate on public lands inside the boundaries of Greater İzmir Municipality Area, should be collected. However, it is not possible to collect data about the whole mass housing areas in İzmir, so, only the data about case study area have been collected.

With respect to the use of property ownership and its transfer, Evka-1, İzkent-1, and İzkonut-1 areas are determined as the case studies. Examining those only 3 examples are inadequate for making general investigations and evaluations. There is not a proper reason for the selection of that area, because as mentioned before, essentially, data about each mass housing area should be collected. However, an important characteristic of the case study area is; being the first implementation produced with single greater cooperative model by the leadership of Greater İzmir Municipality.

In this study, firstly, large scaled mass housing settlements built by the leadership of Greater İzmir Municipality, Ege-Koop, Real Estate and Credit Bank and municipalities of counties, on public lands inside the boundaries of Greater İzmir Municipality, were examined. About some of the mass housing areas, detailed data; about the some of the mass housing areas, data concerning only the size and total number of dwelling units could be collected. An evaluation, concerning the land selections, planning decisions and effects to the development of urban macro-form, has been made. Data about these mass housing areas were collected from Greater İzmir Municipality, municipalities of counties, Real Estate Bank, Ege-Koop and from the publications of these institutions, from the studies about mass housing areas that were researched before. Secondly, land register notebooks (tapu kütüğü) in Directorate of Buca Land Registration were examined in order to get data about transferring characteristics of the dwellings in Evka-1, İzkent-1, İzkonut-1 mass housing settlements. Data related to land registers, have been collected between November 17, 1997-February 25, 1998. In Directorate of Buca Land Registration, 77 land register notebooks (tapu kütüğü) have been examined, where, data about approximately 100 unit dwellings were existed in each volume. Data, existed in each land register notebooks, about; volume number, page number of flat ownership previous page number, recent page number, continuous page number, page number of main real estate, flat number,



independent part number, date, building plot share, its quality, sheet number, building block number, its area (hectares, m<sup>2</sup>, dm<sup>2</sup>), declarations, name of the owner, surname of the owner, father's name, reason of owning, sale cost, date of registration, number of daily pay were collected. Collection of these data were realized by the stipulation of not explaining the names and surnames of the owners according to the promise given while getting the permission for research. Therefore, data, related to the transferring characteristics of the dwellings existed in case study areas, could be collected. Data collected from the directorate of land registration are only about the change of house ownership. However, it was thought that, these dwellings can also be used as a rental property by their owners without changing the real ownership, so, by collecting more data from muhtarlıks, it's considered that, more explanatory evaluations can be made. Three muhtarlıks have been selected as an example. Data, related to muhtarlıks were collected between March 23,1998- May 15,1998. While making evaluations about the collected data from muhtarlıks, it should be taken into consideration that, data given by house-owners to muhtarlıks could either be sufficient or not. It is known that, some of the tenant's data, have been given lately to muhtarlıks. In order to prevent the incoherence with land registers, data like; position of being either a house owner or tenant, date of moving to the quarter, number of households, date of leaving the quarter and the new quarter that they had moved were also collected from the muhtarlıks. On the other hand, it has been observed that, people, who had moved to study areas before and had not registered to muhtarlıks, have applied to muhtarlıks during the research process.

In the beginning of the research, it was thought to make household questionnaires concerning these dwellings, by making exemplification according to the transferring characteristics, therefore, data about previous owners, following owners and current households could be collected. However, these examinations could not been done because of lack of time.

This study has been formed of 7 chapters, in the context of explained items. The first chapter is the introduction of the study.

In the second chapter; explanations concerning the definitions of the concepts; ownership, private ownership and mass housing were made, that form the base of the study. According to the these definitions, it was explained that, in which meanings these concepts have been used within the research. Generally, usage and provision of ownership in mass housing areas, were discussed either in our country or other

countries. In our country, discussions about how this ownership pattern should be in mass housing settlements, have been mostly made in 1970s, and this was a term, that mass housing implementations have not been accelerated as today. However, today, it is more important to discuss the ownership pattern in mass housing settlements built on public lands for the purpose of mass housing, were examined. Our country is administrated with a system and these applied policies are the requirements of this system. While examining these policies, we should question independently from the system, we should consider different systems formed by different policies as an alternative. On the other hand, there are countries that apply the same system, but produce different policies. These policies should be examined carefully during solving the problems and producing alternative solutions and appropriate ones, with the structure of the country, should be selected and applied. In this chapter; an extensive research has not been done about what sort of alternatives are being implemented. However, as a fore-opinion, it is tried to be explained what these alternatives are or what these alternatives will be.

In the third chapter; developed policies concerning the privatization of public lands were examined. Urban housing policies can not be taken into consideration independently from urbanization and policies of urban land subject. Thus, urbanization and land policies direct urban housing policies and implementation form of this policy in our country, and policies concerning land ownership. In this chapter; evaluations, related to the adopted policies, laws and implementations according to the political and economic policies of the country, were made.

In the fourth chapter; adopted policies, legal arrangements and implementations related to the use of public lands in the purpose of mass housing developments, were mentioned. Land provision has a great importance in mass housing production, because there is a necessity of great amounts of building plots for mass housing constructions. Lands should not take an important place within the housing costs, because of the increasing speculative value. Therefore, it becomes necessary to realize mass housing projects on public lands. For that reason, for the provision of land, it is suggested that, treasury, municipalities and similar institutions should transfer and allocate their lands for this purpose and, additionally, expropriation method is also taken into consideration. In this chapter, an evaluation has been made concerning the use of existing public lands for the purpose of mass housing, other than expropriation.



The fifth chapter includes the implemented mass housing projects inside the boundaries of Greater Izmir Municipality. Evaluations are made concerning their general characteristics, their land-use form, their site selection, settlement's ownership pattern, either public or private. Not all mass housing areas, but most of the mass housing areas that occupied on public lands in Izmir, are taken into consideration.

In the context of the chapter 6, the property transfer process in mass housing areas and the ownership of new uses are defined in accordance with the case study areas Evka-1, İzkent-1 and İzkonut-1. Data, that were collected about these areas from land registration offices and muhtarlıks, are explained and evaluations are made. Amount and sort of collected data is mentioned within this chapter.

In the seventh chapter; a general evaluation has been made according to the researches and obtained results, then, proposals have been developed about what should be done from now on.

During the preparation of this study, the following sources were used; written sources, libraries, Izmir Institute of Technology, Chambers of City Planners, Greater Izmir Municipality, Konak Municipality, Buca Municipality, Directorates of Land Registrations, Cooperatives, Ege-Koop, Real Estate Bank, articles in newspapers, official newspapers and muhtarlıks.

İZMİR YÜKSEK TEKNOLOJİ ENSTİTÜSÜ  
REKTÖRLÜĞÜ  
Kütüphane ve Dokümantasyon Birimi



## CHAPTER 2

### CONCEPTUAL DEFINITIONS AND EXPLANATIONS

#### 2.1. Property

##### 2.1.1. Concept of Property

There are different definitions about “property” concept in different sources as follows:

“Property is known as, the right of giving the absolute domination authority on a goods, within the limitations of the law” (Great Larousse, Dictionary and Encyclopedia, v. 16, p.8446).

“Property is the legal relation of a person with the production conditions: According to the bourgeois laws; it defines the using, profiting and savings (selling, renting, donating, destroying, etc.) rights of a person over a thing” (Hançerlioğlu, 1976-1980, v. 4, p.199).

Property is generally defined as “the relation between a person and the things that can be owned”. By relation, a “group of rights” is meant, of which contents can change according to the ownership comprehension of the owner (Örücü, 1974). This group may be accepted as the right of; frustrating others or externalizing, using, administrating, providing income, making a subject of physical and legal procedures, converting into a capital, transferring to the others with or without depending upon a financial return, continuing the ownership inside the family, not preventing the use of these rights or the right of preventing the change of property ownership (Grune and James, 1990).

“What is property? Property is, essentially, the group of rights given by the institutions, which controls social regularity. For instance, giving a right or group of rights, to the land or real estate owner, by providing some decision-making authorities about the savings over that land. “Right”, as an object of being an owner in modern meaning is; the cover, covered over the physical/material things. This is such a group of rights, where, ownership is occurred as a result (Hulchanski, 1988) (Altaban, 1995).

According to these definitions, the widest meaning of property is; arranging the domination rights of a person relating to an object like using, profiting and saving

(selling, renting, donating, destroying, etc.), towards other people with production conditions, legally. Rights, properties or human rights towards objects are politically based. Rights, related to property, have more social contents. As a result, rights are not unchangeable things concerning property, they can change according to social transformations (Hulchanski, 1988) (Altaban, 1995, s.99-100).

Property rights should be limited for social respect, because an exact freedom right can only be given to just a small part of the society with unlimited using. On the other hand, it limits the freedom of other parts of the society. Therefore, limitations must be considered about the use of property rights. For this purpose, public interest and similar concepts are developed (Altaban, 1996).

Today, when the word property is mentioned, mainly private property is meant and it is considered as a superior right. This "superior right" is a wrong separation and it affects the policies and it is emphasized that, it neglects the alternative policies. (Altaban, 1995)

According to today's legal rules, property right on a land is limited vertically and horizontally according to the using purpose. According to the laws concerning the real estate, a landowner possesses both under and upper surface of the land while using it. (Great Larousse, Dictionary and Encyclopedia, v. 16, p.8447) (Dikici, 1996, p.113)

If we examine the historical development of property approach; it is seen that, it shows differences during the process from feudalism up to capitalism. Today, liberal property approach is far from providing social justice and it has a characteristic of increasing inequality. By the institutionalization of liberal property approach, which has certain characteristics like giving the owner an unlimited control over the object he has owned, not having any liability to the other people or not being examined for having a property, criticisms has occurred related to its social results (Tekeli, 1988). As a result of these criticisms, many legal arrangements were applied about owning a dwelling, renting a dwelling and residential lands during the last 30-40 years, in western countries (Hulchanski, 1988).

### 3- Public Property

These public properties can be divided into three groups. These are state's allocated private property, state's allocated private property and the lands of municipalities and districts. These are independent from the judicial judge. These public lands are not under any special legal authority and they can be sold according to a normal procedure in accordance with the 74<sup>th</sup> Article of the Code



## 2.1.2. Public Property and Urban Land Ownership

“Public property” means; to be owned by the society. In economy, it is defined as “the sum of state’s social capital and industrial capital” and it is defined as being related with the expression “public goods”, which expresses the goods and services produced by the state (Hançerlioğlu, 1993, p.205).

Ownership of the lands on urban areas belongs to the public, real or private legal corporate bodies.

Lands, under public property, are considered in five categories. Public lands can be or can not be a subject of private property in legal, juridical framework and this can vary according to their position in these categories:

1- Lands under the judgement and savings of the state (devletin hüküm ve tasarrufu altındaki topraklar)

Ownerless places, coasts, natural sources, forests, historical monuments are the public properties in this extent. Public goods can not be a subject of private property according to the 641<sup>st</sup> Article of the Civil Law; additional 7<sup>th</sup> Article of the act numbered 6785; 169<sup>th</sup> Article of the Constitution and 17-41<sup>th</sup> Articles of the Forestry Act numbered 6831; 3<sup>rd</sup> Article of the Cultural Heritage (Eski Eserler) Act numbered 1710 (Gök, 1980). They can be a subject for easements, as in forests, when public interest is being considered, or they can be allocated to certain uses, as applied in historical buildings and places. Besides, like on the coasts or squatter housing areas, special acts are declared if they are decided to be out of the extent of being under the judgement and savings of state and their transfer into private property is provided (Tekeli, 1986).

### 2- Public Lands Outside the Boundaries of Municipality

These are the areas like harvest places, pastures, plateaus, meadows. These common lands can belong to the state, administrations, villages or they can be private properties. They have the status of public land. (Tekeli, 1986).

### 3- Public Private Properties

These public properties can be divided into three groups. These are; state’s unallocated private property, state’s allocated private property and the lands of institutions and corporations which are independent from the general budget. These public lands are under the control of special legal authority and they can be sold according to a regulation declared in accordance with the 74<sup>th</sup> Article of the State



Adjudication Act (Devlet İhale Kanunu) numbered 2886. Besides, the dwellings, constructed for the public personnel by the Ministry of Finance or Council of Ministers, can also be considered as service goods. These dwellings can not be sold, expropriated or distrained, until this allocation is removed (Tekeli, 1986).

The Directorate of Land Registration and Cadastro should register according to the General Accounting Act (Muhasebe-i Umumiye Kanunu), real properties belonging to the state for treasury. These real properties stays under the status of state's private goods, until the Ministry of Finance allocates them for a public service. They are under special judgement authority and they can be sold. In order to provide public services of directorates related to the general budget, the lands obtained either by purchasing or by expropriating, are registered under the name of treasury because they do not have corporate bodies.

4- Lands under the authority of specialized corporations that are charged with directing urban development by public

These are; Turkish Real Estate and Credit Bank (Türkiye Emlak Kredi Bankası), Land Office (Arsa Ofisi) and Ministry of Reconstruction and Resettlement (İmar ve İskan Bakanlığı). Turkish Real Estate and Credit Bank has the authority of purchasing, selling and changing according to its own regulations. Land Office was established in 1969, in order to prevent excessive cost increases, to buy and sell at regulated prices and to provide lands for residential, industrial and tourist zones. Public institutions having public corporate bodies have supplied their land requirements from Land Office (Tekeli, 1986).

5- Lands of Municipality

These are divided into three groups; lands used for municipal services, common properties and land used for directing urbanization. Lands, turned over to the municipality by different acts, form the municipal lands. According to the 159<sup>th</sup> and 160<sup>th</sup> Articles of the Municipality Act numbered 1580; ownerless, harvest places, meadows, pastures, marshes and areas filled by municipalities, ownerless cemeteries inside the boundaries of municipality were turned over to the municipalities. In addition, by squatter housing laws, public lands are turned over to the municipalities without any price or with low prices. Besides, according to the development plans, roads, squares, green areas, open market places that are used directly for public services, are turned over to municipalities. Municipalities also have the authority of expropriation after paying their price for cash. Moreover, according to the Squatter Housing Act

numbered 775, municipalities were authorized to sell and expropriate private real properties inside squatter housing improvement and prevention zones with the permission of the Ministry of Public Works and Settlement.

Municipalities allocate the lands they had obtained in different ways for the provision of municipal services and municipal common goods. These lands can also be used for the objective of directing urbanization. Different acts have given authority to the municipality. For instance, according to the Squatter Housing Act numbered 775, they can allocate lands for private purposes. Furthermore, they can sell the public real properties inside their boundaries after making them municipality's private property by the decision of Municipal Council (Tekeli, 1986, p.87-91).

Every public owned by different groups, has great importance for urban development: public lands are needed. For the suggested housing, education, culture, health and sports services in urban plans. While urban population increases, demand for those utilities also increases and public lands are required to supply those demands. Particularly, in developing countries, this process is lived more in the cities where urbanization process has not completed yet. Public lands should be considered as a potential for a healthy planning and implementation. Public lands are the lands which prevent spontaneous development in urbanization process whether they exist inside urban settlements, outside settlements or far from settlements. Countries, where; cities are well designed with regular a transportation system, there are open and green areas for public use, there is no difficulty in finding public lands for education, health and housing requirements, these are the countries that have great amounts of lands under the ownership of public administrations with strict control (Keleş, 1990, p.393).

We see that, areas like collective spaces, roads, green areas become inadequate in a city as the population increases. For the provision of those facilities, expropriation of necessary lands is an expensive procedure in market conditions. In these conditions, it is very difficult to make expropriations for solving this problem within budget lands, if there is an urban land stock. In the provision of facility demands like recreation areas, sports areas, health and education facilities larger public lands are required.

Public lands form an important potential for the provision of the demand of people in different income groups in a country. For instance, in order to provide housing demand of low income groups occurred in market conditions, that is social housing supply, public lands are necessarily required.



### **2.1.3. Private Property**

“Private property is a kind of capitalist ownership. It defines that, ownership of production means is particularly limited and it is collected in certain institutions” (Hançerlioğlu, v. 5, p.89).

Private land property means; owning land separately and in pieces by each citizen, land does not belong to the society. In historical process, ownership has been defined by production methods. Private property has occurred as a result of the disappearance of people’s collective production and common working obligation and the development of production materials. Common working has necessitated common ownership and naturally private working has necessitated private property (Hançerlioğlu, v. 4, p.200).

Lands under private property can be divided into two groups as; independent private property and shared private property. Although Tekeli (1986) had added squatter housing ownership in that group, that are built on either private or public property areas, therefore there is no need to enter them in an extra ownership classification.

Transferring activities, on the lands under public or private ownership can be in several forms. Public lands can either change place within its own categories or can be transferred to private ownership by direct sale and conditional sale or can be allocated to squatter housing occupiers. Land under a private ownership can either be transferred by sales, inheritance or can be transferred to public property by expropriation, purchasing or donation methods. Furthermore, renting or turning over can use both public lands and private property lands and land use types on them over the using rights for a certain time without transferring the properties.

### **2.1.4. Privatization**

Privatization is a concept, which is not exactly clear in either theory or in practice. By giving different definitions, privatization is tried to be explained according to the definitions as “privatization of administration” by jurists and “privatization of property” by economists. According to the existing explanations, privatization is considered in two categories as; privatization in narrow meaning and privatization wide meaning.



a) Privatization in narrow meaning: It is the transfer of economic initiatives under public management and ownership, to private person and corporations (Economy Enc., 1991).

b) Privatization in wide meaning: It expresses the transfer of management and shares in public corporations and public participations to private person or institutions partially, totally or temporally, in order to limit public economic activities or to remove them completely (Albayrak, 1994).

We can understand the following items by the word "privatization":

- a) Leaving public services to private companies by contracts,
- b) Increasing the competition between the enterprises in private sector and public sector,
- c) Selling the goods under public ownership to private person and corporations,
- d) Assuming most of the service costs to the users,
- e) Narrowing the area of public services or ending the supply of the service by public.

When privatization is mentioned in land and housing sectors, following items are tried to be explained:

- a) Sale of lands that are under public ownership to private person and corporations and transfer of their ownership,
- b) Undertaking housing investments in great ratios or completely by private sector,
- c) Sale of dwellings under the ownership of the state, public institutions and local administrations to private person and corporations,
- d) Removal of every kind of housing subvention,
- e) Preference of owner occupied housing supply than rental housing supply,
- f) Charging private companies in design, construction, maintenance, and management stages of house production process instead of charging government and municipalities (Keleş, 1987).

In this context, it can be said that in our country, there is an existence of a land and house privatization process. Lands under public ownership have been turning over to private sector since 1925, in different periods, in different rates. In the following section, privatization process realized in our country will be discussed in periods.

## **2.2. Mass Housing**

### **2.2.1. Concept of Mass Housing**

Mass housing concept has come upto today with the changes in its contents in historical process. It is seen that, this concept has identified by the “social housing” concept and this should be defined separately.

Social housing, which may also be named as “public housing”, can be defined as; cheap dwellings which are produced by the government, local administrations or some social institutions with certain standards suitable for health conditions, in order to provide the housing demand of poor and low income groups who could not acquire a dwelling by their own savings.

We can define mass housing in general as; dwelling production at once and in great numbers, by public or private corporations. Whether, social housing or secondary housing in holiday resorts are evaluated as; mass housing areas constructed for high-income groups.

### **2.2.2. Provision of Property and Its Using Forms in Mass Housing Areas**

#### **2.2.2.1. Property Forms in Mass Housing Areas**

Mass housing areas may differ according to the possession form, possession arrangement and their control. These differences are determined by the attitudes of the cooperatives, which realize mass housing projects. Housing cooperatives are divided into three groups, according to their attitudes about the ownership of constructed buildings:

1. Some of them are, the cooperatives that transfer the ownership of buildings to their partners. Transferring procedure is generally done after the payment of the debts that are formed by the mortgage loans of the partners. After the transfer of houses to the partners, cooperative lifetime, generally, comes to an end (ILO, 1964, p.8).

2. In some other cooperatives, ownership of buildings are left in cooperatives, they are not transferred to the partners. They are in the position of privileged tenants. Partners can not be forced to leave their dwellings without their wish and they have the



right of transferring those dwellings to their inheritors. These cooperatives provide suitable possibilities for low-income groups that can not have enough savings to be a house-owner (Uzgören, 1946, p.308-309). In the cooperatives that do not transfer the ownership rights to their partners, precautions are suggested, in order to prevent the dwelling to be a profit element by transferring ownership.

3. A third type of housing cooperative partner is, neither a house-owner nor a privileged tenant. They are ordinary tenants, however, they join in the management of the dwellings which are rented for them (ILO, 1964, s.9).

Provision of people's housing demands, by their own efforts and by their mutual helps in a mass housing extent and in different possession types, can be in different forms:

1. In aided self-help housing system, government or a private institution enter in the system with finance, material, land and technical help, in order to supply housing demand of a group consists of a few people or a family.

2. Mutual home ownership method forms sort of a cooperative activity. In this system, an institutional or a private company transfers them to a cooperative that consists of tenants, after the completion of house constructions. Members get the possession of the houses after paying rents for a certain time, without having any savings.

3. Companies, that construct social housing, is another kind of cooperative enterprise. These companies have continuity and they do not have a goal of profit gaining. Difference of these companies from the other housing cooperatives is, people living in those dwellings do not take place in house management and maintenance subjects. Additionally, they do not transfer the ownership of the houses to the households.

4. Production cooperatives, which are built by construction employees, sometimes, construct buildings in order to provide working situation for their members. They can sometimes work for other housing cooperative's construction.

In some of the housing cooperatives; because of transferring the ownership of the houses to the members, house sales by the members to the others can not be prevented, if certain precautions are not taken (U.S., 1934, s.54).

In some of the cooperatives, there is not any precaution suggested to prevent the house tenancy by the members to the others. Therefore, in these cooperatives,



dwellings are left for the benefit of the tenants, instead of the members (US. 1934, p.54).

In another type of housing cooperatives, possession of dwellings is not transferred to their members and they cause speculation by overlooking the shared-sales. Moreover, they can participate in cooperative organizations and by attaching importance to the number of shares instead of the number of members, they can transfer the authority of control from their members to the capital (US., 1934, p.54).

Direct way, for the prevention of speculative implementations of housing cooperatives, is anticipating precautions that prevent dwellings to be a selling and renting object. Success of cooperatives, that do not transfer the possession of the dwellings to the members, is resulted, mainly, from this implementation. In these kind of cooperatives, advantages of being a tenant are preferred to the advantages of being a purchaser (Glenn, 1958, p.164-167).

In the countries, where housing cooperatives are successful, the government has taken necessary precautions to direct these cooperatives to their real, social goals. Partially or completely, cooperative to their real, social goals. Partially or completely, cooperative houses, which are financed by the government, should not be held by the conditions and restrictions of the cooperative. The houses should not be rented without the permission of the cooperative and also they must be rented more than the necessary cost price. These are the preliminary conditions for the cooperatives to be helped by the government (Ruf, 1949, s.155-156).

Researches about different ownership forms in the mass housing areas show us which type of implementation is the most successful ones. These are the housing cooperatives, which do not transfer the ownership to the partners, and the cooperatives, which are able to construct houses by efficient organizations. Mass housing cooperatives, which hold economy, construction, maintenance and management in the same organization, are the most successful examples. (Geray et al., 1973)

Besides the cooperatives, because of the increase in the demand of being a house-owner and the increase in the price of dwellings, a new type of ownership form has occurred, particularly, in North American countries named as "Condominiums" (Hulchanski, 1988) (Altaban, 1996, p.19).

In this implementation, certain property rights are formed by arrangements and controls. "Condominium" is a type of property but it is not a dwelling/residence form. A person owns a dwelling unit but he/she does not have a privileged ownership right on

the area and environment of the dwelling. Besides the property of a dwelling unit, a person who participates in a "Condominium" project, also has a collective right in collective spaces and services (pedestrian ways, landscape areas, recreation foundations, car parking areas, warehouses, secondary roads, elevators, corridors, etc.) On the areas and foundations out of the dwellings, within the collective and indivisible ownership structure, "profiting and using right" is realized. In this ownership form, independent house owner is liable in the maintenance and management of the rules of related acts and regulations. Company, which realizes the project (sponsor and developer), defines and declares all conditions according to that province's legal rules, they undertake the rights and responsibilities to the purchasers and sellers.

Condominium can be accepted as a collective/mass ownership form. This form is an important stage in the transformation of personal ownership into collective/mass ownership system, in plots and dwellings and this pattern spreads gradually over USA and Canada. "Condominium" system is applied in two forms:

1. Freehold (Tam Mülkiyet): Person, who enters that project, is in a complete owner status of the dwelling, but in the areas and foundations out of the dwelling unit, he/she has a collective and indivisible ownership.

2. Leasehold (Uzun Süreli Mülkiyet): This is an ownership form, which is supported by every kind of tenure guaranty. The land developer keeps leasehold ownership (public or private), however it is defined as the transfer of using rights for 20-30 years or long term ownership transfer.

Condominiums have formed a "mass housing" area that can be marketed easily by middle income groups with its advantages and exemptions of taxes (income, real estate, etc.). Constructor companies have accepted those mass housing settlements, which were defined legally, developed with its collective environment and foundations as a whole, as a creative provision pattern for the continuity of dwelling/construction industry. This provision pattern has been tried on different implementation areas:

- On mass construction/building and new settlement areas,
- On inner city renewal and conservation areas,
- On historical and traditional residential areas,
- On mass housing areas developed on public lands.

Condominium addresses on low income and generally middle income groups with different implementations. Particularly, on renewal areas, where public



intervention is needed and on mass housing areas developed on public, generally, leasehold type condominium is implemented. In this system, land ownership is kept by public/municipality, land/plot share is not taken in sales. Developer public institutions develop areas and foundations out of the dwelling besides house production, they organize the management and administration, residents pay a participation share instead of land share when they attend the project, later they participate in administration and expenditures in return for long term occupancy and using right. It is different from rental public housing because there is an occupancy guaranty and there is the responsibility of participating in the maintenance and administration of dwellings and their surroundings. Thus, problems like; not owning being, being unconcerned in the maintenance and repair of the dwellings and their surroundings, not participating in expenditures are minimized in this system (Altaban, 1996, p.20).

“Every housing unit owner, after taking the title deed, undertakes the responsibility of participating in the maintenance and management of collective areas and foundations, of which everyone owns and has a using right, automatically. This situation is determined by a special explanation on the title deed. An unprofited corporation administrates collective areas and foundations, management and maintenance are also undertaken. A person, who purchases a dwelling unit, directly participates in this corporation. If he/she sells the dwelling to another, he/she has to turn over this partnership, automatically” (Altaban, 1996, p.20).

Although there are cooperatives in many countries, that show similarities with the mentioned “condominium”. In order to own a dwelling, a person becomes a partner and a shareholder of a cooperative, and he/she has the right of selling or transferring his share in the cooperative over its market price, in any time. Therefore, this kind of market cooperative partnership is not different from the ownership in a “condominium”. In 1960s, “continuous cooperative model” is developed in Canada against those market cooperatives, rapidly. In this cooperative model, partners own the whole project and they are not independent owners. For instance, in Canada, cooperative housing program-continuous cooperative-was developed, particularly, for low income and poor families and as an alternative for public housing (Hulchanski, 1988). There were two basic objectives of continuous cooperative model:

- To provide social housing for low income families
- To create a continuous and safe tenure possibility.

In the cooperatives concerning these objectives, support of the state is provided in high levels. Cooperative is an unprofitable organization that has a legal corporate body. Every member is a partnership owner over the whole project, but none of the member is an independent owner of the dwelling unit. With this cooperative model, provision of a continuous and safe settlement to the families that could not own a dwelling, is goalled according to the principles of a social state. Cooperative members pay an occupancy fee similar to the rent. There is a vote of every member equal to each other and they elect an administration council from the members. Municipalities can also take place in the organization of the cooperative. Cooperative administration council founds several committees again electing from the members like; committee of maintenance-repair, committee of financial duties, committee of membership. Every cooperative member can work in these committees as a volunteer and they can be elected for the administration council. These activities are executed within the participation principles. To summarize, housing cooperatives are based on collective ownership, democratically, thus, every member has the responsibility of taking a part of the administration. There is not any compensation right; if a cooperative member moves to another city or place, moreover, the member have the authority to elect or recommend the new coming memberuser. Within the continuous cooperative model, cooperative administration councils interview with the new member candidates and they make a selection according to the waiting list. In Canada sample, when a cooperative housing program has been started in 1970s, firstly a fund was formed that give a high level support and continuously supported by the state, till 1980s. Within 1980s, cooperative housing program was revised, support of state was reduced and a mortgage system depending upon income level was enacted (Hulchanski, 1988) (Altaban, 1996).

#### **2.2.2.2. Samples from the Implementations in The World**

In European countries, both owner occupied and rental housing forms were applied in mass housing supply. However, in USA, differently from Europe, owner occupied housing was densely applied. Thus, there was no stock of rental house (Bilgin, 1997).

In 19<sup>th</sup> century, with the industrialization in Europe and in America, rapid population growth and also insufficiency in housing supply were occurre in the industrialized regions. Housing demand of low income groups, which form a large scale



of the society, was supplied by "rental housing" and demand of high income groups, which form a smaller part, was supplied by "owner occupied housing" (Bilgin, 1997).

In developing countries, because of the internal migration that developed by different reasons and because of the low income level, unlicensed and unhealthy settlements, squatter housing regions occurred. Generally, social housing (mass housing) implementations, which were formed as an alternative for those kind of development and settlement types, can be grouped in two basic topics (Türel, 1986) : 1) Production of multi-storey rental or owner occupied housing by public institutions 2) Supply of land with infrastructure provided by central or local administrations or land with house of which part of it was finished. The aim of this implementation is, to help low income groups that want to build houses, in order to convert house production into a planned process by individual effort.

In Asia, Africa and Latin America, there are projects of which ownerships were transferred and that were realized by the support of World Bank. In developing countries, so many house productions were realized by "aided self-help housing method. Principle of government's contribution of supplying land or land with house, of which part of it was finished, construction material, technical help in order to convert squatter housing production into a planned housing process by people's "house acquirement by using their effort", was adopted by World Bank, from the beginning of 1970s. By the acceptance of this approach by the United Nations in the 1<sup>st</sup> Habitat Conference, in Vancouver, in 1976, governments of developing countries, have begun to change their housing policies in this way. World Bank has given 2 billion dollar credit for 62 "aided self-help housing" project including 1.5 million families, in 35 countries, between the years 1972-1981 (Türel, 1986a).

Below, examples are given shortly, about the implementations and policies adopted in developed and developing countries:

### **Belgium:**

Part of the dwellings produced in Belgium were being rented for the workers during their working period or workers have become the owner of the houses that they live in, with getting into debt for 20 years (Smets, 1991). However, in Belgium, worker houses that were designed and produced for only the workers, were found inconvenient, because of forming red cities (like in Vienna and Paris) in certain parts of the city by dominant powers, despite these houses were owner occupied houses. Additionally,

policies were produced to provide these settlements of labourforce in rural areas instead of urban areas with individual ownership (Smets, 1991).

#### **Canada:**

Private sector has given great importance to house supply and this has become one of the factors, which has prevented the formation of a rental housing policy of local of administrations towards low income groups' demands (TOKI, 1993).

From the middle of 1970s, a subvention program has been brought into force, in order to support rental housing sector. However, there is an important unbalance between rental housing costs and income capacity (TOKI, 1993).

Different alternatives were tried about ownership type of mass housing areas, which were applied; in developed countries after the Industrial Revolution, in developing countries during the time when economic and political structures of each country necessitate. Generally, mass housing areas, which were built in order to supply housing demand of low and middle income groups, were used, in real, as a mean to remove the ideological anxiety. This can be clearly seen, if the decisions considered those decisions. "Another subject examined with mass housing projects, is the ownership problems of a dwelling...Other social respects of making a worker, a property owner is; worker becomes more accustomed not to destroy the social peace because, he is afraid of losing his house because of the heavy dept that he gets in, to be a house owner. It can be said that, social peace is provided by the phenomenon of making a person house-owner, which is the fundamental goal of housing policies, in Turkey. Particularly, rental housing has not been mentioned in the mass housing acts and Regulations declared during the last 15 years and all housing credits have been directed towards owner occupied housing" (Tapan, 1996).

Demand of being a house-owner has increased and on the other hand, to be a house-owner has gradually become more expensive. Therefore, particularly in North American countries (eg:Canada, USA), two prevalent ownership pattern has occurred; "condominiums" and "cooperatives" (Hulchanski, 1988) (Altaban, 1996, p.19).

#### **England:**

After the war in 1940s, in Worker's Party worker's party term, public house development policy has been applied and rental house construction was densely applied, instead of owner occupied housing (TOKI, 1993).



In 1963, in the term of conservatives, principle of reproducing the houses for rent and common ownership was adopted (TOKI, 1993).

Worker's Party, that was in power after 1964, adopted owner occupied housing and realized this by the pressure of house production industry (TOKI, 1993).

After 1973s, there is an increase in land prices, construction costs and there is a conversion of rental housing into owner occupied housing, because of the economic crisis (TOKI, 1993).

In 1974-1979 term, Worker's Party began to reduce the support of local administration to housing, because of the economic compulsion. Conservatives also applied the same policies because of their ideological procedure. Basic goal of the new policies is, to end rental social housing sector and to set private rental housing sector, housing corporations, tenant cooperatives and housing trusts in place of them. Despite this policy, England still has the largest public housing sector in Western Countries (TOKI, 1993).

In 1980s, mass housing stock in public hand has been privatized in Thatcher's term. Subventions for public houses were reduced according to the policies of Thatcher's governments after 1979 and there were applications realized to encourage the sale of public houses to the tenants.

#### **France:**

There is a mass housing construction system that consists of low rental houses, named as HLM. Membership of housing cooperatives can be made, by buying a shared title deed, in France. Members can be holders of a right on using the dwellings, according to the amount of the shared title deed, they have bought. Thus, cooperatives can be divided into 3 groups: 1) Member can be the owner of the dwelling, if the buys and pays equal amount of share with the cost of the dwelling. 2) Member buys less share and positions between house-ownership and tenancy. Member is a privileged tenant, during he has the shared title deeds. 3) Member buys a little amount of shared title deed and positions as being a tenant of the cooperative. He does not have a privileged housing right. HLM housing cooperatives are available for everyone, as a principle. However, according to the cheap housing policy, there are some conditions required from the members like; having a low income, being an employee (Keleş, ).

In the following terms, new rental housing policies, generally, did not produce a high-yield investment. In 1980, socialist government has enacted the legislation of

favoring tenants and they made an establishment of rent controls. In 1992, rents were increased again, but still, it was not more profitable than construction of office and owner occupied buildings (Berry, McGreal, 1995).

In French system, for industrial sites belonging to the government and Paris Municipality, there exists two alternative policies: 1) To sell plots below their market price for low-rent housing or social facilities, green areas, etc. 2) To sell at the current market rate, and this policy wins usually (Berry, McGreal, 1995).

### **Germany:**

When cooperatives erect the residences, either the members buy at an unprofitable price or as in general, cooperatives own the residences. Tenants positioned at these low rents are also both the common owners of these residences and common directors. These members can not transfer the shares they have without the permission of the administration committee (Koç, 1996, p.62).

When mass housing developments in Germany are examined, we see that, there were important enterprises held in rental housing, because this country has come face to face with industrialization and urbanization problems in 19<sup>th</sup> century. Multi-storey blocks like Mietkaserne (rent barracks), with courtyard and generally, built for low income groups and give new images to the city, were produced by many private and public institutions and they were given for rent. However, most of these buildings were improper for human health because of high density and they were far from minimum comfort conditions. These barracks (kaserne), which have brought great amount of rent to the property owners, has been a target for the criticisms of city planners and these kind of building forms have begun to disappear. By the new housing reforms and laws in Germany, in the beginning of the 20<sup>th</sup> century, public building companies were formed under the control of governmental and local administrations. Conversion of mass development, from cities to sub-cities and from "building blocks" built on the expensive lands of city shores to the settlements on the cheap lands of suburbs, was realized and this was the fundamental goal of housing reform. This housing policy has firstly aimed to supply the demand of low-income groups. Most of the productions and mentioned objective groups have brought necessary cheap house production with them. For instance, in Germany, smaller house production has become attractive. As a result of mass production, house construction industry has converted into a dense production form. All of these developments were realized by the financial



support of the government and formed an alternative against house production in free market. In Germany, this approach, public supported house production policies for low-income groups, has been left in 1990 (Fehl, 1991). However, in 1981 (only in the old Federative Germany) 20% of the houses were in the social housing sector, 80% of this ratio were rental houses and the owner of 63% these houses were unprofitable institutions (TOKI, 1993).

Transformation of the former German Democratic Republic (GDR) from a centrally planned system to a capitalist economy-Federal Republic of Germany (FDR), has been somewhat problematic as far as land and property concerned. On August 31, 1990, the Unification Treaty was declared. FDR&GDR have prepared a joint declaration on the settlements of unresolved property claims. According to this, old owners of properties could have a right to get a title or compensation. All lands and properties, which were expropriated by the socialist authorities, were to be returned to former owners. This resulted in massive claims totally more than 100.000, which would be investigated by the government and courts (Berry, McGreal, 1995).

The Restitution Act covers; enterprises, shares in companies, real estates, other properties and all expropriations by the Nazis between 1933-1945 and by the East German State between 1949-1990. By this act, there became a long process of restitution and discouraging effect on new investments. In 1992, Investment Priority Act was ratified; priority was given, at first, to the original owner as an investor, if he/she was unwilling, then the other investor has had the right. In this case, original owner gets money at the current market value of property (Berry, McGreal, 1995).

GDR has started the privatizing applications in East Germany, in 1990. The reasons of the privatization of state owned lands are; to return property to its former owner, to transfer it to public or authorities (lander&municipalities), to sell to private investors (Berry, McGreal, 1995).

Economy policies of the country has necessitated free market conditions in housing sector and this has caused the lost of currency of the concepts like "rental housing", "social housing". Therefore, house production and house have become a derivative of the market economy (Tapan, 1996).

### Holland:

In 1987, 44% of the house stock consists of rental housing in social housing sector. The owner of 84% these houses are housing corporations and other 16% is owned by municipalities or other public institutions.

In Holland, housing corporations are private establishments that work as an association or a foundation. Housing corporations have dwellings in the unprofitable rental housing sector and they have the management authority of these houses. Their companies and sponsors can also build houses, but they can not manage them. Certain investment institutions (insurance companies and retirement funds) can own the houses, which were built for tenancy, and they can manage these houses for commerce (TOKİ, 1993).

Table 1. Dwelling Stock Indicators in Holland, 1977-1986

Indicators	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986
Capacity of dwelling stock (x1000 dwelling)	4,578	4,672	4,747	4,85	4,957	5,072	5,178	5,289	5,384	5,483
Dwellings occupied by owners (%)	42	42	43	43	42	41	41	42	43	43
Rental dwellings owned by municipalities and other public institutions (%)	0	0	0	32	31	34	35	34	34	36
Privately rented dwellings (%)	0	0	0	9	8	9	9	8	8	7

Source: T.C. Başbakanlık TOKİ, 1993, p.104

### Israel:

Dwellings of worker groups are built either on public lands obtained by Jewish National Fund, or on the lands owned by the state. It is impossible to construct dwellings of mass housing workers on private lands. All dwelling cooperatives in a city form a corporation and these corporations are organized as a national federation. Most of the dwellings, which are built by these corporations, are under the ownership of cooperatives and small rate is under the ownership of the corporation. Individuals and their families could occupy in those dwellings by renting for 99 years (Koç, 1996, p.63).



### **Italy:**

In 1980s, housing policy of local administration has been different from the other parts of the Western Europe, for instance, sales of public houses or renting of public houses has not been advocated. However, the policies were towards encouraging house-ownership (TOKI, 1993).

Public housing programs, in Italy, are formed by a private institution: Institute Autonomo Case Popolar (IACP), which has the authority of planning and execution. More than 16% of the rental house stock in the country is owned by IACP. Policies were applied about public house supply to the low-income groups, by means of rental housing investments (TOKI, 1993).

### **Scandinavian Countries:**

The mass construction organizations in these countries are similar to each other, according to their principles. In Sweden, the most important feature of the mass construction establishments is that, they handle three functions: to save up, to construct the buildings and to manage the dwelling groups. A leveled organization is seen at the national scale. Established at several cities of the country with the participation of the quarter's people, may be named as "Main Cooperatives", encourage their members to collect the savings, they find the required lands and complete the constructions. After the completion, the main cooperatives establish "smaller cooperatives" in order to provide the maintenance and management of every mass construction group. After the completion of the dwellings, the ownership is not turned over and the house-ownership is left at the cooperative. Members can use the dwellings for any time, under the conditions of positioning between house-ownership and tenancy, obeying the rules of cooperative management and paying the installments on time (Keleş, 1966).

In Sweden, urban land is often held by leasehold. Leasehold means that, municipality (or the state) gives exclusive ownership of the land to the tenant for an undefined term in consideration of an annual rent. Rents are constant at least for 10 years. Leasehold is quite similar to freehold. The tenant has the right to transfer the leasehold property to a third person. In the country as a whole, there are 40.000 leasehold properties, 30.000 if they are existed in the city of Stockholm (Berry, McGreal, 1995).

Renting is a very usual form of tenure in Sweden. 60 % of the housing stock in the city of Stockholm are rental units. (390.000 dwellings). In addition, 8.000.000 m<sup>2</sup>

commercial space is also rented. Besides, cooperative tenancy is another form of tenure, which is only offered by cooperative housing society. In legal sense, the society owns all dwellings, but the member has certain ownership rights in the property. Cooperative tenant may sell the lease. This kind of ownership is seen in a ratio of 15% of total housing stock in the city of Stockholm. The city or its corporations can also act as developers. Large percentage of Swedish housing in blocks is owned by municipal housing corporations. These companies manage 50% of the total stock of rental flats (Berry, McGreal, 1995).

During 1989-1992 term, nominal housing rents were doubled throughout Sweden, corresponding to a real increase of about 50%, because of the increase in construction costs, tax, reform and increase in operating costs.

In the Swedish planning system, in preparing a detailed development plan and property regulatory plan, municipality communicates with property owners, cooperative tenants, tenants in rental units, organizations and individuals who have vital interest in the planning proposal (Berry, McGreal, 1995).

Table 2. Ratios of Dwellings in Certain Countries According to Their Using Forms

Country	Private Ownership	Rental Private House	Rental Public House	Other Rental Social House	Other Using Forms
England (1987)	64, 1	7, 5	25,9	2,5	0
Holland (1987)	43	43	7	37	1
Italy (1981)	65,9	65,9	5,6	0	5,6
Canada (1986)	63	63	2	2	0
U.S. (1988)	64	64	2	0	3
Meksica (1985)	67	67	0	0	0
Brazil (1984)	63,4	63,4	0	0	14,3

Source: T.C. Başbakanlık TOKİ, 1993, p.101.



### 2.3. Use of Concepts In The Scope of Study

The title of this study is determined as; "Use of Public Lands for the Purpose of Mass Housing in Privatization Process". Consideration form of the concepts in this chapter and in the study is, as follows:

Since the declaration of Turkish Republic, while existing potential of public lands have been increasing, also by transferring into private property, this potential has been decreased. Therefore, it can be mentioned that, there has been a long privatization process since Republic term, upto today. Privatization concept has been taken into consideration in that meaning, with any policy, implementation form and legal arrangements it has been applied.

Concept of public lands includes; lands under public ownership, that are, under the authority and economy of state, lands outside the boundaries of municipalities, private properties of the public, lands of specialized institutions, of which public has charged them with special tasks for directing urban development, and lands of municipalities. This mentioned meaning also involves all of the policies and implementations concerning the use of these lands.

Concept of mass housing; as explained under the title of conceptual definitions, has come about, till today with the changes in its social content during the historical process. In the course of time, it was seen that, mass housing concept has identified itself with the concept of "social housing". However, within this study, when mass housing is dealed, whether a social housing or not, all mass housing areas; built by using public lands, under the control of municipalities, cooperatives and private institutions, are mentioned.

As a conclusion, this study deals with the subject with the base of using public lands for the purpose of mass housing projects by transforming its ownership into private ownership, within the transformation process of public lands into private properties since Republic till today.

## CHAPTER 3

### LAND AND HOUSING POLICIES CONCERNING PRIVATIZATION OF PUBLIC LANDS

Public lands have been privatized since 1923, in different terms, in different speeds and for different purposes in Turkey. This privatization process is realized either by selling public land directly for different usages, or by renting with land allocation and later turning over the ownership or by only renting and turning over the usage. Privatization phenomenon was mostly put on agenda after 1980, but in real, this phenomenon was lived whether legally or illegally before the policies of 1980s. Since the declaration of Republic, several branches of municipalities and the local administration have made a contribution to privatization phenomenon. Behind the sales of public lands, reasons like; insufficiency of institutional resources, pressure of renter speculators, sales of squatter housing areas are existed.

In this chapter; transfer of public lands for which usages, in which terms and with what kind of purpose, policy, legal arrangements will be explained. A detailed explanation concerning the legal policy and arrangements about the use of public lands for mass housing purpose will take part in the following chapter.

Policies and legal arrangements adopted since 1923 are examined by dividing into two groups as; period before 1980 and period after 1980.

More detailed data about this subject may be examined in Semahat Özdemir's reference named "Kamu Arazilerinin Özelleştirilmesi ve Planlamaya Etkileri".

#### 3.1. Period Before 1980

➤ Fehmi Yavuz takes privatization of public lands up to 1925s. For instance, he suggests that: "Sale of treasury owned goods by insaltments has begun with the given authority in accordance with the 25<sup>th</sup> Article of the Budget Act of 1925 and this implementation has ended with a regulation of the Ministry of Finance numbered 394 in July, 1936." These treasury owned lands were put up for sale by insaltments for two years but sale prices could not be collected at the end of these two years, therefore, due dates were drawn up to 5,16,20 and later to 25 years. Latest date was ended in 1960, but sale prices still could not be collected (Yavuz, 1975, p.41).



➤ After the declaration of Republic, different acts have been enacted on different dates in order to settle, particularly, immigrants and refugees and to provide land for them. Total of the distributed lands in this way has reached an important value. From 1923 till 1934, to the immigrants, refugees and partly to the farmers that have very small land, 6.787.234 hectares field, 157.422 hectares vineyard and 169.659 hectares garden have been distributed. According to the Settlement Act numbered 2510 that was enacted on 14.6.1934, again to the immigrants, refugees and to the farmers having land or not, 2.999.825 hectares field land has been distributed to 88.695 families till the end of May 1938 (Köprülü, 1942, p.135-136). Both 731.234 hectares land, that was distributed till the end of 1934 and 2.999.825 hectares land, that was distributed till the end of 1938 to the farmers having no land or inadequate land, were all the lands that state had reserved and distributed from its pasture. Therefore, amount of lands that state had distributed, finds a total of 3.731.059 hectares. However, pasturelands have decreased 39.280.000 hectares between 1928-1938, in Turkey. This situation shows us that, in our country, land acquirement from pastures mostly realized by middle and greater properties. If we add 875.000 hectares land which was distributed between 1940-1944 to 3.731.059 hectares distributed till the end of 1938, we see that, state has distributed a total of 4.606.059 hectares pasture to the immigrants, refugees and to the farmers till 1947. However, pastureland has decreased 79.610.000 hectares between 1928-1948. Thus, it can be seen that, mentioned farmers' advantage from this pasture distribution is low, in proportion to the general decrease in the amount of pastures (Kanbolat, 1963, p.44-45).

➤ In Atatürk's opening speeches of Greater National Assembly in 1936 and 1937, there are statements showing that, preparations were finished and Land Act would be presented to the approval of Greater National Assembly and there are his opinions about this subject. In fact, Atatürk has said "it is certain that, every Turkish farmer family should own a land that they can work and make their livings" (Speeches and Statements of Atatürk 1, 1945, p.374). Then, he defines the points that will seriously take place within the agricultural policy and regime, as: "First of all, there should not be any farmer left without a land. More important from this, the land, which supports a farmer family, should have an indivisible character. Width of land, that owners of larger arms can exploit, must be limited according to the efficiency of land and the population density of the region where the land exists" (Speeches and Statements of Atatürk 1,

1945, p.319). However, this proposal could not be realized because of Atatürk's death and the beginning of Second World War.

➤ If we examine the land policies applied in Turkey since Republic in a historical perspective, we see that, social arrangements, that were made in order to generalize private ownership in the first years of Republic, were generally applied in agricultural sector. These arrangements were; cancellation of agricultural taxes and distribution of state lands to the villagers and immigrants that do not have a land. An important land policy developed for agricultural sector, is the declaration of Act about the Provision of Land for Farmers (Çiftçiyi Topraklandırma Kanunu) numbered 4738, on 11.6.1945. This act suggested the distribution of the lands, which were; publicly owned but not being used, under the collective use of villages and quarters but were unnecessary according to the state, under private ownership but going to be expropriated or were owned, to the villagers that don't have land or have a very small land (TMMOB, 1995, p.3). While this Act was being discussed in the Assembly, owners of larger lands have presented a severe opposition, that is not met before. On January 7, 1946, six months after the acceptance of this law, leaders of that opposition have left Republican Public Party and formed Democrat Party. Therefore, in our country, single-party had transformed into multi-party regime (Aksoy, 1971, p.61).

➤ In 1950s, several treasury owned lands and buildings located inside the existing city in İstanbul, several lands that have historical and similar buildings on them, were densely tried to be disposed of (Yavuz, 1975, p.42).

➤ In Turkey, the Act of Tourism Industry Encouragement numbered 6086 was enacted firstly in 1953. 8<sup>th</sup> Article of this act suggests that, lands that are state's goods and under the use of state could be turned over by the decision of the Council of Ministers (Taner, 1982). In this act, there are tenors concerning coastal lands could not be sold.

➤ In the Development Act numbered 6785, there are not any existed tenor about the use of coasts for public interest. 25<sup>th</sup> Article of the act leaves the authority of considering the distances of buildings from roads and water edges, to the regulations and by-laws. 40<sup>th</sup> Article of the By-law declared in 1957, it was suggested that, "private



construction is not permitted with a distance of minimum 30m. from a water edge". In this article, "water edge" was not explained, so that, sufficient measures could not be taken concerning the healthy use of coasts for public interest (Unaran, 1976).

➤ In 1957, Haldun Özen arranged urbanization and land problems in 10 topics and he also added the problem of "sale of public lands to private persons" to those topics (Özen, 1975, p.58).

➤ In 1969, Land Office was established which is one of the most important institutions concerning urban land policy implementations. Land Office was established in order to prevent excessive increase in price, to provide land and lot for industrial, touristic, residential and public foundations. Land Office, mostly, has sold the lands, which it had obtained from the treasury and other public institutions, after preparing its infrastructure to the private entrepreneur, according to the macro-economic policies of the country.

➤ In the 1<sup>st</sup> Five-Year Development Plan (1963-1967); it was suggested that, Municipalities would firstly sell the lands to the ones that build public housing, by conditional sale and they would prevent the transferring of lands.

➤ In 1960s, particularly in greater cities, squatter housing phenomenon has occurred because of the rapid population growth by internal migration and the occupation of public lands. Squatter housing phenomenon was being found strange but on the other hand it was accepted positively because, it was covering the labor demand of the capital, with the most inexpensive way. Therefore, squatter housing was legalized by Development Amnesty Acts. By the Act numbered 775 enacted in 1966, by the amnesty declared for industrial lands by the Ministry of Reconstruction and Resettlement and by the other following amnesties, this process has been legalized.

➤ 2<sup>nd</sup> Five Year Development Plan (1968-1972); it was suggested that, public lands would be presented for public use by only one institution to public use in order to support inexpensive housing construction, if necessary renting system would be used.

➤ By the decision of Council of Ministers numbered 7/52 on 12.1.1970, purchasing-selling-renting procedures were tried to be stopped on the coasts. Despite the reaction of the profession groups at the end of 1960s concerning the negative developments on coasts. (1967, Chamber of Architectures, Commission of Waterfronts planning), known processes has been lived till today (Seymen and Koç, 1995, p.219).

➤ In 1970s, new municipality approach and mass housing implementations have aimed housing production on existing public lands and on the lands that would be expropriated. By these implementations, Social Security Organization of self-employed (Bağ-Kur) has also participated in order to provide inexpensive house, therefore, on these inexpensive lands projects of Ministry of Reconstruction and Resettlement were implemented and dwellings were built by the support of Real Estate and Credit Bank (Emlak Kredi Bankası). After this experience and policies, municipalities and related institutions of the state began to collect large lands within their body and transformed them into urban land/building plot, they used these lands in housing production and turned them over to the cooperatives, companies and private persons (TMMOB, 1995).

➤ Additional Articles: 7 and 8 were evaluated as the positive steps related to coastal arrangements and these articles were added to the Development Act numbered 6785 by the Act numbered 1605 in July, 1972. According to the arrangements in the Additional Articles:7-8 and related regulations, it was forbidden that, building blocks and plots, which would be formed during the unification and subdivision process, should not be closer than 100 m. to the coasts. In this act, there was a basic subject about not allowing secondary dwellings that were based on private ownership on to the coastal line (Arkon, 1989, p.19). Arrangement of, particularly, coastal uses, preparation of a legal base for the proper use of coasts for public interest with more strict and realistic precautions were aimed in the additional Articles:7 and 8. In October 1972, when additional Articles:7 and 8 were also enacted, "Draft Law About Coasts and Tourist Areas" was presented to the National Assembly but it wasn't realized (Seymen and Koç, 1995, p.220).

➤ In our development law, "mass settlement" concept has been firstly used in the regulation, that was prepared in order to define the implementation principles of the additional Articles: 7 and 8 of the Development Act and was enacted on 18.01.1975.



Fundamental objective of this regulation was, unification subdivision and use of lands on the coasts and on the areas outside the boundaries of 47 province's municipality and their adjacent areas and control of development conditions by governerships. By mass settlements and planning conditions mentioned in this regulation, partial plan making right was given to the real and private legal corporate bodies, on the areas outside the boundaries of municipalities with a minimum area of 15 ha. (acceptation of a demographic size that addresses to one primary school.) In addition, obligation of; getting permission of the ministry of Reconstruction and Resettlement before making a development plan and obeying special conditions, were suggested in this regulation (Altaban, 1996, p.27). This important regulation has firstly mentioned the concept of mass settlement and it has proposed making the partial plan for lands having an area of min. 15 ha., however, the maximum limit of this mass settlements was not mentioned. Thus, making plans on the lands outside the municipality's adjacent area (including small or medium size cities), unification of the land, if wanted production of keeping the land vacant, were almost encouraged by every kind of entrepreneur. Therefore, flexibility was being offered for the use of land ownership right on urban areas (Altaban, 1978).

➤ In 1976, within the Bank of Tourism, "Physical Planning Group" was founded with the task of making Physical Plans in "Tourism Sector". This group was joined to the Ministry of Tourism and Information, General Directorate of Tourism Planning. Studies of Aegean Sea, East Anatolia and Muğla scaled 1/200.000 were realized by the Ministry of Tourism and Information, Physical Planning Group. Then, a sub-scale; 1/25.000 scaled Structure Plan was prepared concerning the macro-scale , besides, important infrastructure investments related to these planning studies were realized.(e.g: highways, airports...etc.) Structure Plans of the coastal line between Çanakkale and Antalya with a scale of 1/25.000 were prepared for tourism purpose by Physical Planning Group (Günay,1981). Through the mentioned extent of Tourism Planning, provided infrastructure for the objective of tourism has caused the transformation of public and treasury owned lands into private ownership by different mechanisms on coasts and caused fragmentation , division of lands. On the contrary of big tourism investments, secondary housing phenomenon has been densely preferred as a land use type and building form in every term (Seymen and Koç, 1995, p.221).

### 3.2.Period After 1980:

➤ Decisions of the Council of Ministers, concerning the declaration of “disaster zones” and settling the families in new residential areas that met with these disasters in different parts of our country, is often seen in the official newspapers belonging to the years 1980-1981 and the following years. These new settlement areas are usually selected from the regions where treasury lands existed. (Özdemir, )

➤ On 28.7.1981, the Act numbered 2500 concerning the sale permission of a land belonging to the treasury in İstanbul, Bakırköy with an area of 30.000 sq.m. to Turkish Airlines (THY) over its market value was declared.

➤ On 16.03.1982, Tourism Encouragement Act numbered 2634 was declared. According to the act; tourism zones and areas, lands belonging to the treasury which were proposed for tourism activities in development plans by the Ministry of Tourism and forests would be allocated to the Ministry of Tourism by the related institutions. Similarly, lands belonging to the other public institutions would also be allocated to the Ministry of Tourism and lands belonging to the real or corporate bodies and foundations would also be expropriated by the Ministry. In addition, according to this act, The Ministry of Tourism was authorized with renting and allocating those lands to Turkish or foreign real and corporate bodies.

➤ In the 43<sup>rd</sup> Article of 1982 Constitution, it is suggested that; “Coasts are under the authority and economy of the state. While using sea, lake, river banks and coastal lines, precedence should be given to the public interest. Width of coastal line according to the using purpose and people's using possibilities and conditions of these areas, are arranged by laws”. In the 35<sup>th</sup> Article, it is defined that ownership and inheritance rights can be limited by laws for the objective of public interest, and later it is suggested that, the use of ownership rights are not contrary to public interest.

➤ According to the Tourism Encouragement Act numbered 2634 enacted in 1982, public lands on coasts were allocated to private entrepreneurs. Izmir Coasts (Selçuk, Pamucak, Alaçatı) were some of these regions that have the public lands, which were allocated for 49 years (Milliyet Newspaper, September 16, 1991).



➤ In the Development Amnesty Act numbered 2805, which was accepted on 16.3.1983 (Procedures that will be applied on the buildings constructed against the Development and Squatter Housing Act...) ownership of public lands were turned over and giving new development rights and concept of "Improvement Plans" were also considered. Approval and legalization of the occupations on public lands have continued by the Act numbered 2981, in 1984 and Improvement Act numbered 3290, in 1987.

➤ Regulation About the Allocation of Public Lands to Tourism Investments, (28.4.1983) has the objective of defining the conditions concerning the implementation of the Tourism Encouragement Act numbered 2634. This regulation arranges the allocation of the lands that are under the authority and economy of the state to the native and foreign companies that want to make tourism aimed investments. This regulation is the first and the most important document that legally supports ignoring the principles of "environmental conservation" and "public interest". By the declaration of this regulation, conservation and public interest concepts have stayed in theory. In order to realize these items, 8<sup>th</sup> Article (allocation of lands) was enacted and implementation forms were considered. Therefore, lands which were evaluated as public goods, were began to be distributed to investors without considering their "natural cultural character" and with ignoring the rule of "public interest" (Ekinçi, 1988). In 1983, "Environmental Act" numbered 2872 was enacted and similar trends were applied in this act.

➤ On 27.05.1983, by the act numbered 2823 concerning the lands of Atatürk Orman Çiftliği in Ankara; 1.256.208 sq.m. farm land was allocated to the Ministry of National Defence, 186.441 sq.m. land was allocated to the General Directorate of Highways and 396.312 sq.m. land was allocated to the Rectorship (Presidency) of Gazi University.

➤ According to the Act of National Parks numbered 2873 that was enacted on 11.08.1983; lands belonging to the treasury inside "national parks", "natural parks", "natural conservation zones", lands under the authority of the state and lands belonging to the other public institutions could be allocated in order to used according to the goals

of the act and lands belonging to the real and corporate bodies could also be expropriated.

➤ According to the “Regulation About the Construction and Management of State Houses” declared on 9.12.1983; lands belonging to the treasury, Real Estate and Credit Bank, General Directorate of Land Office, municipalities, public institutions and foundations would be used for the houses that were going to be rented to public personnel and on the other hand, lands that were under private property but suggested as “state’s residential area” in development plans would be expropriated.

➤ In the Act numbered 2805 about Buildings Against the Development and Squatter Housing Act, “Coastal Line” is defined as a land near sea, lake, rivers, starting from the coastal edge line, directed towards a land with a width of;

- a) Minimum 10 m. horizontally on the areas having a development plan,
- b) Minimum 30 m. from the settlement area in villages and towns where there is not any plan,
- c) Minimum 10 m. in the other places.

According to the definition in the act about buildings that are subjects for the private ownership buildings are inside the coastal line which are proposed for public interest or that can be prepared appropriate to use for this purpose and they are the buildings that were used or ready to use (Arkon, 1989, p.20). Therefore, since Republic up to today, several acts and regulations could not find a suitable implementation area, which have aimed public interest with healthy arrangement and use of coasts, either on coasts or natural and archaeological-cultural areas. Several acts, regulations, by-laws and similar legal arrangements that have contrary concepts towards the decisions considered in the above mentioned acts, have caused the development of negative conditions either about ownership or use of coasts for public interest and healthy development (Seymen and Koç, 1995, p.224).

➤ On 22.11.1984 “Land Reform Act Concerning the Rearrangement of the Lands on Irrigation Areas” was declared. The main objective of this act was; to support, to educate and to provide land for the farmers, that did not have sufficient land on these irrigation areas, in order to establish agricultural family foundations. According to the act, basic source of that application was state lands.



➤ The regulation declared on 16.12.1984 about the sale of public real properties defines the selling, renting methods and similar procedures of these real properties. According to this regulation;

- a) Lands under the authority and economy of the state (lands which have not been registered for treasury, yet),
- b) Real properties that were inside the boundaries of cultural and natural environment protection zones,
- c) Allocated real properties,
- d) Lands belonging to the state except the real properties inside forest areas, could be sold by the approval of the Ministry of Finance and Customs.

➤ According to the 24<sup>th</sup> Article of the regulation declared on 06.01.1986 about the “support of the Development of Forest Villagers”; lands, that were taken out of the boundaries of forests could be sold firstly to the users of these lands over their market values in cash or if required by insaltments.

➤ The Act numbered 3029, about the foreigners that would want to own a property in our country, was cancelled by the sentence of the court of constitution. The following Act numbered 3278 declared on 6.5.1986 was also cancelled by The Court of Constituion.

➤ According to the decision of Council of Ministers numbered 86/10479 in 1988, it was suggested that, coasts that to forests can also be rented and a regulation, showing the conditions of these implementations, should be prepared by the Ministry of Agriculture, Forestry and Village Affairs. By this decision, it was suggested that lands, allocated to the entrepreneurs in the framework of the “regulation about the allocation of public lands” were not sufficient and it was needed to be generalised to larger regions (Seymen and Koç, 1995, p.223). This regulation was enacted after being published in the Official Newspaper numbered 19718 on February 7,1988 with the title “Regulation concerning the Land Allocations and Permission according to the 16<sup>th</sup>, 17<sup>th</sup>, 18<sup>th</sup> and 115<sup>th</sup> Articles of the Forestry Act numbered 6831” (Seymen and Koç, 1995, p.223). Also in these regulations, with a similar approach in the regulation about ‘Allocation of Public Lands’, environmental conservation and public interest principles were not

mentioned and public lands under forest property were arranged according to whom and how they would be allocated (Ekinçi, 1988).

➤ On July 5, 1988, for the first time in Turkey, a regulation was enacted concerning certain regions that should be conserved because of their natural and historical characteristics, additionally, these areas were declared as “Special Environmental Conservation Zones” by the decision of Council of Ministers. A few years later, “Special Environmental Conservation Zones” were began to be protected by an institution, that is administratively attached to the Premiership under the same name, by a series of additional decisions published in the Official Newspaper. In these special conservation zones, permission concerning; decisions of physical planning, every kind of construction, allocations of treasury and forestry lands for tourism purpose and large investments were realized by the authority of this highest grade institution of the central administration. During 1990, number of Special Environmental Conservation Zones was increased by additional regulations. However, a new authority limits of the Special Environmental Conservation Council about, whether by master and detailed plans or conservation area decisions. Therefore, every kind of unhealthy development has started (Seymen and Koç, p.223).

➤ On 15.7.1988, a regulation was declared about the transfer/sale of the property of the offices belonging to the treasury existed inside the light industry sites. According to this regulation offices belonging to the treasury could be sold to their tenants by the condition of paying their prices within 6 years.

➤ At the end of 1980's, “land and house certificates” took place in sales of public lands. (by the decision numbered 20313 on 15.10.1989) Certificate sales, which were presented to the society by newspapers, could not be applied in wide extent because of the reactions of local administrations and application problems.

➤ These policies related to public lands that were being produced parallel to ‘privatization’ policies in 1980s, has protected their continuity definitely in 1990s. Directorates of National Real Estate have been selling treasury owned lands by newspaper advertisements since 1990, according to the circulars sent to financial departments of provinces by the Ministry of Finance.



➤ By a regulation declared on 28.8.1995, some of the real properties of the state could be sold without taking any permission from the Ministry.

➤ According to the regulation published on the Official Newspaper on September 15, 1993, planning and application authorities of public lands were transferred from greater municipalities to the Land Office. With this new implementation, Land Office was charged with making the development plans and preparing changes on existing plans of the real estates with a certain size, that belong to treasury and Public Economic Institutions (Kamu İktisadi Teşebbüsleri) (Official Newspaper numbered 21699, September 19, 1993).

➤ After those developments, the Act numbered 4046 was enacted on 24.11.1994 which is also known as “Privatization Act” in public opinion. (“Acts and Regulations Concerning the Arrangement of Privatization Implementations”) According to this act, additionally to treasury owned lands, lands and lots owned by Public Economic Institutions (PEI) (Kamu İktisadi Teşebbüsleri) were also started to be turned over to private property. Lands owned by PEIs are the lands, which are existed in urban area and have the highest rents. Transfer of these lands to private property means that transferring not only the land itself, but also transferring of rents to private property, which were produced by citizens. After the declaration of the Act numbered 4046, privatization procedures have been started. Chairmanship of Privatization Administration has required those lands of PEIs should be subjected to development plans before putting up for sale. Development plans, subdivision plans and maps of the land that will be privatized, should be prepared by General Directorate of Land Office and should be approved by Privatization Commission before they have been enacted. Related municipalities will not charge these decisions for five years. About the sale of lands, Value Commission will fix the price of lands. A parliament has given an act draft about proposing lands inside the municipal boundaries, which belong to PEIs that lost their functions and treasury, without examining their position in the development plan as green area, in order to prevent land speculations. This action has been accepted as a positive effort, however this has not given any result.

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or by insalments. According to the Act, to purchase the agricultural lands of treasury, the applicants register must belong to that village or town, where that agricultural land exists, he/she must be settled or have a "real estate" in that village before 3.12.1993. Furthermore, according to the 7<sup>th</sup> Article of the Act, people who had rented treasury owned agricultural lands before 31.12.1993 and had used this land for agricultural purpose, can also be profited by these sales. Explanation about "precedence right of purchasing" in the act is very meaningful. According to the 8<sup>th</sup> Article of the Act, people who "had not profited by the direct sale right and had used treasury owned agricultural lands before December 31, 1993 and their inheritors; a) should be still using the real estate and that is approved by treasury; b) should not have any land more than 4 ha. in wetland, 10 ha. in any land in the name of themselves, their spouses and their children (not adult)" can have the priority of purchasing agricultural land under treasury ownership. Act does not require any restriction about the size of these lands and necessary measures that should be taken in order to protect the land and water source in the area are not mentioned in the Act. In addition, the Act charges General Directorate of Village Affairs with controlling non-agricultural use of these lands (Çağlar, 1995).

➤ In 1997, Premiership has prepared an Act concerning the solution of squatter housing problem. According to this Act, firstly treasury owned lands would be transferred to the municipalities. Then, municipalities would sell these houses over their current value or will demolish and give the debris price o the owner. Municipality would offer a land or social housing area to the ones, whose houses have been demolished. Besides, an extra rent would not be provided to the ones, who had built their illegal houses on treasury owned lands. Therefore, sale of these illegal houses by their owners and provision of high rents from these sales, would be prevented. First implementations were thought to be started in Ümraniye, Pendik, Kartal Municipalities in Istanbul (Sabah Newspaper, January 28, 1997, Tuesday).

➤ In 1997, sale of public lands was accelerated because of not gaining the necessary profit estimated from these economic activities. Within the extent of National Real Estate and Squatter Housing Improvement Project (MEGIP), 99 pieces of land, lots, gardens and residential area were put up for sale by Directorates of Real Estate. (Sabah Newspaper, April 29, 1997, Tuesday)

### 3.3.Evaluation

Land and housing policies, related to the privatization of public lands, have been applied before and after 1980.

Characteristics of the privatization of public lands before 1980 can be examined as follows:

1. Treasury lands were sold by insaltments, however this implementation was unsuccessful and it was cancelled.
2. After the declaration of Republic, there were land distribution and residing activities particularly for the immigrants.
3. During the first years of the Republic, rearrangements about the generalization of private property were mostly realized in agricultural sector.
4. Most of the treasury lands and dwellings existed inside the residential areas were sold.
5. Land Office, which was established in order to apply urban land policies, has sold the lands that it had collected from the treasury and other public institutions, to private entrepreneurs after preparing the infrastructures of those lands.
6. Squatter housing areas were legalized with Development Amnesty acts, therefore, public lands were transformed into private properties without planning.
7. There were not enough rearrangements of coasts for public interest.
8. Basic goals of the 1<sup>st</sup> and 2<sup>nd</sup> Five Years Development plans were; using public, lands in order to supply the housing needs of low and middle income groups, preventing the transfer of lands, applying renting system. However, implementations of these goals were insufficient.
9. In the coasts, public lands were transformed into private property with tourism purposed structure plans.

In this term, policies concerning public lands were generally realized as implementations and rearrangements, in order to transform these lands into private properties.

Characteristics of the privatization of public lands after 1980 can be examined as follows:

1. In the coasts, public lands were allocated to private entrepreneurs for 49 years with the Tourism Encouragement Act.



2. In this term, amnesties were given to the squatter houses on public lands, their ownerships were transferred and new development rights were given to these illegal areas with improvement plans.
3. Allocation of public lands for tourism investments was facilitated with related regulations for native and foreign companies that want to make tourism investments on those lands.
4. Regulations, concerning the allocation of public lands, have also rearranged the allocation procedures of the forestlands about how and to whom they would be transferred.
5. There was authority confusion about the decisions concerning the allocation of treasury and forest lands and physical plan decisions related to the "Special Environment Conservation Zones". This situation has caused unhealthy developments in those regions.
6. Public lands were sold with land and house certificates, however, this application was cancelled because of the reactions of the society.
7. Directorates of National Real Estate have put up treasury lands for sale only for privatization purpose.
8. Public lands, that had been transformed into private properties for residential, tourism, etc. Purposes with different acts, were finally sold with an act that was concerning only privatization (numbered 4046).

## PART 4

### ADOPTED POLICIES, LEGAL ARRANGEMENTS AND APPLICATIONS IN THE USE OF PUBLIC LANDS FOR MASS HOUSING PURPOSE

In Turkey, where a rapid urbanization process occurs, housing demands and supplies were realized according to the country's social, economic and cultural sub-systems. In Turkey, different models were preferred in the organization of demands and in the financial problems and first mass housing projects appeared at the end of 19<sup>th</sup> century. These projects were including housing complexes, that were constructed for the tradesmen, the small-scale merchants and bureaucrats. Beşiktaş, Akaretler (1870) which were differently designed from the traditional Ottoman house plans in Istanbul and that was constructed by Sultan Abdulaziz (1861-1876) for the usage of servants in the palace, was the first mass housing project. Another early sample of mass housing example is the Surp Agop row houses at Taksim (Tapan, 1996). These houses, which appeared as the houses of bourgeois, aimed to be used especially by bureaucrats, at the beginning. Later, row-housing has become common in Istanbul in order to settle the immigrants, who came from the Balkans and other ethnic groups and varied according to the identities of these social groups (Acar,1978). Moreover, the Harikzedegan Apartment Buildings (Tayyare Apartments), constructed in 1921 in Laleli for the people harmed by the fire in 1918, can be accepted as an early mass housing and social housing experience (Tapan, 1996).

Mass housing areas, that were produced before 1918 in a limited number, addressed firstly small scale retailers, small scale merchants and bureaucrats, that is middle and small bourgeois. After 1918, it has gained a property of being social housing aiming the immigrants and other low-income groups. The presentation of property right was, being a private property ownership.

During the period from 1923 to today, even though its properties and the income group it addressed has changed, the presentation form of the property right did not changed, it gained a property to cause the private property ownership.

According to the Act of Exchange Reconstruction and Resettlement numbered 352 (Mübadele İmar ve Iskan Kanunu), accepted in 1923, mass housing was constructed on public owned lands for immigrants. This was the first step that was taken by Republicans, about this subject. A new term has started by the Act numbered 5656



which was accepted in 1950 and that provided municipalities with the right to build houses on their own land and turn over these houses' ownership. In 1963, in the second development plan, the policy, to construct rental housing and to transfer these houses, was accepted but never applied. In 1980, fundamental principles about the application of National Housing (Milli Konut) policy were presented and following this, in 1981 the first mass housing law was declared.

In truth, these periodical discriminations show the turning points of policies about the usage of public lands on the behalf of mass housing that were affected from the changes in the country's economic and political structure. Moreover, 1981 is the first year that a mass a housing act has been declared. Thus, adopted policies concerning mass housing were began to be arranged by laws. After this date, it can be seen that, mass housing areas has began to spread, rapidly. So, adopted policies concerning the use of public lands for mass housing purpose can be evaluated as; before and after 1981. However, in this chapter, this was examined in four periods in order to mention the sub-level policies that also have great importance. At the end of each period, an evaluation was made concerning that period and at the end of the section a general evaluation was made including all periods.

#### **4.1. Period Between 1923-1949**

General characteristics of the period:

- a) Low urbanization speed from the foundation of Republic up to the 2<sup>nd</sup> World War
- b) Increase in the number of officials and population, housing need and demand after the declaration of Ankara as the capital city of Turkey,
- c) Declaration of the first Constitution of Turkish Republic, in 1924,
- d) Establishments of industrial investment outside the Aegean and Marmara regions and construction of railways.
- e) Adaptation of multi-party term

Policies and Implementations:

➤ Act of Exchange Reconstruction and Resettlement (Mübadele İmar ve İskan Kanunu): This act numbered 352, was declared in 1923 and aimed to settle down the Turkish people that would come to their homeland from other countries. Meanwhile,

the Ministry which had the same name as the mentioned law was founded, however in a short time its duties were transformed to the Ministry of Internal Affairs.

In the first ten years, following the foundation of the Republic, 100 thousand houses were constructed. Later, till the end of Second World War, 132.150 houses were built for the immigrants. In the following years, this number decreased (Geray et al., 1973).

➤ Act Numbered 583: After the declaration of Ankara as the capital city of Republic of Turkey, the number of the state employees increased in the city and a shelter problem has occurred. So, with this law, the Municipality of Ankara was given the authority of expropriation. Relying on this law, municipality expropriated the land, that is now called as Yenışehir, (about 4.5 million sq.m.) for the purpose of building houses for these people. This act was valid for two years and 1/4<sup>th</sup> of these expropriated lands was to be handed over to the owners. However, Municipality of Ankara sold the remaining lots, later.

➤ Act numbered 1352: With this law that was accepted in 1928, it was aimed to construct houses for officials. Ministry of Finance was competent to use the possibilities of the treasury for this purpose.

As a new residential area for Ankara, today's Yenışehir was proposed for settling with a special act. Yenışehir settlement area was covering an area of approximately 4.5 million sq.m. and the area was sold with low prices to the people who want to construct dwelling on the improved lots. In Yenışehir residential area, there was not an existed house acquirement organization. Besides, Yenışehir residential area where families obtain dwellings personally, Saraçoğlu Quarter can also be mentioned as a public mass housing production.

➤ Municipality Act Numbered 1580: With this law, that was enacted in 1930, some competences were given to the municipalities for constructing cheap houses and in order to prevent speculation. Functions and duties of the municipalities about house and plots were described as: (item 15/68)

1. To construct inexpensive houses,



2. To prevent any profits, by buying land on developing sites and by selling this land to people who would want to construct buildings. This law considers this duty as an optional duty for all municipalities.

➤ The first cooperative, established to construct mass houses, was Bahçelievler Building Cooperative. It was established in Ankara in 1934 and aimed to make the homeless officials or other citizens who are under the same condition, house owners. This was the first incident when the ownership of houses were turned over to the members of the cooperative (Keleş, 1979, p.15) 152 dwellings were constructed and transferred to the owners. This cooperative was established as the nüve of Bahçelievler settlement area and obtained a great success, because of the helps of the government and the municipality. Voting the Minister of Public Works and Settlement in that year as a honorary chairman and making the governor a member by giving him a building plot, have increased the success of the Bahçelievler Cooperative. 1 sq.m. of the cooperative area was bought with a price of 2.5 kuruş, and because of the existence of popular bankers within the members, it was not difficult to get housing credit. Period of the cooperative was 20 years according to its regulation. All of these show us that; in our country, the first building cooperative was established by middle and high income groups, it depended on the principle of turning over the ownership of the dwellings to the members and the life of the cooperative was limited by a certain time (Keleş, 1967, p.42). In this period on the contrary to Western samples, the neighborhoods that consisted of garden houses, had no common places where the members of the cooperative could carry on their communication. Furthermore, in the following years the area, on which the social activities were planned but never used adequately, was sold to Retirement Fund (Emekli Sandığı) (Özüekren, 1996).

Worker's Houses (1934) and Zonguldak-Kozlu-Coal Miner's Settlements were realized (1935-1936) in Zonguldak by Turkish-Work.

➤ Act Numbered 4626: With this law (1944) housing problems of the state officials were accepted as a duty of the state. However, it was also stated that if an official had any house or any property in the city where the state houses were constructed, he could not benefit from this law. In the regulation, how the law would be put into practice was described (Jan.10, 1946, Regulation of State Officials' Houses numbered 3516) and it was stated that, only the steady personnel of the civil

government departments and military officers could benefit (Geray, et al., 1973). After this law, in Ankara, Namık Kemal (Saraçoğlu) Quarter was formed. It is the first project that was put into practice and it was consisting of 434 dwellings. These buildings were constructed by Real Estate Bank Construction Company. Construction of these houses was completed in 1946 and costed very much and rented to high level officers.

➤ In 1946, Turkish Real Estate and Credit Bank (Emlak Kredi Bankası) was founded in order to make the homeless citizens house owners.

➤ Sumerbank, besides the factory building, established at various places with a broad program, it also built comfortable houses for the workers who work in these factories. Kayseri Linen Factory and Worker's Quarter and Houses, İzmit Paper Factory and Worker's Houses, Ereğli Factory Worker's Houses, Karabük Row-houses are some samples for these houses. The factory workers' quarters mostly consist of these buildings: dwellings, women's and men's bachelor houses, elementary school, open market, day-nurser and playground, sport center, worker's buildings (Arkitekt, 1944, s. 145-146).

#### **Evaluation:**

During the term, we see; mass housing projects were made in order to provide the housing projects for the immigrants and the workers. These mass housing projects generally carry the characteristics of "social housing". These implementations were realized after charging local administration. In addition, owner occupied houses and lojman hoses were built, where industrial investments were located.

Bahçelievler can be accepted as the beginning of; the supply of mass housing ownership as private property and formation of housing cooperatives as a new production and organization model Bahçelievler experience was the sale of social facility areas, which were not used sufficiently in the following years of the implementation, to the Retirement Fund. Unfortunately, this shows us that, these public owned lands couldn't be protected in the mass hosing area.

If we examine according to the provision form of ownership; we can see the importance of the Act numbered 583, in which it was suggested that, ¼ of Yenişehir Settlement Area would be given to the owners officials. However, it was existed in



force for two years and other plots were turned over to private property, by the municipality.

Mass housing projects realized in this term were low-density areas, where detached, semi-detached and row houses were located and they were named as garden-city. Cooperatives have produced detached houses till 1950s. The reason of this implementation was; a plot was the smallest unit that could be a subject for ownership in those years. During the implementations, it is known that, some of the cooperatives built double-floor dwellings in order to rent one floor of the dwelling while they were residing in the other (İmar ve İskan Bakanlığı, 1962).

#### **4.2. Period Between 1950-1962**

General characteristics of the period:

- a) Acceleration in urbanization,
- b) Increasing squatter housing areas,
- c) Increasing rate of population working in industry,
- d) Location of public investments mostly outside the big settlement areas,
- e) Transformation of, foreign trade deficiency and the economic crisis occurred as high inflation, into a political crisis and its conclusion as government change.

Policies and Implementations:

➤ In 1950, House Construction Encouragement Act numbered 5228 (Bina Yapımını Teşvik Kanunu) and Social Security Law were accepted in order to give housing credit to the insured workers (İnkaya, 1972, p.58).

➤ Act Numbered. 5656: By this law, which was approved on April 24, 1950, it was accepted that the housing problem could be included into the municipalities' compulsory services. According to this, municipalities were able to buy lands and to build houses on these plots and transfer them to individuals independently from the Act numbered 2490 (Tekeli, 1992a).

➤ Act Numbered. 6188: This law was approved on 24.7.1953 and it was about "House Construction Encouragement and Illegal Buildings". By this law, it was aimed that cooperatives could benefit from the national treasury lands which was

transferred to the municipalities. It is the most important law that gives the municipalities the competence of making plot aids. This law, on the contrary of the act numbered 5228, determined the cooperatives as natural people that can benefit from this plot aid. At the same time cooperatives had some priorities. The conditions required from the cooperatives for priority are:

1. Members of the cooperative should have the required condition in order to benefit from this law,
2. Cooperative must construct one or more apartment buildings with at least 25 flats, or 25 single houses, and lastly,
3. They must have the assurance of a bank, to prove that they have provided a capital required for constructing half of the buildings.

People who have the required conditions to benefit from this law, should:

- a) be living within the borders of the municipality for at least two years,
- b) not be owning a plot convenient for constructing a building, his wife and indiscrete children are included, also,
- c) not own more than half of the share of a house (Keleş, 1967, p.71).

Table 3. Plots That Were Given to Housing Cooperatives, by Some Municipalities (Accordance with the Act Numbered 6188)

Municipality	Number of Cooperatives	Plots That Were Given (sq.m.)
Istanbul	21	169 664
Ankara	5	129 695
Izmir	7	164 131
Eskisehir	2	82 623
Adana	1	5 857
<b>Total</b>	<b>36</b>	<b>551 970</b>

Source: Keles, 1967, p.72.

Besides, it can be said that till 1967, this land aid was only applied to 36 cooperatives and the distribution of land was provided in limited levels (Keleş, 1967, p.72).



➤ After giving housing credit by the Social Insurance Agency, a few foreign housing specialists were invited in order to improve the system and their opinions have taken into consideration. Donald Monson, who came in 1953 recommended in his report that, ownership of the dwellings should be left in local cooperatives, instead of transferring them to the partners, therefore, none of the members would have the permission to rent their dwellings as a property owner. However, his advises were not followed (D. Monson, p.17) (Keleş, 1967, p.62).

In 1955, Charles Abrams advised in his report that, precautions should have been taken in order to prevent the sale or renting of the dwellings. Nevertheless, his advises also were not taken into consideration sufficiently, only some measures were taken in order to prevent the worker's houses being a subject of speculation (Abrams, Charles, 1954) (Keleş, 1967, p.63).

At the beginning of 1956, Bernard Wagner did not give permission for the sales of the dwellings in his report. In addition, other precautions that he had recommended were; these sales could only be realized to the corporation and the worker that has sold his dwelling, would not have the right of profiting from housing credit. On the other hand, Wagner suggested that a small rate of the dwellings could be rented because of its social advantage (Wagner, 1955) (Keleş, 1967, p.64).

➤ In 1958 Real Estate and Credit Bank (Emlak Kredi Bankası) was committed to Ministry of Reconstruction and Resettlement .

“During the period 1950-60, samples of mass housing credits and house constructions (Istanbul, Levent and Ataköy mass-housing projects and credits given to Israil Houses in Ankara that have an area of 170 sq.m.) are the important documents on how housing policies were deviated in Turkey. Areas of each unit house that was planned and constructed in 1956-57 by the bank varies between 110 sq.m. and 290 sq.m. 66 % of the dwellings is between 110 sq.m. and 150 sq.m., while 33 % is between 150 sq.m. and 290 sq.m. Houses that belong to the last group could not be sold for a long period of time and after this mistake was seen, 70 % of the houses in the second part of the construction process, were planned smaller than 100 sq.m. (Inkaya, 1972).

In 1950s, there were many small enterprises. Ataköy sample is not included in these enterprises, however, and it has the property of being the largest mass housing project in Turkey. It started by the entrepreneurship of Turkish Real Estate and Credit Bank (Emlak Kredi Bankası) and planned as 12000 dwellings. It was realized by

founding a public construction firm. 4133 dwellings were completed till 1957. Whereas, before this project, as it happened in the sample of "Israel Houses" in Ankara, the mass housing projects were done by foreign construction companies.

Except from some of the social housing projects applied in Squatter Gecekondu Prevention Districts and financed by the Ministry of Reconstruction and Resettlement, all of credits and housing investments were used by high-income groups (Inkaya, 1972).

Housing credits, which were provided by the Social Insurance Organization, during the period between 1952-1962, were given by the Turkish Real Estate and Credit Bank and all of these credits were used for the de luxury dwellings that were larger than 100 sq.m. (Inkaya, 1972).

➤ Act Numbered 7367: Conditions that were set forward, by Act Numbered 6188, were powered by this Act Numbered 7367 in 1959. The lands and plots that were owned by the treasury and were under the savings and validity of the state, and the ones that were located within the boundaries of the municipality, either with a development plan or not, were transferred to the ownership of municipalities.

In 1950s, workers' cooperatives were turning over their ownership of the dwellings to the partners. Proposals of leaving the ownership at the cooperative and giving the right of ownership to the partners were not approved during and after the establishment process of this system. In the establishment years of the system, suggestions were attended about the method at the meeting of Worker Insurance Organization General Committee (Prof. Z. F. Findiklioğlu and others, 7<sup>th</sup> General Committee Meeting). Because of not accepting this method, workers' dwellings have been a subject of speculation and public lands were transferred to the free market (Keleş, 1967, p.60).

### **Evaluation:**

In this term; policies were followed in order to solve the housing problem of workers. Tasks and authorities of local administrations were increased in order to housing problem. House construction and land supply became the obligatory tasks of municipalities. Easiness was provided for the transfer of treasury lands to municipalities and the transfer of these lands to housing cooperatives. Turkish Real Estate and Credit Bank was joined to the Ministry of Reconstruction and Resettlement and it became



effective in house supply. During these implementations, ownership form was preferred as private property in both house and land supply.

In 1953, profit of the cooperatives from the treasury lands that were turned over to municipalities was reconsidered in the Act numbered 6188 and, therefore, social housing cooperatives purpose digressions occurred about the transfer of the ownership. Some of them are (Keleş, )::

- a) Transferring of cooperative houses by renting, purchasing and selling, has spread,
- b) People that became a member of more than one cooperative, has occurred, they misused their partnership rights and profited by this way,
- c) Cooperatives have made speculations on urban development areas.

### 4.3. Period Between 1963-1979:

General Characteristics of the period:

- a) Being a regular development term that, export supplementation setting up import (ithal ikameci) and economic policies has preponderated,
- b) Development of industrialization and realization of infrastructure investments by the support of the state,
- c) Reducing taxes for the people who would make investments on undeveloped regions,
- d) Appearance of economic crisis in imports -exports balance after the oil crisis in the early 1970s and increase in foreign debts.

Policies and Implementations:

➤ Housing Act Proposal: This proposal (1963) has limited the size of the houses to 100 sq.m. by its 3<sup>rd</sup>. Article. One of the new conditions, put by this proposal was, that the local governments were charged to construct houses for rent. It is the reflection of describing the dwelling as a public service. The required plots were provided either by expropriation or by using the plots that belonged to public. It was proposed that an office should be founded for the realization of houses that would be built by the public sector (Inkaya, 1972).

➤ In the First Development Plan (1963-1967): There existed some goals such as reducing the construction of luxurious houses and constructing social houses. Other important principles of this plan were municipalities should increase the amount of lands owned by them, they should reserve plots for social housing projects, by conditional sale method and should prevent the transfer of the land. Social housing was described as inexpensive rental or owner occupied housing (TMMOB, 1986).

➤ Act numbered 6188 and 7367 were current till 1966.

➤ The Regulation of Application of Act No. 775; In the 13. Item of the regulation that was published on 17.10.1966 and on the Official Gazette no. 12428. It was concluded that: "Plots should be allocated among the ones that were prepared for allocation, to the applications that were done by establishing Building Cooperatives, in accordance with the statue types, prepared by Ministry of Public Works and Housing."

➤ In the Second Development Plan (1968-1972); The situation of the state in the housing market was determined as an arranger in financial aspects and in constructing houses and as a supporter to the people who build their own houses. Moreover, there were some other land policies in this plan:

a) To avoid to sell the land owned by public,

b) To establish Land Office, in order to increase the land stocks and to control the lands in the urban development districts.

Also, it was stated that, "not a solution system was formed to solve the problem of the provision of rental housing for low-income groups" and in addition "the enterprises of various foundations will be supported, in providing in expensive rental housing for low-income groups" (TMMOB,.1986).

➤ Land Office Act Numbered 1164: This law was accepted on 10.5.1969, in appropriate with the Second Development Plan. The duties of the Directorate of Land Office (Arsa Ofisi Genel Müdürlüğü), which is connected to Ministry of Reconstruction and Resettlement (İmar ve İskan Bakanlığı) juristic personality and a revolving fund were determined as:

a) to organize municipal sale and purchase of land in order to prevent price increases,



b) to provide lands and plots for functions such as housing, industry and tourism and for other public facilities.

In this legal arrangement, it was stated , in the (Arsa Ofisi Genel Müdürlüğünün Görev ve Yetkileriyle Döner Sermayesinin Harcama Yönetmeliğinin 53. Maddesi), that a priority should be considered in selling plots convenient for building houses, to the housing cooperatives that construct social houses.

With the authority given by Land Office Act (Arsa Ofisi Kanunu) numbered 1164 (1969), it was seen that the Ministry of Reconstruction and Resettlement (İmar ve İskan Bakanlığı) expropriated great amounts of land especially in Ankara and Izmir in 1970s and transferred them to the municipalities (Keles, 1993, p.157).

In 1960s private firms started to construct mass housing areas. Local governments, also tried to plan and apply mass housing projects. After mid-1960s labor unions started to build mass houses, too. In these years labor's cooperatives, transferred the houses ownership to their members. Both during and after establishment of this system some proposals were made: ownership should belong to the cooperatives, and providing members with the ownership rights a continuous and reliable usage rights should be given. However, these proposals were not accepted (Geray et al., 1973).

Another experience that started to develop and gained speed during the political period of Democrat Party is the construction of secondary housing. First samples were realised in Çeşme and Bayrampaşa. These events starting from the end-1960s, gained speed. The 7<sup>th</sup> and 8<sup>th</sup> Articles that have been added to Law of Development in 1972 and the Regulations that describe the application of those articles, in 1975, determined that the minimum area of the partial plans planned outside the boundaries of the municipality and its adjacent area should be 15 ha. There was no maximum limit to the size of the land. So there has been brought a flexibility to the entrepreneur in using property rights. This created an undesired situation both for the coasts and urban areas.

➤ In the Third Development Plan (1973-1977): It was stated that besides the owner occupied housing, real property, the construction of rental housing especially for low income groups would be considered and new measures would be taken about organization, administration and finance that removes the difficulties in this subject (TMMOB, 1986). Other principles are:

a) Public sector should provide what the low-income groups, which could not meet their housing requirements because of their insufficient economic conditions, with lots for constructing houses and with minimum infrastructure facilities,

b) These lots should be parcelized,

c) Construction of squatter houses should be prevented.

Starting from 1976, Ministry of Reconstruction and Resettlement (İmar ve İskan Bakanlığı), built social houses on the plots that belong to the municipalities, to meet the rented housing requirements of state officers, in towns and small towns. These houses were transferred to the municipalities without any charge and with the stipulation that the houses should be rented to the state officials who live in the town or city. Within the scope of the "projects about constructing social houses in undeveloped districts", 6970 dwellings were constructed in 585 settlements.

➤ In the report dated December 23, 1975 which has examined the "settlement demands in metropolitan areas", determined the common opinions of Ankara, İstanbul, İzmir planning offices and reflected that term's conditions; these items were mentioned:

a) In recent years, particularly, in the metropolitan cities like Ankara, İstanbul, İzmir; development plan demands have come generally from the rural lands outside the boundaries of municipality and its adjacent areas, which have reached a population capacity of 50.000-60.000 with an area of 200-300 hectares. b) Generally, regions that are outside the boundaries of municipality and its adjacent area, having low land prices and located 15-25 km. away from the city center, are preferred. c) These areas are located on the areas, that do not have the priority according to the master plans and must not be opened to urban development. d) These demands will cause great public investments in near future. e) Because of the absence of necessary planning and control means, they were randomly located completely different from the urban macroform proposed in the master plan. f) If The Ministry of Reconstruction and Resettlement evaluates the problems of large scaled demands, that are required from master planning offices in that way, then; necessary policies and legal measures should immediately be developed, necessary policies and legal measures should immediately be developed, necessary organizations for providing the integration of planning and implementations should be made, superior level decisions should be considered in order to prevent the agreement of the demands that have the diversion quality for the goaled metropolitan



planning (Report Concerning the Mass Housing and Settlement Demands on Metropolitan Areas 1-23.11.1975).

➤ Regulation related with sale and renting of lands that belong to the Land Office Regulation Numbered 15943 About The Sale and Renting of The Lands Plots Under The Ownership of The General Directorate of Land Office (15943 Sayılı Arsa Ofisi Genel Müdürlüğü'nün Mülkiyetinde Bulunan Arazi ve Arsaların Satışı ve Kiraya Verilmesi Hakkındaki Yönetmelik): With this regulation dated on 21.5.1977, Land Office (Arsa Ofisi) determined the priority of the applicants in the selling and purchasing process of the lands among the applications which have the equal priorities, notary public decides which one should be chosen by drawing of lots. In other situations, for industrial, housing and tourism districts; institutions, and persons which have priority is determined, separately. If a generalization is made, public institutions, establishments and banks have the priority among others. The following sectors are; private sector which got promotion from the state and private sector that wishes to make investments but could not get a promotion (article 4).

➤ In the Fourth Development Plan (1978-1983) some decisions were taken:

a) House production will be realized according to the social-economic characteristics of the low-income groups and in order to meet their demands and under the controls and supports of the public.

b) Allocation of public lands and plots to the public credit institutions and foundations and local governments that will construct social houses according to the development plan.

c) Legal arrangements should be done in order to remove the mortgage.

d) Usage and evaluation of public originated housing credits within the wholeness of policies and within the frame of necessary new institutional organizations.

e) People in need of houses should be supported through the cooperatives.

f) Local governments should provide priority to housing cooperatives.

➤ Regulation Numbered 7/17491: In this regulation, that was published on 17.5.1979, following decisions were taken concerning the ownership of the dwellings:

a) Basic principle of the regulation is, giving the plot to the houseowner with its property rights,

b) Ownership of the dwellings, that were built by public institutions, will be left in public and they will be rented under the ownership of public. (except the dwellings that were built by credits for selling purpose). However, the ownership of the dwellings, that were constructed by public institutions, could firstly be transferred to the workers in foreign countries with foreign exchange.

c) Maintenance and management of the dwellings and other buildings with their environmental designs in new settlement centers, will be controlled by certain rules.

➤ Regulation Numbered 16667 Concerning The New Urban Settlement Areas (Yeni Kentsel Yerleşme Alanları ile İlgili Kararname): In this regulation (15.6.1979) Ministry of Public Works and Settlement (İmar ve İskan Bakanlığı) or Ministry of Local Governments (Yerel Yönetim Bakanlığı) and municipalities will cooperate in the production of plots and these building plots will be allocated to housing cooperatives.

In 1970s, a new municipal comprehension began to be seen. It was aimed to produce houses on existing public lands on newly expropriated lands. With these practices, Social Security Organization of Self-Employed (Bağ-Kur) joined to the process in order to construct inexpensive houses, typical projects of the Ministry of Reconstruction and Resettlement were applied on the inexpensive lands acquired by that way and by the support of Real Estate and Credit Bank dwellings were constructed on those lands. After these trials and policies, municipalities and related institutions of the state began to buy large amounts of land and transformed this land into planned urban plots. Later, these planned plots were transferred to the cooperatives, firms and individuals who would construct houses (TMMOB, 1995, p.3-4).

In the period 1970-1980, the most important aspect was the beginning of large scale mass housing projects. The first attempt in construction mass-house began in 1970s by OR-AN company. Land was partially bought from the villagers and partially was provided from the Treasury after the approval of the development plan. Municipality expropriates 1035 ha. in 1975 for Batıkent mass-housing project. 189 ha. of this land was expropriated according to act numbered 775. After Batıkent project, expropriation of a new settlement area of 1100 ha. was realized in 1979, nearby Istanbul-Ankara Highway. On Etimesgut-Sincan highway, a land of 55 ha. was expropriated during 1978-1980 for Turkish Real Estate and Credit Bank (Emlak ve Kredi Bankası). In 1972, Ministry of Reconstruction and Resettlement, expropriated a



land for Social Insurance Agency (Sosyal Sigortalar Kurumu), purchased a land of 240 ha. at Varlık Neighborhood from the Treasury, to construct houses. Land Office (Arsa Ofisi), expropriated a piece of land for 3050 houses, for Turkish Real Estate and Credit Bank (Emlak ve Kredi Bankası) in 1978, near OR-AN Settlement. Land Office, began to develop the treasury lands at the south of OR-AN, in 1979. During this period, expropriation continues for Squatter Housing Prevention Zones, according to act Numbered 775. In 1977, 110 ha. of land at Tuzluçayır Squatter Housing Prevention Zone and in 1980, 425 ha. of land at Sincan second Squatter Housing Prevention Zone were expropriated (Tekeli, 1986, p.95-96).

Batıkent Mass Housing Project which is one of the best examples in international scale has been undertaken by Kent-Koop. On the north-west of Ankara, an area of 10.5 million sq.m. including Macunköy, Ergazi and Yuva villages was expropriated to produce mass housing in Vedat Dolakay's mayor term during 1974-1978. The name of the project was Akkondu Project in that term (Tuncer, 1984). The project was named as Batıkent in 1976. Expropriation was completed at the end of 1978. After that, implementation plans were prepared by the municipality and were approved by the related ministry in 1979. During the preparation process of producing mass housing projects on this area union of Batıkent House Production Construction Cooperatives was formed.

### **Evaluation:**

In this term, the draft of the housing act was prepared, which was suggested to give the task of building rental housing to the local administrations for the first time. Unfortunately, this draft wasn't approved in Turkish Greater National Assembly (T.B.M.M.). Firstly, in the first year development plan and then in the second, third development plans, principles of; not selling public lands and provision of public housing built by local administrations also as rental housing, were adopted. Land office was established in order to prevent excessive increase in land prices, to make organizing, buying and selling, to provide lands and plots for residential, industrial and tourism zones and public foundations. However, discussions have occurred to open the lands for development which were not available for residential implementations.

In 1970s, with the new municipality approach; house production was aimed on the existing public lands and expropriated lands, in order to prevent squatter housing, unlawful building and to provide housing demand of middle income groups and new

citizens. For this purpose, mass housing projects have started to be applied as a discussed solution.

Mass housing project were firstly proposed as solution in the second five year plan. This process has required a great capital, demand organization provision of a large area, planning of this area and provision of its structure.

#### 4.4. Period Between 1980 And Today

General Characteristics of the Period:

Period between 1980 and 1983:

- a) In 1980s, implementations, directed by neo-classic economy policies (reducing the role of the state in economy and the approach that bases on the principle of the dominance of market conditions) have affected our country and have supported the decisions in this direction,
- b) New economic policies have been started by “economic stability measures” on January 24, 1980,
- c) Necessary resource usage for industrialization was left to market conditions,
- d) Increase in urban population has also increased housing demand and house rents,
- e) Housing investments has decreased,
- f) Several house owners have sold their houses or owners of more than one house have sold at least one of them and delivered them to the bankers,
- g) Number of houses, that couldn't find any purchaser, has increased.

From 1984 up to Today:

- a) Free market system was dominant in this term,
- b) Privatization policies were quickly applied,
- c) Foreign capital and exportation, especially industrial manufactured products, were encouraged.

Policies and Implementations:

- After 1980, with the provided increase in municipality incomes, some municipalities were existed in expropriating and purchasing activities that can make possibilities for house production. For instance, the municipalities included in the Urban



Development Project of Çukurova Metropolitan Region in Adana, Mersin and Tarsus, had become the owner of an area of 1820 ha. in a short time (Keleş, 1993, p.157).

➤ On the official newspapers which belong to the years 1980 and 1981, disaster regions, in different parts of our country, were declared and decisions of Council of Ministers were taken about the setting of the victims of disaster in new settlement areas. The new settlement areas of these families were generally chosen from the existed State lands (Özdemir, 1997).

➤ Regulations numbered 16980 about the Implementation of the Principles of National Housing Policies; with these regulations declared on 6.5.1980, it is aimed to make every citizen a "house owner". In this general objective, "priority of mass housing production to decrease the costs" is also existed as a goal. In these regulations housing cooperatives are not mentioned, only giving "priority for providing the basic construction materials in the appropriation of public land" to mass housing establishments is mentioned (m.2-3) (Keleş, 1990, p.311-312).

➤ After the year 1980, there were many discussions about mass housing subject through public opinion and concerning environments. During the preparation process of the first Mass Housing Act in 1981, Chambers of Architectures-Housing Commission has prepared a new act proposal for discussion in order to bring a new dimension to the public opinion. Some of the principles and proposals defended in this "Basic Act Proposal for Urbanization and Housing" are: a) Giving priority to low income groups that were building squatter houses, during housing supply process of our society. b) Producing large amounts of owner occupied and rental houses by public help and making the housing and renting market to work for public interest. Another subject that was significantly emphasized in this law proposal is allocation conditions to land registers. In this allocation extent, it is stated that; using right, building right and inheritance right will be left to cooperatives and right owners, development rights will belong to public after the plans and implementations made for public interest in long term (Altaban, 1996, p.32-33).

➤ Mass Housing Act Numbered 2487: The basic principles and properties of this act which was declared on 10.1.1981 may be ranged as follows:

1. Formation of Public Housing Fund.

2. Prevention of the transfer of the houses for 10 years and prevention of the change of the house properties, providing official registration to title deed of the houses credited by Public Housing Fund with the "Kat Mülkiyeti" Act numbered 634 by Emlak Bankası.

3. Providing Mass housing areas at least 200 houses on the areas which have implementation plans.

4. Making low and middle income groups "a house owner" as if they and their close relatives do not have their own house in any settlement.

5. In mass housing settlement areas, land appropriation according to the implementation plans of the cooperatives, cooperative corporations and social security organizations by the Ministry. Transfer of the areas that are planned for public facilities and services to the related public establishments with the cost price.

6. Conforming and declaring the mass housing areas (with the cooperation of local administrations) by the Ministry of Public Works and Settlement (Altaban, 1996, p.33-34-35).

1. According to the 6<sup>th</sup> clause of Mass Housing Law; "On the lands which are confirmed as mass housing settlement areas, at first, master plans should be prepared by the Ministry of Public Works and settlement." In this law, it is also mentioned that these plans can be made by independent city planners under the control of the ministry. "Mass housing areas" should be declared near industrial regions, on the lands with close distance to the ports and similar facilities and on the non-agricultural areas, according to the same law. State lands can be appropriated for mass housing construction without any price on the areas which are declared as mass housing area, and private lands can be expropriated (Özdemir, 1997).

On the Official Newspaper dated 19.1.1982, Implementation Regulation was declared. According to the regulation; the areas, which were decided as settlement areas with the permission of the Ministry and the municipalities should be the places of which the implementation plans were approved before the publishment of Mass Housing Law. Holders of a right would be the people, that belong to a low or middle income group and if they or their wives or their children did not have any independent house in the development areas were decided by the province centers and the Ministry. The lands, mentioned in "Land Appropriation of the Ministry" part of the regulation, were the lands, which are located in the settlements with a population over 30.000, in the



providence centers, on the lands where there are industry, dam, port, heavy industry and similar public investments were decided or on the areas where mass housing settlements were planned (not less than 15 ha.) by the Ministry. On the mass housing areas, on which land appropriation was going to be made, the registered cooperatives for buying plots on mass housing areas were going to be investigated by the Land Appropriation Commission of the Ministry.

1. According to the 234<sup>th</sup> article of the Implementation Regulation of the Mass Housing Law;

Mass housing settlement areas should certainly be placed in a boundary of the municipalities. If they are outside the municipalities' boundaries;

- a) They are joined to the neighbor municipality
- b) If there are more than one neighbor, the area is joined to one of them according to the populations and the municipal service possibilities.
- c) If there is a necessity of a new municipality establishment for the new settlement area, an independent municipality can be established.

Mass Housing Law numbered 2487 has come up against different criticisms:

- a) Leaving the monopoly of mass housing activities to the government and to the cooperatives.
- b) Leaving private sector out of this frame.
- c) Limitation of housing areas.
- d) Failing of the cooperatives in house production.
- e) Nonexistence of personal credit system.
- f) Preparing the law in detail as a regulation instead of preparing as a law.
- g) Supporting only independent house production and, thus, answering the needs of the income groups that can own a house by that way.
- h) Not to supply the rental house requirements of the low income groups.

First Mass Housing Law which had been declared by the Military Government on 12 September 1980, was brought out of force on 2.3.1984 without constructing any house. The basic reasons were;

- a) Private housing establishments asked for a share from the mass housing fund because of the government change. Also, in the law private parts were left out of the frame.
- b) The law was unsuccessful on appropriating a fund of %5 from the government's budget every year.

c) Expropriation cost declared in tax regulations were rejected by the parts of which supplies speculative profits from the urban land.

d) Limitation of the public house in 100 m<sup>2</sup>.

e) Dullness in construction sector (Altınçekiç, 1984).

➤ 1982 Constitution: In the "Housing Right" part of the 57<sup>th</sup> article in the Constitution, it is declared that; "the Government takes the precautions to supply housing requirements in a planning framework which takes the features of cities and all environmental conditions into consideration, besides, it supports the mass housing enterprises."

➤ Construction and Management Regulations of State Residences: According to these regulations, related with the state's residence policies, which was declared on 9.12.1983; the lands under the possession of the Turkish Real Estate and Credit Bank (Emlak Kredi Bank), Land Office General Directorship (Arsa Ofisi Genel Müdürlüğü), municipalities, public institutions and establishments can be used for rent houses which are appropriated for the public personnel. On the other hand, the lands which were decided as "state residential area" on the implementation plan and that were under private possession can be expropriated (Özdemir, 1997).

➤ Mass Housing Law numbered 2985: As a result of a new mass housing law preparations after the 1983 government elections, this law (which was declared in 10 articles on 17.3.1984) had taken the act numbered 2487 out of force. The Law authorizes the establishment, resources and control of the Mass Housing Fund and it did not consider the details. On 1984 June, Mass Housing Law Implementation Regulations were declared to determine the using form of the Fund.

Changes in the principles of the new Law;

a) Cancellation of the relationship between the fund and the budget, and connection of the fund with the outer resources.

b) Enables personal credits.

c) Cancellation of the priorities to the cooperative establishments, public security institutions and taking private establishments into consideration.

d) Increasing the area of the public houses from 100 m<sup>2</sup> to 150 m<sup>2</sup>

e) Giving people credit who wants to buy a second house.



f) Basic reform in the law was to give permission to the municipalities for entering or establishing cooperatives.

The decision considered under the title of Housing Possession in the Mass Housing Law numbered 2487, "constructed houses are given up to the holders of right without looking for their signatures, according to the contracts prepared by the Storey Property (Kat Mülkiyeti) Law numbered 634 by Turkish Real Estate and Credit Bank (Türkiye Emlak Kredi Bankası). These houses can not be transferred, conveyed or distrained in 10 years period, and they can not be sold " was thought to be a precaution against speculative enterprises and the act numbered 2985 also touches on the same subject (Koç, 1991, p.76).

Mass Housing areas were being considered according to the 32th article of the First Mass Housing Law numbered 2487 by the suggestions of Province Mass Housing commission under the presidency of the governor. However, Mass Housing Law numbered 2985 has left this decision to the governor, but canceled the province Mass Housing Commission.

By this law, a different resource from the budget was created for housing finance and a successful implementation was started for the solution of housing problem. To provide the application of this law, (Toplu Konut & Kamu Ortaklığı İdaresi Başkanlığı) was established in 1984 and mass housing enterprises were accelerated (T.C. Başbakanlık TOKİ, 1993).

➤ In 1985, by the governmental decree declared on the official newspaper for the application of the Squatter Law the right, authority and tasks of the Ministry of Public Works and management were given to the authorized organs of the Greater Municipality and greater municipalities were charged with the application of the Squatter Law by this governmental decree. Thus, from that date, boundary changes, implementation plans, parceling plans, type project approvals about the Gecekondu Prevention District are going to be done by the greater municipalities.

➤ 5<sup>th</sup> Development Plan (1985-1989): In this plan; the principle of establishing a new mass housing fund with resources except the budget and privatization principle in residential regions were adopted.

➤ The Application Regulation of Mass Housing Law: In the regulation declared on the official newspaper on 12.2.1981, some conditions, though they were limited, has been decided about determining mass housing areas. According to the 4<sup>th</sup> article of the regulation; “mass housing areas should be confirmed by considering urban house requirements, infrastructure situations of the area and similar subjects by the collaboration with the municipality”. The same article also authorized that during conforming the mass housing areas which were going to be expropriated, Government Office of Mass Housing’s (Toplu Konut ve Kamu Ortaklığı İdaresi) agreement should be taken (Unaran, 1987).

➤ Mass Housing Application Regulation: Mass housing regulation declared in June 1984 has 6-7 times been changed till 1989 and the recent one was brought into force on 30.5.1989. By this regulation the following principles were declared about giving, using, paying back the housing credits:

a) Every family could benefit by the credit given by the fund only once.

b) House owner could not benefit by the credit.

c) Smaller house policy should be encouraged and credit should not be given to the houses greater than 100 sq.m. (T.C. Başbakanlık TOKİ, 1993).

➤ House certificates Application Regulation: It was declared on 15.10.1989 according to the act numbered 2983 about encouragement of savings (tasarrufların teşviki) and fastening public investments. According to the regulation, every house certificate was a real property equivalent to a 1 sq.m. gross total area of a house and these certificates were going to be emitted by Mass Housing and Public Partnership Administration (Toplu Konut Kamu Ortaklığı İdaresi Başkanlığı). Resources obtained by emitting the certificates are going to be used in mass housing projects’ finance. This legal arrangement, determining the state lands of which were the basic resources for land or house appropriation, had been gradually transformed into “land certificates”. This attempt was rejected by the academic environment and because the projects could not been applied on the estimated time and because mass housing projects could not be produced, this legal arrangement could not be widely applied (Özdemir, 1997).

Applications according to the mass housing Law numbered 2487 in 1981 and by the revision of that law, Mass Housing Law numbered 2985; generally realized on the urban sprawl area on the existing public lands. These laws were concluded with



changing the existing master plan decisions and, on the other hand, with not answering the needs of low income groups which were the main goal (TMMOB, 1995, p.3-4).

After 1980, building new state residences for the officers and bureaucrats had taken a great importance, so that, changes in land ownership were occurred on the public lands during this term. In the previous term, the area around OR-AN which has been transferred to Turkish Real Estate and Credit Bank (Emlak ve Kredi Bankası) was going to be appropriated to; Devlet Quarter (Mahallesi) which was going to be expropriated for the state including residences built for the higher level bureaucrats, to the parliamentarian residences located next to this neighborhood and to the diplomatic settlement. The area, including 200 dwellings located on OR-AN Çankaya highway, was appropriated as Devlet Quarter for the construction of officers' residences. The area on the west of OR-AN which has been expropriated by Land Office was given to the cooperative formed by bureaucracy (Tekeli, 1986, p.96).

In Ankara; military establishments, universities, research institutes tend to settle in large campuses outside the city. In addition, state expropriated large amount of land for mass housing projects and public residences (Tekeli, 1986, p.97).

➤ 6<sup>th</sup> Development Plan (1990-1994): Making necessary organizations for producing rent and property houses for low income groups, providing infrastructure services to the lands of which were decided as residential areas, preparing housing projects in the "self-help housing" program are the adopted principles in this development plan.

➤ Mass Housing and Public Partnership Administration (T.C. Başbakanlık Toplu Konut Ve Kamu Ortaklığı İdaresi Başkanlığı) which had been established in March 1984 with the act numbered 2983, had been seperated into two different organizations according to the regulations numbered 412 and 414 in 10.4.1990; Mass Housing Administration and Public Partnership Administration (Toplu Konut İdaresi Başkanlığı ve Kamu Ortaklığı İdaresi Başkanlığı) (T.C.Başbakanlık TOKİ, 1993).

The Mass Housing Administration (Toplu Konut İdaresi); has started to organize house producing activities on its own land till 1981. First samples, especially type and scale of the dwellings, shows that the goal of the organization was high income groups (Özüekren, 1994).

➤ Regulation about mass housing, urban environment production and credits on municipality lands: According to the existing house credit system applications of The Mass Housing Administration (Toplu Konut İdaresi), new studies has started about house production and credit model in 1992. Certain goals of the regulation are:

a) Producing new urban environments in an integrity of infrastructure, residence, social facilities on the lands under the possession of municipalities without having physical and environmental difficulty and appropriate with urban development strategy and plan decisions,

b) Spreading alternative mass housing applications supplying local housing demand with modern living standards, qualified design and construction features all over the country.

c) Land producing for house construction, coordinating project and construction processes, constructing infrastructure and social facilities using the rent obtained from the development of mass housing areas in public's favor.

According to these goals the subject of the regulation was formed and related with the Mass Housing Law numbered 2985, the Regulation was declared on the official newspaper numbered 21405 on 14.11.1992 (T.C. Başbakanlık TOKİ, 1993, p.82).

In the regulation, using housing credit stipulations were ordered in 19<sup>th</sup> article and using principles were ordered in the 21<sup>st</sup> article. If this regulation is examined, the principles written below can be seen;

a) Giving mass housing approval certificate to the mass housing residential areas, under the possession of municipalities with a capacity of minimum 400 house, after the approval of the governership,

b) Giving technical service and infrastructure credit to the municipalities,

c) Land selling to the people who build own houses by the municipalities and giving housing credits to land owners with the agency of banks,

d) Supporting the municipalities and their firms with housing credit that directly construct or sell residence,

e) Giving credit to the houses that will be built by the cooperatives and social security associations on the lands with infrastructure facilities, sold by the municipalities (Altaban, 1996).

It can be said that, by this new regulation the authority that is given by the acts numbered 1580 and 5656 to the municipalities are centralized. However, the



municipalities that did not have sufficient land, were not given the permission of land acquirement and transforming them into building plots, priority was given to the municipalities having existing building plots.

➤ The Mass Housing Organization (Toplu Konut İdaresi); started to build dwellings on its own land from 1987 and sell these dwellings by credit system. The Organization has built, 4740 dwellings in Ankara-Eryaman, 2950 in Istanbul-Ataköy, 3878 in Istanbul-Halkalı and 4902 in Izmit-Yahyakaptan with a total number of 16470 dwellings till 1993. 3180 in Ankara-Eryaman and 3000 dwellings in Istanbul-Halkalı was sold in a short time (T.C. Başbakanlık, TOKİ, p.82).

The goal aimed by selling the dwellings in Eryaman, Halkalı and Yahyakaptan was to make the low and middle income groups who did not own a house but had a certain money, a house owner by paying low insaltments; in Ataköy, selling the dwellings by public sale which were built on the lux residential areas with a completed infrastructure system and finding its market value against the high demand coming from the high income group and to finance the houses which would be built for low and middle income groups with the profit obtained from the public sale (T.C. Başbakanlık, TOKİ, 1993, p.82).

At social house sales, (Eryaman, Halkalı and Yahyakaptan) as an application stipulation, there should not have used the mass housing credit before. Half of the advance payment was taken as the application price, house buying right and choosing priority was defined by lot method under National Lottery Organization's (Milli Piyango İdaresi) control and house sales was realized according to the lot order, because of the differences of house locations and the high housing demand (T.C. Başbakanlık, TOKİ, 1993, p.82).

➤ In 1998's; the general director of (Emlak Bankası) explained that, there were existing 26.000 dwellings with a value of 1.8 billion USD, their goal was to sell 12.000 dwellings during 1998, the bank would not be busy with house construction, there would be collective house sales, they had sold 200 dwellings to the police department and they would sell 300 more, they would make 20 % discount at group buying and explained that they raised the paying stipulations up to 10 years (Yeni Yüzyıl Newspaper, April 22, 1997, Wednesday).

## **Evaluation:**

First serious legal arrangements, for mass housing production, have been done in this term. In the beginning of 1980's, building market has entered dullness, as a result of the applied high interest policies. Revitalization of building sector was one of the solutions that has been tried in order to deal with the dullness in the economy. Thus, the first Mass Housing Act numbered 2487 was declared in 1981. The act has reconsidered housing problem as a social problem and has arranged its principles according to this direction. However, in 1984 with a liberal economic approach, Mass Housing Act numbered 2985 was brought into force, without making any implementations according to the first act. Both of the act numbered 2487 and the act numbered 2985 were declared fundamentally in order to revitalize the economy and create employment conditions. Implementations concerning these acts were realized on the periphery of the cities and no existing public lands. These acts and institutional foundations concerning these acts had a role in continuing and supporting owner occupied housing construction.

Privatization of publicly owned mass housing stocks, has started by government of Thatcher in England. Also in Turkey, privatization of public lands, proposal of constructing only owner occupied housing in mass housing project and preparation of the base for those implementations have started in this term. Europe Settlement Found, World Bank and IMF helped for providing finance and implementation process of those policies.

### **4.5. Evaluation**

General characteristics of the implementations that were examined in 4 terms, concerning the use of public lands for mass housing purpose are as follows;

1923-1949 Term:

1. Public lands were used for building immigrant houses.
2. Houses built on expropriated lands were transferred to private property with their plots.
3. Treasury lands were also used for the houses of officials. People having another house could not benefit from these houses.
4. The first cooperative established for mass housing production has given the ownership of the houses to cooperative partners.



5. Part of houses built for state officials have cost very expensive and they were rented to high graded officials.
6. Houses were built for the workers in different factories.
7. Central administration has given the authorities like expropriation, building low cost dwellings to local administrators.

1950-1962 Term:

1. Some of the great municipalities have given lands for housing cooperatives within the extent of the declared in order to provide treasury lands for cooperatives.
2. Great part of the credits given by the Real Estate and Credit Bank in the extent of mass housing developments, were used for luxury house productions.
3. An act was declared for transferring treasury lands to the ownership municipalities in order to encourage house production.
4. Tasks and authorities of the municipalities have been increased about solving housing problem.
5. Private property was preferred in property supply form of houses and lands.

1963-1979 Term:

1. A draft law, that has housing as a public service and has given the task of rental housing production to local administrations, was prepared, however, it was not brought into force.
2. In the 1<sup>st</sup> Five Year Development Plan (1963-1967), policies like; reducing luxury house production, building public houses, increasing the amount of lands under the ownership of municipalities, giving these lands to the organizations that build public houses with conditional sale and prevention of the transfer of these lands, were adopted.
3. In the 2<sup>nd</sup> Five Year Development Plan (1968-1972), state was defined as an arranger in housing sector and as a supporter of the people building their own houses. It was suggested that, enterprises of the establishments would be supported for the supply of low rental housing demand of the low income groups.
4. Land Office was established in order to prevent the excessive increase of land prices, to make regulated purchasing-selling, to provide lands for residential, industrial and tourism zones. It was also aimed that, Land Office would give priority to the people that would build public type houses and to housing cooperatives, during the sales of the lands.

5. During this term private companies, local administrations and trade unions have built mass housing settlements and ownerships of the dwellings were transferred to the members.
6. In the 3<sup>rd</sup> Five Year Development Plan (1973-1977), like in the 1<sup>st</sup> plan it was goaled to build low cost rental housing for low income groups.
7. In order to provide the rental housing demand, the Ministry of Reconstruction and Resettlement has built social houses on municipal lands and has transferred these settlements to the municipalities without any price with the condition of renting them to the officials.
8. In the 4<sup>th</sup> Five Year Develeopment Plan (1978-1983), principles like; house producing for low income groups, allocation of public lands to public credit institutions and local administration units for producing social houses, were adopted.
9. With the declared regulations, policy of giving the property right to the houseowners with the building plots were adopted. Houses built for officials by public institutions would be rented and their ownerships would be stayed in public.
10. Application regulation of mass housing act has been continously changed and it was suggested that every family could benefit from housing fund only once and people owning a house could not benefit.
11. Treasury lands houses built on these lands were sold with house certificates. This arrangement could not be applied widely.
12. Implementations according to the 2<sup>nd</sup> Mass Housing Act were generally realized on urban fringes and on existing public lands. During these implementations master plan decisions would be changed.
13. Public lands were used for building houses for the officials and officers.
14. In the 6<sup>th</sup> Five Year Development Plan (1990-1994), municipalities were charged with making rearrangements that provide rental and owner occupied houses for low income groups. In addition, they would prepare nucleus housing projects within "self-help housing" program.
15. Central administrations organizations (like Mass Housing Administration) have built houses on their own lands and have sold these houses.

When we examine these policies applied from 1923 till today, we meet following characteristics according to; property supply forms, adressed groups, roles of central and local administrations:



During the period between 1923-1949; public lands were used for immigrants, state officials and workers. During 1950-1962 period; they were used for luxury house production for high income groups. During 1963-1979; were used for the housing demand of workers, officials and the others. From 1980 till today; public lands were used for the families affected by disasters, for state officials, for new development areas.

Houses, built on the lands expropriated during 1923-1949, were transferred to private property with their plots. First cooperatives have given the ownership of the houses to the partners. In 1950-1962 term private property was preferred in house and land property supply form. In 1963-1979 term, both rental and owner occupied housing policies were adopted and generally, property rights were given to the house built by public institutions were stayed in public. From 1980 upto today; mass housing settlements built on public lands were supplied as owner occupied houses, except state's houses. Only in the 6<sup>th</sup> five year development plan, it was mentioned that, municipalities should prepare rearrangements in order to provide rental house production.

During 1923-1949 period, local administrations have built mass housing settlements with the authority they had taken from the government. During 1950-1962 some of the municipalities have given lands to housing cooperatives. Tasks and authorities of the local administrations were enhanced in order to solve housing problem. In the period between 1963-1979; in the 1<sup>st</sup> Five Year Development Plan (1963-1967), increasing the amount of municipal lands, preventing the transfer of the lands were the main principles. House construction was one of the tasks of the government. In the 2<sup>nd</sup> five year development plan (1968-1972), the role of the state in housing sector was, being a rearranger and a supporter of the people building their own houses. In the 3<sup>rd</sup> development plan (1973-1977), allocation of lands for the housing demand of public and providing the minimum infrastructure of these lands were mentioned as a goal. Treasury lands were transferred to the municipalities by the Ministry of Reconstruction and Resettlement in order to build and rent social houses on these lands with the declared Regulations, municipalities and related institutions of the central administration have transferred their large lands to the cooperatives, companies and private bodies that could produce house. From 1980 till today; many municipalities have expropriated and purchased necessary lands for large house production projects. With 1982 constitution, state has only undertaken the role of taking measures and supporting mass housing enterprises. Authorities of local administrations were

enhanced. All of the authorities concerning the squatter housing prevention zones were transferred from central administration to the local administrations. At the same time, central administration organizations, like Mass Housing Administration, have built and sold houses on their own lands.

## OF GREATER İZMİR MUNICIPALITY

### XX. Mass Housing Implementation Before 1980

Mass housing implementation had started in the 1950s. The Municipality of İzmir provided its expensive lands for some projects which were demolished by the fires. With the credits of Turkish Post and Telegraph, 2000 houses with gardens were constructed. In 1960, the first residential complex was started in Buca, Hakim Esleri in Hatay, and Başın Saray in Üçyolcu in the 1960s.

After 1970s, many projects, but 1 starts were realized. Applications of mass housing projects started in Buca in 1970s, in Üçyolcu in 1970s, and in Üçyolcu in 1971s.

Gazeteciler Prevention Zones are situated in Buca, Buca, Buca, Buca and Aliağa by The Ministry of Public Works and Settlement (T.C. İmarat ve İskele Bakanlığı). Mass housing projects are realized in Üçyolcu and Çarşıoğlu zones in collaboration with the municipality authorities. According to the Ministry's freight, for the year 1970s, some projects were lands in Çarşıoğlu and Üçyolcu were expropriated (Demir, 2005).

Studies of the Ministry of Reconstruction and Settlement has begun in 1967 and increased after 1970. The Buca applications were the units which started in 1970. The applications for 200 units in Buca, 100 units in H. Çiğli, 100 units in Aliağa and 200 units in Gazeteciler were realized through various stages. Besides, in Gazeteciler Dwellings (Afet Konutları) which housing project which was 250 units was completed in Buca in 1977. These number of mass housing applications could be realized by the way of the transference of the project lands to the municipality and of the partnership with the municipality (Koc, 2004).



## 5.2. Mass Hosing Project Implementations After 1980:

1984-1985 were the years that local administrations had planned new mass housing areas for the purpose of mass housing production policy all around the country. Greater Izmir Municipality has started mass housing constructions with Evka Projects in 1985, according to the Mass Housing Act numbered 2985.

Mass Housing Implementations applied in İzmir after 1980 are as follows:

a) Produced by Single Greater Cooperative Model with the leadership of Greater İzmir Municipality;

Evka-1, Evka-2, Evka-3.

b) Produced by partnership Model with the leadership of Greater İzmir Municipality;

Evka-4, Evka-5, Evka-6, Evka-7.

c) Produced by Cooperative Model with the leadership of Greater İzmir Municipality;

İzkonut-1, İzkonut-2, İzkent-1, İzkent-2, İzyuva-1, İzyuva-2.

d) Produced by the Consortium of the Municipality and Cooperatives Corporation(Ege-Koop);

Egekent-1, Egekent-2, Egekent-3, Egekent-4, Ege-Villakent and Ege-Bahçekent.

(Egekent-2 and Egekent-4 were outside the study, because of their construction by purchasing public lands under private ownership).

e) Mass Housing Implementations of Real Estate Bank;  
Deniz Bostanlısı Mass Housing Area (1992 dwellings), Atakent, Gaziemir-Gazikent Mass Housing Areas(2585 dwellings), Mavişehir.

(Atakent and Mavişehir were, examined from these mass housing areas).

f) Produced by Cooperative Corporation Model with the leadership of county municipalities:

Under the control of Buca Municipality: Buca- Koop,

Under the control of Konak Municipality: Kon-Kent,

Under the control of Bornova Municipality: Bor- Koop,

Under the control of Çiğli Municipality: Çiğli- Koop.

(Buca-Koop and Kon-Kent were examined from these cooperatives)

g) Mass Housing Implementations of private Entrepreneurs:

Mim-Kent-Esentepe Mass Housing Area (1566 dwellings)

Oyak-Uckuyular Mass Housing Area (944 dwellings)

According to the conditions determined in the Act numbered 3194 and declared in the Official Newspaper on 9.5.1985 numbered 18749 and in the regulation numbered 18916 and declared on 2.11.1985; it was suggested that, governerships were directly authorized in the implementations realized outside the residential areas (village, fields). In addition, according to that act, subdivisions could be made by the stipulation of planning the plots min. 5000 m<sup>2</sup> outside the residential areas. Minimum front length of this plot to a road should be minimum 25 m. In those areas, title-deeds could be given by related administration and free architecture and engineering offices.

In addition, the act numbered 2985 and enacted on 2.3.1984 and the regulation concerning the decision of the Council of Ministers numbered 84/8211 and enacted on 16.6.1984 also limited those implementations. Therefore;

a) Mass housing settlement areas were considered by the governerships (Article:3).

b) Implementations were applied on the areas, outside the boundaries of master plans and detailed plans, where a population of requiring a primary school area could be settled (Article:3).

c) Inside the boundaries of master plans and detailed plans, implementations could not be done on an area smaller than a building block (Article:3).

4<sup>th</sup> Article of Mass Housing Act has given the determination authorities of those areas to the governerships according to the principles defined by Mass Housing Public Partnership Administration. The Article also suggested that these areas could only be expropriated by the Land Office.

Within those conditions, mass housing areas should have enough size to include 1000 dwellings inside greater municipality boundaries, 400 dwellings inside other municipalities' boundaries and their settlement area should exist inside the boundaries of the Master Plan.

Transfer of publicly owned lands to private ownership with mass housing constructions is realized as below:

a) Transfer of the land from the treasury to Land Office,

b) Transfer from Land Office to the municipality, title-deed registration procedures,



c) Declaration of the land as mass housing area by the municipal council and approval of the master plan changes,

d) Declaration of the area as mass housing area by the Governership, and unification of the plots,

e) Preparation and approval of the detailed development plans and unification of the plots,

f) Allocation to the municipal cooperatives,

g) Registration of the members,

h) Laying the foundation,

j) Application to the credit,

k) Construction in detail,

l) Deliverance of the keys.

Those data, related to mass housing subject, were collected from concerning institutions, information brochures, Greater İzmir Municipality and Ege Koop editions. These editions are explained in the bibliography.

### **5.2.1 Implementations of the Metropolitan Municipality of İzmir**

By the regulation declared in the Official Newspaper on 11.06.1985: rights, authorities and tasks of the Ministry of Public Works and Settlement for the application of Squatter Housing Act, were transferred to the authorized branches of the Greater Municipalities. In addition, in this regulation, Greater Municipalities were authorized for the implementation of the Squatter Housing Act. From this date, approvals of boundary changes, detailed plans and allocation procedures concerning the Squatter Housing Prevention Zone, would be done by the Greater Municipality.

According to the given authorities in the Act About Greater Municipalities numbered 3030, Greater İzmir Municipality was charged with the following tasks:

1. To declare necessary Mass Housing Act numbered 2985: to prepare or to have prepared detailed plans of these areas,

2. To make necessary organizations concerning the supply of housing demand of low and middle-income groups. Municipality has to the organize the production of low cost healthy dwellings on planned new settlement areas in a short time, also, it has to make the credit model preference and demand organization,

3. To execute the procedures concerning the provision of internal and external credits,

4-To prepare projects concerning the infrastructure and social facilities of mass housing areas,

5-To realize the projects of mass housing areas or to found partnership with the companies having a fast, futuristic technology,

6-To provide the coordination between the related cooperatives and house constructors.

Greater Izmir Municipality has started mass housing projects and implementations from 1985 according to those tasks and authorities.

Greater Izmir Municipality has realized seven Evka mass housing projects. Evka-1, 2, 3,5 were realized on the lands of treasury. Moreover, other mass housing project implementations, including Izkent and Izkonut, and their locations in the city is shown in Table 4 . More information can be found under the explanation of each mass housing sample.

According to the regulation of the Act numbered 5656, the following conditions are required by Greater Izmir Municipality, from the people that will profit by those mass housing projects:

- a) To reside at least three years inside the boundaries of Greater Izmir Municipality,
- b) Not to have any dwelling or land available for house construction, either their spouses or their children, inside the boundaries of Greater Izmir Municipality,
- c) Not to use a housing credit before.

Finance of the dwellings were provided by users' own savings and by the support of Mass Housing Credit. Generally, own savings have formed a ratio of 40% and Mass Housing Credit has formed a ratio of 60%.

Correspondence between Greater İzmir Municipality and Ministry of Finance, General Directorate of Real Estate still continues, in order to turn over the treasury lands to the municipality, that are proposed as social housing area in the development of plan for building mass housing projects.



Table 4. Mass Housing Implementations of The Metropolitan Municipality of İzmir

Indicators	Buca	Bornova	B.Çiğli	Pınarbaşı	Çiğli	Gaziemir	Total
Number of Mass Housing Areas	3	3	1	1	4	1	13
Total of Mass Housing Areas (ha.)	85,26	110,14	111	2,33	119,88	12,5	441,11
Percentage through the total of mass housing Areas	19,33	24,97	25,16	0,53	27,18	2,83	100
Total number of dwelling units in mass housing areas	7598	7570	3120	228	5488	1025	25029

#### 5.2.1.1. EVKA-1 :

A) **The Date of Construction:** 1986-1988.

B) **Location of The Settlement:** Buca Squatter Housing (Gecekondu) Prevention District is in Tinaztepe. This mass housing area locates towards the southern development axis of İzmir inside the boundaries of Buca county. There are existing settlements at the south of the area and state officials' mass housing area including 1000 residences at the southeast.

C) **Transportation Possibilities:** The residential area is 12 km far away from the city centre.

D) **Total Area:** The total area realized as the Squatter Housing Prevention District is 131.3 ha. The total area occupied by 4588 units is 57.68 ha.

E) **Population:** 18208 people.

F) **Housing Types and the Amount of Housing Unit:** In this residential area; 204 units of type A, 99 m<sup>2</sup> and duplex; 1076 units of type B, 82 m<sup>2</sup> and duplex; 807 units of 90 m<sup>2</sup> flats; 2315 units of 70 m<sup>2</sup> flats; 96 units of the other types 70 m<sup>2</sup> flats; 90 units of 48 m<sup>2</sup> flats.

G) **First Landowner of the Area:** The Metropolitan Municipality of İzmir (Building blocks numbered 202-205-206 and 227) The land was transferred from the Metropolitan Municipality of İzmir to İzbevka Housing Cooperation.

H) **The Way of Organization:** İzbevka Building Cooperative (Established by Municipality Personals and supported by the Mayor of the Metropolitan Municipality of Izmir).

I) **Financial Confidence:** 1) Participations of members' self resources, 2) As the Premiership Mass Housing Credit had an encouraging feature for the small housing, financing of 48 m<sup>2</sup> residences with 64 %, 70 m<sup>2</sup> with 62.5 %, 90 m<sup>2</sup> with 60 % were obtained, and the and the rest was obtained from the members monthly in 3 years. (12.208.500.000 TL. Mass housing credit was used, for 214-216 infrastructure & complementary credit 9.716.000.000 was taken. Total credit: 21.404.500.000TL.) 3) Turkish Real Estate Bank Credit.

J) **Construction and Ownership Change Process:** 1) Approved by the Metropolitan Municipality on 16<sup>th</sup> January 1985. 2) On 4<sup>th</sup> September 1985, building blocks numbered 202-205-206 in the frame of the Act numbered 775, 147 numbered council decision earmarked to İzbevka. 3) Foundations were built on 22<sup>nd</sup> April 1986. 4) 1000 residences were submitted to the members in October 1986. 5) Constructions were completed and the key deliverance was realized in 1989.

Evka-1 Mass Housing area exists within Buca Squatter Housing Prevention Zone. Determined land use, decisions for this zone is shown in the Table 5.

Table 5. Buca Squatter Housing Prevention Zone, Development Plan Revision Land Use Decisions

USAGE TYPE	AREA (HA)	RATIO (%)
RESIDENCE	121.12	56.35
EDUCATION	3.48	1.62
CRECHE	1.18	
PRIMARY SCHOOL	2.3	
COMMERCIAL	1.19	0.55
OFFICIAL FACILITY	0.68	0.31
SOCIAL AND CULTURAL FACILITY	0.94	0.44
FACILITY FOR HEALTHY	1.53	0.71
MOSQUE	0.83	0.39
OPEN MARKET	0.9	0.42
MASS TRANSPORT CENTRAL STOP	23.94	11.14
GREEN SPACE (SPORTS AND PLAY AREAS)	60.33	28.06
TOTAL	214.94	100



Table 6. Evka-1 Land Use

USAGE TYPE	AREA (HA)	RATIO (%)
RESIDENCE	49.3	37.43
EDUCATION	4.19	3.18
COMMERCIAL	1.75	1.32
OFFICIAL FACILITY	0.68	0.51
SOCIAL AND CULTURAL FACILITY	0.73	0.55
FACILITY FOR HEALTH	1.3	0.99
MOSQUE	0.35	0.25
TRANSPORTATION	20.5	0.15
GREEN SPACES	52.8	40.20
TOTAL	131.3	100.0
GROSS DENSITY : 140 P/HA		
NET DENSITY : 369 P/HA		
FAR : 0.73		

Table 7. Evka-1 Land Ownership

INDICATORS	AREA (HA)	RATIO (%)
TOTAL	131.3	100
PUBLIC PROPERTY	79.5	60.6
PRIVATE PROPERTY	51.8	39.4

### 5.2.1.2. EVKA-2 :

A) **The Date of Construction:** 1987-1989

B) **Location of The Settlement:** The settlement is located on the north development axis and in the province governership approval area according to the master plan.

C) **Transportation Possibilities:** 8 km far from the centre Karşıyaka, 18 km from Konak and connected to Çanakkale Motorway (Anadolu Caddesi) with 1 km arterial.

D) **Total Area:** 111 ha.

E) **Population:** 12580 people.

F) **Housing Types and the Amount of Housing Unit:** In this residential area; 920 units of triplex housing; 432 units of 71 m2 terrace housing; 108 units of 53 m2 terrace housing; 572 units of 75 m2 flats; 260 units of 55 m2 flats; 506 units of another type of 75 m2 flats; 230 units of 100 m2 duplex housing; totally 3120 units exist. (Formerly, it was planned for 2300 residences)

G) **First Landowner of The Area:** The Metropolitan Municipality of İzmir.

H) **The Way of Organization:** As the metropolitan municipality had some problems with İzbevka Cooperative throughout the process, as a second cooperative Evka-2 Housing Cooperative was established under the body of the metropolitan municipality. To be a member of the cooperative: 1) The members should have been living inside the boundaries of Greater İzmir Municipality since 1<sup>st</sup> of January 1983. 2) None of the members, their husbands/wives and their children could have residences or lands suitable for building residences inside the boundaries of Greater İzmir Municipality.

I) **Financial Confidence:**

1. Participations of members' self resources.
2. Supplements of Metropolitan Municipality and other related establishments.
3. Mass Housing Found credits of Premiership Mass Housing and Public Partnership Management Presidency. (These credits could be obtained when the constructions were at the level of basement floor). Totally, 21.739.174.000 TL. Housing credit was used.

K) **Construction and Ownership Change Process:**

1. By the Karşıyaka Municipality Council, the Detailed plan was found appropriate referring to the date of 15<sup>th</sup> October 1984 and 56 numbered decision.
2. The plan was approved on 16<sup>th</sup> January 1985 by the Metropolitan Municipality.
3. 3120 citizens were commonly recorded.
4. The area was registered as the Mass Housing Residential Area on 13<sup>th</sup> September 1985 by the İzmir Premiership.
5. To obtain the organization of the citizens under the municipality roof, the Evka-2 Cooperative 4993 numbered approval was realized by the Ministry of Industry and Trade on 23<sup>rd</sup> September 1986.
6. On 10<sup>th</sup> October 1986, the Evka2 Housing Construction Cooperative was registered with number 52318.
7. On 28<sup>th</sup> February 1987 the constructions began.
8. On 18<sup>th</sup> June 1990 the constructions were completed.
9. The 6 blocks at the southwestern part of these land were on application as a part of the Egekent project. The area of Egekent is 111 ha.



## L) Studies Concerning The Area:

In 1997, as a result of the household questionnaires made in Evka-2 by 4% exemplifying method, it was determined that, ratio of the people who expressed that their previous dwellings were squatter houses, were 10.40 % (Koç, 1998, p.31).

According to the data collected from the directorates of land registration in 1998, transfer ratios are as follows;

According to the collected data; 48.11'lik of the dwellings in Evka-2 (1501 dwelling units out of 3120) were transferred and 51.89 % (1619 dwelling units out of 3120) were not transferred.

As a result of this examination, it was found out that, smaller dwellings have been used more by their owners.

Table 8. Transfer Positions of the Dwellings' Ownership in Evka-2

Dwelling Types	Not Sold (%)	Sold (%)	Once	Twice	Three Times	Four Times
A Type	48.15	51.85	37.61	11, 41	2, 17	0, 65
A1, A2 Types	42.55	57.45	44.72	8, 39	3, 42	0, 92
B, D Types	45.18	54.82	41.48	10, 00	3, 15	0, 19
C Type	55.07	44.93	34.79	8, 04	1, 75	0, 35
C-2 Type	46.05	53.95	37.94	12, 85	2, 57	0, 59
E Type	49.62	50.38	36.54	10, 39	3, 07	0, 38

Source: Registers of Directorate of Land Registration, Çiğli (Koç, 1998).

Table 9. Evka-2 Land Use

USAGE TYPE	AREA (HA)	RATIO (%)
RESIDENCE	33.80	30.45
COMMERCIAL	0.50	0.45
CENTRE OF SETTLEMENT	4.30	3.87
Social Facility	0.42	
Mosque	0.30	
Official Facility	0.20	
Dispensary	0.16	
Creche	0.18	
Bus terminal	0.10	
Central Commercial	0.30	
Celebration Area	0.22	
Farmer ' s Market	0.50	
Car Parks	0.37	
Other Facilities	1.55	
EDUCATION	7.28	6.56

Continued Table 9

Creche	0.94	
Primary School	3.46	
Profession High School	2.88	
HEALTH FACILITY (Dispensary)	0.32	0.28
SOCIAL , CULTURAL FACILITY	0.65	0.59
MOSQUE	0.27	0.24
OFFICIAL FACILITY	0.93	0.84
GREEN SPACES	35.54	32.02
Children's Playground	1.28	
Active Green Spaces	15.51	
Multi-Function Area	0.63	
Sites To Be Planted	12.40	
Other Facilities	5.70	
TRANSPORTATION	27.40	24.69
Motorways	14.10	
Pedestrian Way	8.90	
Car Parks	1.86	
Other Facilities	2.54	
TOTAL	111.00	100
Gross Density : 113 p/ha		
Net Density : 416 p/ha		
FAR : 0.91		

Table 10. Evka-2 Land Ownership

INDICATORS	AREA (HA.)	RATIO (%)
TOTAL	111	100
PUBLIC PROPERTY	72.4	65
PRIVATE PROPERTY	38.6	35

### 5.2.1.3.EVKA-3 :

A) The Date of Construction: 1987-1989

B) Location of The Settlement: The settlement is located on the northeastern part of Bornova, in Erzene Quarter, on the eastern side of Manisa Motorway, far away from the squatter housing areas, occupied by the heaters, lemur, olive trees, and pine trees. It is restricted on the west by İzmir-Manisa motorway, on the south by Ege University apartments, Keresteciler Industrial Site, on the north by the the pines, on the east by the projected İzmir-İstanbul express-way. Related with the İzmir Big Channel Project, the sewage systems' main collectors pass through the southern main



road junction and the sewage network of Evka-3 area is projected to be connected to here.

**C) Transportation Possibilities:** 13 km far from the centre of İzmir.

**D) Slope Position:** The area has the slope between 5% and 30%.

**E) Total Area:** 31 ha.

**F) Population :** 5000 people.

**G) The Housing Types and the Amount of Housing Unit:** In this residential area; 288 units of 115 m<sup>2</sup> triplex residences; 260 units of 110 m<sup>2</sup> flats; 740 units of 75 m<sup>2</sup> flats; 120 units of 55 m<sup>2</sup> flats; and totally 1408 units of residences exist.

**H) First Landowner of the Area:** Greater İzmir Municipality. The area of the municipality is 31 ha. On the southwestern part of the area there also exist municipality owned areas and inside the project area privately owned areas. There had been no attempt to compulsive these areas. Because, the aimed population in Evka-3 could occupy 31 ha. And on the northern side, the treasury owned area is the possible future social housing construction area.

**I) The Way of Organization:** By the help of Evka-2 Housing Construction Cooperative.

**J) Financial Confidence:**

1. Mass housing credit was used for 1408 residences. (9.040.537.500 TL.) The amount of the credit and pay back plans, announced on the Official Newspaper (Resmi Gazete) on 12<sup>th</sup> February 1987.

2. The contractor construction firms, erected Betontaş Café and Sümeroğlu Health Center without payment. And the Ministry of Education erected primary and a secondary school.

**K) Construction and Ownership Change Process:**

1. The premiership announced the area as mass housing area referring to its 14/710 numbered declaration on 9<sup>th</sup> January 1987 and the implementation plan scaled 1/1000 was approved,

2. On December 1986 and January 1987 the project was announced,

3. On March 1987 the contracting (award) process was completed,

4. On 20<sup>th</sup> June 1987 the foundations of the residences were erected,

5. On 28<sup>th</sup> October 1989 the constructions were completed.

Table 11. Evka-3 Land Use

USAGE TYPE	AREA (HA.)	RATIO (%)
RESIDENCE	12.00	40.42
COMMERCIAL AREA	0.33	1.06
EDUCATION	1.38	4.45
Creche	0.42	
Primary School	0.96	
HEALT FACILITY	0.18	0.58
SOCIAL AND CULTURAL FACILITY	0.30	0.97
OFFICIAL FACILITY	0.22	0.71
GREEN SPACES	6.27	20.23
Sports Field	0.60	
Children's Playground	1.80	
Parks	2.40	
Sites To Be Planted	0.81	
Buffer Green Spaces	0.66	
TRANSPORTATION	9.79	31.58
Motorways	6.77	
Pedestrian Ways	1.26	
Car Parks	0.96	
Other Facilities	0.80	
TOTAL	31	100
Gross Density : 255 p/ha		
Net Density : 464 p/ha		

Table 12. Evka-3 Land Ownership

INDICATOR	AREA (HA.)	RATIO (%)
TOTAL	31	100
PUBLIC PROPERTY	18.67	60
PRIVATE PROPERTY	12.33	40

#### 5.2.1.4.EVKA-4 :

A) **The Date of Construction:** 1994-1996

B) **Location of The Settlement:** Located on the upper side of the Atatürk Quarter. 13.5 km. far from the city center km.from center of İzmir; 3.5 km. from center of far the Bornova. On the northern side of the area there exist Eğridere Village, on the west Lake River, and on the south Atatürk Quarter, Gecekonu Prevention Area (G.Ö.B.) is located.

C) **Total Area :** 64.6 ha.

D) **Population :** 21640 people.



**E) Housing Types and the Amount of Housing Unit:** In this residential area; 228 units of 55 m2 type A 30 blocks; 1068 units of 55 m2 flats 30 blocks; 2695 units of 72 m2 flats-77 blocks; 1120 units of 95 m2 type D-30 blocks. Therefore totally 151 blocks; 5111 normal, 148 basement and 151 doorman room and totally 5410 units of housing. E: 1.20.

**F) First Landowner of the Area :** Finance Treasury (The settlement is within the area of L18a 04b-L18a pafta 511 and 497 parcel number.).

**G) Construction and Ownership Change Process:** 1) Evka-4 had been sites to be planted in 1/5000 : Master Plan. But; the change of master plan was prepared for application of this area as a social housing area by municipality on the 27st. May, 1994 with respect to Act of 3030. In this respect, implementation development plan was prepared. 2)The area was obtained from government in the name of the Metropolitan Municipality of İzmir. A foundation on the 9st., September, 1994. 4)Constructions were finished in 7 years. 5)Planting and contracting was done in November, 1995. 7)Slender building of awarding the contract was done 31<sup>st</sup>. January, 1996. 8)43 shops in this area were bought to Tradesman and Artisans Chambers of İzmir in May, 1996.

Table 13. Evka-4 Land Use

USAGE TYPE	AREA (HA.)	RATIO (%)
RESIDENCE	34.6	53.56
COMMERCIAL AREA	0.58	0.9
FARMER'S MARKET	0.27	0.4
ACTIVE GREEN SPACES	2.42	3.75
Sport Area	1.82	
Playground	0.60	
PASIVE GREEN SPACES	6.34	9.82
Park	3.46	
A Journeying Area	2.88	
EDUCATION	2.60	4.03
Primary School	1.37	
Profession High School	1.24	
SOCIAL FACILITIES	0.97	1.50
Creche	0.32	
Health Facility	0.20	
Cultural Facility	0.16	
Mosque	0.29	
ADMINISTRATIVE FACILITIES	2.22	3.44
Official Facility	0.23	

Continued Table 13

B.I.L.Z.	1.99	
TECHNICAL FACILITIES ( Roads+Car Parks )	14.60	22.60
TOTAL	64.6	100
Gross Density : 335 p/ha.		
Net Density : 625 p/ha		
FAR : 1.20		

Table 14. Evka-4 Land Ownership

INDICATOR	AREA (HA.)	RATIO (%)
TOTAL	64.6	100
PUBLIC PROPERTY	29.42	45
PRIVATE PROPERTY	35.18	55

### 5.2.1.5. Evka-5 :

A) **The Date of Construction:** 1994-1997

B) **Location of The Settlement:** Located on the north axis of the İzmir in Çiğli-Balatçık district. 25 km far from the city centre, 7 km far from Çiğli center. Located by İzmir-Çanakkale motorway, on the north side of the area there exists Harmandalı Village, on the west Squatter Amelioration Area and on the south Atatürk Organized Industrial District.

C) **Transportation Possibilities:** To reach the district the connection to the 35 m. Wide İzmir-Çanakkale motorway is used.

D) **Total Area :** 99 ha.

E) **Population :** 13884 people.

F) **The Housing Types and the Amount of Housing Unit:** 120 units of 55 m<sup>2</sup> type A, 6 blocks; 720 units of 55 m<sup>2</sup> type B, 20 blocks; 1680 units of 72 m<sup>2</sup> type C, 48 blocks; 700 units of 95 m<sup>2</sup> type D, 20 blocks. Therefore, in this area, 3220 normal, 157 basement, 94 doorman apartments, and totally 3471 residences and 94 blocks exist.

G) **First Landowner of the Area:** Greater İzmir Municipality. (135 pafta, building plots numbered 4542-4543-4544).

H) **Construction Formation and Property Ownership Changing Process:**

- Greater İzmir Municipality has accepted that land under its own ownership as a mass housing area on 14.7.1994 by the decision numbered 05.128,
- Foundations were laid on 18.11.1994,



3. Preliminary construction of the dwellings were completed by 13 companies,
4. In February, 1994 applications to credit were realized,
5. On March 29, 1996 detailed construction was given to 17 companies after the contract.

Table 15. Evka-5 Land Use

USAGE TYPE	AREA ( HA. )	RATIO ( % )
RESIDENCE	22.42	22.64
COMMERCIAL AREA	0.55	0.56
FARMER 'S MARKET	0.59	0.60
ACTIVE GREEN SPACES	10.8	10.91
Sport Area	8.84	
Playground	1.96	
PASIVE GREEN SPACES	48.29	48.77
Park	9.04	1.35
Sites To Be Planted	39.25	
EDUCATION	1.34	1.35
SOCIAL FACILITIES	0.88	0.89
Creche	0.24	
Health Facility	0.37	
Mosque	0.27	
ADMINISTRATIVE FACILITY	0.69	0.65
Official Facility	0.22	
B.I.L.Z.	0.47	
TECHNICAL FACILITY ( Road , Car Parks )	13.49	13.63
TOTAL	99	100
Gross Density : 140 p/ha.		
Net Density : 619 p/ha.		
FAR : 1.20		

Table 16. Evka-5 Land Ownership

INDICATOR	AREA ( HA )	RATIO ( % )
TOTAL	99	100
PUBLIC PROPERTY	76.03	76.8
PRIVATE PROPERTY	22.97	23.2

### 5.2.1.7. EVKA-7:

- A) **The Date of Construction:** In the project form(1997-1999).
- B) **Location of The Settlement:** Located on the southern axis of İzmir, in Gaziemir county, behind the free zone.
- C) **Total Area :** 12.5 ha.
- D) **Population :** 4100 people.
- E) **Housing Types and the Amount of Housing Unit:** In this residential area; 168 units of 55 m<sup>2</sup> type B, 4 blocks; 576 units of 86 m<sup>2</sup> type C, 32 blocks; and 210 units of 95 m<sup>2</sup> type D, 6 blocks exist. Totally, 954 normal, 45 basement and 26 doorman flats; 42 blocks, 1025 flats, 10 stores.
- F) **First Landowner of the Area:** Treasury.
- G) **The Way of Organization:** Demand organization was provided by Aegean City Planning and Technological Collaboration Company which established by its own body.
- H) **Construction Ownership Change Process:**
1. The sales have begun in October 1995.
  2. The infrastructure contracts were realized on 16<sup>th</sup> February 1996.
  3. On 15<sup>th</sup> October 1996 the constructions have begun.

Table 19. Evka-7 Land Use

USAGE TYPE	AREA (%)	RATIO (%)
RESIDENCE	5.16	41.4
PRIMARY SCOOOL	0.51	4.1
COMMERCIAL AREA	0.24	1.9
MOSQUE	0.23	1.9
OFFICIAL FACILITIES	0.15	1.2
SPORT , RECREATION AND GREEN SPACES	3.49	28.0
ROADS	2.68	21.5
TOTAL	12.5	100
GROSS DENSITY : 328 P/HA.		
NET DENSITY : 80 P/HA.		

Figure 3.15.



Table 20. Evka-7 Land Ownership

INDICATOR	AREA (HA)	RATIO (%)
TOTAL	12.5	100
PUBLIC PROPERTY	7.1	59.2
PRIVATE PROPERTY	5.4	40.8

### 5.2.1.8. İzkent, İzkonut, İzyuva

#### İzkent

The members owning İzkent residences were organized by İzkent Cooperative under the control of municipality, the constructions were done by the municipality firm İzmir İmar Ltd Şti.

#### *İzkent-1:*

Total Area: 18.6 ha.

Construction Date: 1989-1993

Location: Buca-Tınaztepe

Total Residential Units: 964 units.

#### *İzkent-2:*

Total Area: 4.75 ha.

Construction Date: 1991-1997

Location: Çiğli

Total Residential Units: 561 units.

#### İzkonut:

#### *İzkonut-1:*

Total Area: 8.98 ha.

Construction Date: 1989-1993

Location: Buca-Tınaztepe

Total Residential Units: 2046 units.

#### *İzkonut-2:*

Total Area: 4.13 ha.

Construction Date: 1991-1996

Location: Çiğli

Total Residential Units: 429 units.

İzyuva:

İzyuva-1:

Total Area: 14.54 ha.

Construction Date: 1993-Continuing

Location: Bornova

Total Residential Units: 752 units.

İzyuva-2:

Total Area: 2.33 ha.

Construction Date: 1993-Continuing

Location: Pınarbaşı

Total Residential Units: 228 units.

### 5.2.2. Implementations of Ege-Koop

Establishment of the corporation, its procedure and land supply:

Formation process of the corporation with Egekent-1, first experience of mass housing areas:

1. Preparation of the Act numbered 5656 and related regulation that will determine plot allocation conditions and basic procedure on Egekent area, owned by İzmir Municipality and the approval of Ministry of Interior,
2. Decision of the participation of municipality to the corporation as a promoter, by the municipal council,
3. Declaration of the land and infrastructure costs, by the municipality,
4. Signing the main contract by promoter cooperatives,
5. Signing the main protocol by İzmir Municipality and Egekent, after the completion of the above procedure suggested by the Act of cooperatives numbered 1163,
6. In accordance with the protocol, requirement of land by the corporation the partner cooperatives; allocation that land by the municipality if the suggested conditions are realized,



7. Compensation of infrastructure costs by the cooperatives , according to the protocol,

8. Cooperatives and corporation will be responsible for the construction of dwellings and municipality will be responsible for the supply of infrastructure,

9. Prevention of the sale and transfer of the plots, that were allocated and turned over before, to the cooperatives and people who are not a partner of the corporation,

10. Paying attention to the number of feasible dwellings on the lands, that will be allocated to the cooperatives, and the number of partners and prevention of density change, land speculation,

11. Preparation of the necessary settlement plan, architectural-engineering plans and adjudication files by the corporation, after the transfer of the plots.

Ege-Koop has started its first project with Ege Kent. Ege Kent project was realized after the Act numbered 2487, by the proposal of the lands on the north of Küçük Çiğli in Karşıyaka region as mass housing areas, to İzmir Provincial Mass Housing Assembly according to the municipal council decision numbered 501/431 on 21.12.1981. However, the project was postponed until 1983, because of the passivity of the and not providing sufficient demand.

Revitalization of the project was realized on 30.06.1983 with the Municipal council decision numbered 502/89. This decision was about the proposal of a 159 ha. area as a social housing area, which was 420 ha. as a whole and had been considered as a mass housing area before. After the approval of this decision by İzmir Provincial Mass Housing Assembly and the Ministry of Reconstruction and Resettlement, the project has been started on 22.08.1983 by the Mayor Ceyhan Demir, according to the protocol with Kent-Koop numbered 1. Number of dwellings goaled by this project was 10.000. (Ege Kent feasibility study).

Ege-Koop has realized Egekent 1, 2, 3, 4, Ege-Villakent, Ege-Bahçekent from the day it was established. Egekent -1, Egekent -3 were realized on treasury land, Ege-Villakent and Ege-Bahçekent were realized on the land of municipality, Egekent-2 and Egekent-4 were realized on private lands.

Figure 5.17.

### 5.2.2.1. EGEKENT-1:

- A) **The Date of Construction:** 1984-1989
- B) **Location of The Settlement:** Egekent-1 is located on the northern axis of İzmir in Küçükçiğli-Ulucak district. Locating approximately 11 km far to Karşıyaka, 23 km.s far to city center of İzmir, 5 km far to the Organized Industrial Area of Büyükçiğli. Egekent-1 area has an externally lucky position as it is very near to İzmir City's existing and future infrastructure.
- C) **Transportation Structure:** Locating approximately 30 km far from İzmir-Menemen highway and railway in the South, Egekent-1 area has an important advantage relating to transportation to İzmir.
- D) **Topographic Structure:** The slopes of the topography in Egekent-1 is 12-24 %.
- E) **Total Area:** 159 ha.
- F) **Population:** 29.000 people.
- G) **Amount of Housing Unit:** 8548 units.
- H) **First Landowner of The Area:** The Metropolitan Municipality of İzmir (K.Çiğli, 8 pafta, plot of municipality land).
- I) **Financial Possibilities:** 1)Participations of the members, 2)European Council Social Recovery Fund, 3)The Funds of Mass Housing and Public Partnership Administration.
- J) **Construction and Ownership Change Process :** 159 ha area was in the Metropolitan Municipality's ownership. Development Plan (scale:1/1000) was approved by The Ministry of Reconstruction and Resettlement. Process on 1<sup>st</sup> November 1983:
1. The Municipality Corporation of İzmir which had been an authority of town council proposed area which was on the northern of Karşıyaka-Küçükçiğli as a Mass Housing to The Province Mass Housing Comities according to the Mass Housing Law.
  2. Whether occurring unfunctional of law or not to obtaining sufficient demand before was not applied before 1983. But, Town Council decided to realize as a social housing area taking into consideration some difficulties on the 30 st., June 1983.
  3. Determination was accepted by the city Mass Housing Council of İzmir and The Ministry of Reconstruction and Resettlement approved the decision in October 1983.



4. That day Town Council gave the authority related to social housing project to the mayor of municipality.

5. The Mayor of Municipality started studies of project with Kent-Koop on the 22 st., August 1983.

6. According to protocol municipality and Kent-Koop applied 1/1000: Development Plan together.

7. Topographic plan, applique and road projects of Egekent Mass Housing Area were awarded the contract, given to Official Land Register for registration.

8. Mass housing area started to built on the 29 st., September, 1984.

9. Mass housing and Public Partnership Administration was applied buying credit for application of technical and social infrastructure projects.

10. A loan of TL. 8.548.000.000 for Egekent-1 project has been supplied by European Council Social Recovery Fund.

11. Constructions were finished belonging to 40 cooperatives in 1989.

12. The Pay-back period of European Council Social Recovery Funds were finished on the 20<sup>th</sup> May, 1994.

Table 21. Egekent-1 Land Use

USAGE TYPE	AREA (HA.)	RATIO (%)
RESIDENCE	77	48.43
MULTI-FUNCTIAL COMMERCIAL	7.90	4.97
Commercial Area	1.79	
Health Facility (Dispensary )	0.22	
Official Facility	0.25	
Social and Cultural Facility	0.135	
Farmer ' s Market	0.155	
Mosque	0.212	
General Car Park	0.341	
SUB-COMMERCIAL AREA	11.43	0.90
EDUCATION	8.55	5.37
Creche	1.10	
Primary School	4.85	
Profession High School	2.60	
GREEN SPACES (Active Green Spaces, Playground , e.c.)	36.00	22.64
TRANSPORTATION (Traffic and Pedestrian Roads )	28.12	17.69
Total	159.00	100

Continued Table 21

Gross Density : 250 p/ha		
Net Density : 376 p/ha		
FAR : 1.3		

Table 22. Egekent-1 Land Ownership

INDICATOR	AREA (HA)	RATIO (%)
TOTAL	159	100
PUBLIC PROPERTY	72.67	45.7
PRIVATE PROPERTY	86.33	54.3

### 5.2.2.2. EGEKENT-3:

A) **The Date of Construction:** 1992-1995.

B) **Location of The Settlement:** Egekent-3 located in Buca-Tınaztepe-Tingirtepe district.

C) **Topographic Structure:** The slope of the topography in Egekent-3 is 25-45 %.

D) **Total Area:** 23.2 ha.

E) **Population:** 3392 people.

F) **Amount of Housing Units:** 848 units.

G) **First Landowner of The Area:** State's land (It was bought Land Office TL. 2.881.556.000).

H) **Financial Confidence:**

1. Participations of members of cooperative,
2. European Council Social Recovery Fund,
3. Mass Housing and Public Partnership Administration.

Table 23. Egekent-3 Land Use

USAGE TYPE	AREA (HA.)	RATIO (%)
RESIDENCE	3.74	16.17
PRIMARY SCHOOL	0.5	2.06
COMMERCIAL AREA	0.2	0.98
B.H.A.	0.5	1.95
GREEN SPACES	4.2	18.29
SITES TO BE PLANTED	10.4	44.72
ROADS AND CAR PARKS	3.7	15.83
TOTAL CAR PARK	0.8	3.4
TOTAL	23.2	100
GROSS DENSITY : 146 P/HA		
NET DENSITY : 906 P/HA		



### 5.2.3.1. ATAKENT :

- A) **The Date of Construction:** 1988-1989.
- B) **Location of The Settlement:** Karşıyaka-Bostanlı.
- C) **Topographic Structure:** The slope of topography in Atakent is 0 %.
- D) **Total Area:** 25 ha.
- E) **Population:** 4288 people.
- F) **Amount of Housing Units:** 1072 units.
- G) **First Landowner of The Area:** State's land.

### 5.2.3.2. MAVİŞEHİR :

- A) **The Date of Construction:** 1993-Continuing.
- B) **Location of The Settlement:** Karşıyaka-Bostanlı
- C) **Slope Position:** The area has a flat ground.
- D) **Total Area:** Mavişehir is in the form of two steps: The first one has 2872 units housing and the second one has 3456 units housing; totally occupying 16.4 ha.
- E) **Population:** 17500 people (The whole population projection is 25296 people).
- F) **Amount of Housing Units:** 3500 units (Whole mass housing area will be 6328 units).
- G) **First Landowner of The Area:** Treasury. Bought from the Land Office, and the area is filling area.
- H) **Construction and Ownership Change Process :**
- 1) The mass housing area was used as a dumping garbage, before,
  - 2) There were 807 units of gecekondus. Emlak Bank bought these areas from gecekondu owners,
  - 3) Some part of area was determined as "Sites To Be Planted" in the development plan.
  - 4) Real Estate Bank has realized the constructions after drying the existing marsh. Carrefour Project, that belongs to Sabancı Group, has been started by buying an area of 85 thousand hectares. Furthermore, investments of Migros, Tansaş and EGS groups also exist in the region (Para Dergisi, 1998).

Table 27. Mavişehir Land Use

USAGE TYPE	AREA (HA.)	RATIO (%)
RESYDENCE	44.52	33.44
COMMERCIAL AREA	4	3.01
PRIMARY SCHOOL	17.44	1.1
HIGH SCHOOL	1.12	12.86
CRECHE	1.2	0.90
SOCIAL FACILITIES	2.72	2.04
HEALTH FACILITY	0.60	0.45
OFFICIAL FACILITY	0.40	030
GREEN SPACES	18.72	14.06
FARMER ' S MARKET	3.92	2.95
TECHNICAL INFRASTRUCTURE	38.48	28.91
TOTAL	133.12	100

Table 28. Mavişehir Land Ownership

INDICATOR	AREA ( HA. )	RATIO ( % )
TOTAL	133.12	100
PUBLIC PROPERTY	48.52	36
PTRIVATE PROPERTY	84.16	64

#### 5.2.4. IMPLEMENTATIONS OF COUNTY MUNICIPALITIES

##### 5.2.4.1. Implementations of The Municipality of Konak: Kon-Kent

A) **The Date of Construction:** 1991-1996

B) **Location:** Uzundere. Kon-Kent is located approximately 12 km far to city center of İzmir. According to the master plan, Kon-Kent is on the south development axis of İzmir, and on the southern of Yeşilyurt, on the western of Karabağlar.

C) **Topographic Structure:** The slope of topography in Kon-Kent is 5-10 %.

D) **Total Area:** 55 ha.

E) **Population:** 12.000.

F) **Amount of Housing Units:** 2710 units.

G) **First Landowner of The Area:** Transferred from the municipality to the Land Office.

H) **Financial Confidence:**

1. Participations of the members.
2. Mass Housing Credit.



### 5.2.4.2. Implementation of The Municipality of Buca: Buca-Koop

- A) **The Date of Construction:** 1992-1997.
- B) **Location of The Settlement:** Buca-Tinaztepe.
- C) **Total Area:** 30 ha.
- D) **Population:** .14000 people.
- E) **Amount of Housing Unit:** 3500 units.
- F) **First Landowner of The Area:** When examined, we can see three type of ownerships over the whole area. A part of the area is under the ownership of Finance, a part belongs to private ownership and a part belongs to the Municipality of Buca.
- G) **The Way of Organization:** The residential area was built by Buca-Koop established under the control of Buca Municipality.

Table 29. Buca-Koop Land Use

USAGE TYPE	AREA (HA.)	RATIO (%)
RESIDENCE	19.62	65.4
COMMERCIAL AREA	0.74	2.47
SOCIAL FACILITY	0.32	1.1
OFFICIAL FACILITY	0.64	2.13
PARKS	2.4	8
HEALTHY FACILITY	0.24	0.8
EDUCATION	0.55	1.83
TECHNICAL INFRASTRUCTURE (ROADS AND CAR PARKS)	5.4	18
TOTAL	30	100

Table 30. Buca-Koop Land Ownership

INDICATOR	AREA (HA.)	RATIO (%)
TOTAL	30	100
PUBLIC PROPERTY	9.64	32.13
PRIVATE PROPERTY	20.36	67.9

### 5.2.5. Evaluation

As a result of the researches made, it is seen that, healthy and current documentations were not done concerning the land stocks of municipality and treasury within Izmir Metropolitan Area. If greater İzmir Municipality can not find great lands to built a mass housing settlement from its land stock, the municipality looks for suitable lands, under the ownership of treasury, in anywhere inside the municipal boundaries and requires the property of those lands for its own ownership. Evka 1, 2, 3, 4, 5 are the areas, that mass housing projects were built under the ownership of the municipality. On the other hand, Evka-6 and Evka-7 project are being realized on the areas, which were allocated from the treasury, are accepted as potential areas for mass housing projects and they are rapidly transformed into mass housing areas.

In the city, several mass housing project areas have been built and are being built. Several private cooperatives are building mass housing settlements on private properties. However, several mass housing settlements built on hectares of areas, were realized on the lands owned by the treasury or municipality. Only Egekent-2 (16 ha) and Egekent-4 (7.5 ha) were built on private lands, by Ege-Koop.

Big mass housing settlements have already been located on very sloping areas. For instance; Evka-3 was located on an area with a slope between 5%- 30%, Egekent-1 between 12%-24%, Egekent-3 between 25%-45% and Ege-Villakent was located with a slope between 5%-20%. Evka-4 was located on an area, which is geologically inconvenient.

Evka-2 was built on the north development axis according to master plan decisions, Evka-1 in Buca Squatter Housing Prevention Zone, Evka-3 on an area covered with shrubbery, bush and olive trees. Evka-5 is on an area, which was later declared as a mass housing area, and lastly, Egekent-1 was built on the north development axis according to master plan decisions.

Mass housing settlements are sometimes built for high-income groups, according to the addressed income group. Particularly, Real Estate Bank has implementations about this subject. Atakent, Mavisehir, Gaziemir houses were presented for high income groups and they were located on the areas close to the city center, on developed residential areas and on the areas, where land prices are very high. Again, Ege-Koop which has been building dwellings mostly for middle income groups before, has addressed to high income groups in its last implementations, Ege-Villakent



and Ege-Bahçekent, and selected their areas close to Kuş Cenneti, with a distance of 2.5 km.

Mass housing areas built by the cooperatives consist of partners, whose purchasing power is high, are existed on developed residential areas and close to the city center. Mass housing areas built by the cooperatives consist of partners, whose purchasing power is relatively low (these are the cooperatives and require greater amount of building plots), have mostly preferred developing residential areas.

In a study prepared in 1995, (Demirci,1995) Evka-1,2,3, Egekent-1 and 3 mass housing areas were examined, it was found out that, most of the community facilities were insufficient according to certain standards. About the design of kindergarten and primary school areas, only Evka-2 settlement has been found sufficient, according to their spatial sizes. In the other settlements, these areas are insufficient, according to the population that they sheltered. About secondary school areas, again in Evka-2, they were sufficiently provided, on the other settlements, they were realized less than their necessary sizes. In Evka-1 settlement, despite the population of 18208, there is not any secondary school, which exists to service for this area. About health centers, only dispensary areas were built in Evka-1, Evka-2 and Egekent-1. However, these areas are also insufficient according to their spatial sizes. According to the results of questionnaires made by Ege University Faculty of Arts Department of Geography and applied in Evka and Egekent mass housing areas in 1996, average of being a house house-owners is approximately 68%. This shows us that, 30% of the house-owners in those mass housing areas have rented their dwellings for rental purposes. This is not a small ratio and it is thought that, ratio can increase in the following years.

If we examine existing mass housing areas, we can see two types of ownership. In some of the, dwellings are built on independent building plots, plots and dwellings are owned by the same people. Especially, in some part of the city, where apartment type blocks are located, flat ownership is existed. Flat owners have shares on the plots, where these apartments are built on and independent flats are accepted as private properties of different people.

Some of the cooperatives and mass housing companies, that propose mass housing settlements outside the city, goals to build single dwellings and villas on independent plots, besides apartment blocks, and to turn over the properties one by one to the persons. For instance, they propose to build dwellings with gardens on thousands of plots, by giving plots of 500-1000 m<sup>2</sup> to each cooperative member, within a

pretentious enterprise of creating a new city, 20-30 km far from the city. Like this, mass housing companies plan to build villas for high income groups on single plots. Ege-koop has started that sort of implementations with Ege-Villakent and Ege-Bahçekent.

In this study, data and table were given concerning the land uses of mass housing projects. However, these data are the planned standards of facilities. Changes can be existed in the implementation of sizes and sites locations of these planned facilities. However, researching those items can be a subject for another study. That means, problems in the planning –implementation process on mass housing areas and their results can be another thesis subject. Therefore, these are evaluated only with the planned forms of them. Several quotations can be made from another study about which changes can exist during planning and implementation. According to Ege-Koop organization model, “Semeykoop-1 is one of the 40 cooperatives that gathered under the body of Ege-Koop. Semeykoop area is the building blocks numbered 11659,11660 and 11665 located on the southeast part of the road with length of 1450m in the planning area, according to the 1/1000 scaled detailed plan. In the detailed plan, FAR(Floor Area Ratio) was defined as maximum 1.40 on building blocks. Realization of car parking areas, play grounds and green area arrangements inside the building block were left to the cooperatives. Between the building blocks numbered 11659 and 11660 an official facility area and a green area, between the building blocks numbered 11660 and 11665 commercial areas, a mosque and a green area were planned. However, during the implementation process of the apartment blocks, in order to gain revenue for building costs, ground floors of the blocks were projected as shops. Therefore, commercial activities were located under the blocks and the areas, proposed as commercial areas could not developed. Another change about the 1/1000 scaled detailed plan is; the official facility area located between the building blocks numbered 11659 and 11660 in the plan is realized the primary school area, today. Directorate of Public Education has realized the primary school on the official facility area that has been proposed in the plan, because of the sloping topography of the primary school area that has been proposed in the detailed plan of Evka-2. Therefore, by making a plan modification, official facility area was enlarged and transformed into a primary school area. As a result of this implementation, road connection between the building blocks numbered 11659 and 11660 has been interrupted. Within those data of 1/1000 scaled Ege-Koop site plan, car parking areas, apartment blocks and green areas have been located. In the site plan, it is particularly seen that, connection of the street numbered 6762 which is the



main connection of the building block numbered 11660, could not be provided. The other problem in the site plan is the location of the blocks. 5-storey blocks, in which h type dwellings were existed on the plan, were located in front of the building blocks. As a result of this, 5-storey blocks can be heated because it takes in sun light, but in 8-storey blocks, because of their direction towards north, there are heating problems in living rooms” (Altincekic, 1984). As we see, planned facility standards change during implementation, therefore, to make an evaluation over these standards would be insufficient, deficient and wrong. Thus, collected data were not evaluated over those standards.

As it would be seen in all of the evaluations, mass housing settlements can even be located on inappropriate lands for settling, because of the easy acquirement of public and treasury owned lands and because mass housing projects are mostly built on public and treasury owned lands. These areas can be slum areas in future.

Alternative policies have not been considered and developed about the property ownership of the plots after the completion of mass housing area, which were used for mass housing construction. However, about this subject, different alternatives could be considered as explained in this study under the title of; ownership forms in mass housing areas.

In most of the mass housing areas, there are multi-storey blocks, so, on one plot there are so many right owners. This problem was solved by “flat ownership” in 1996, and has encouraged apartment type development. Flat ownership system has many property owners on one parcel (spreading of ownership), urban renewal possibilities in future is limited.

In the decision of using treasury and municipality owned lands, only the major, limited laws or government policies, of that term, are effective. Unfortunately, while considering the decisions concerning these lands, which belong to the society or to the citizens of that city, their participation is generally not provided.

Since 1985 till today, mass housing practices realized in İzmir during this period of 14 years, show that, treasury owned lands can be easily transformed into mass housing areas and negativenesses lived, still continue to be lived. This course of events seems to come up to a level of exhausting lands of treasury without examining. At this point, it can be said that, these negativenesses should not be made in the following practices.

**TRANSFERRING PROCESSES AND NEW USING OWNERSHIPS OF MASS HOUSING AREAS (Evka-1, Izkent-1, İzkonut-1 Samples )**

**6.1 Location and Characteristics of Case Study Area**

Case study area includes three mass housing areas. These are; Evka-1, Izkent-1 and İzkonut-1 mass housing areas. All of these three areas exist adjacent with their locations. Characteristics concerning these areas are explained below.

**Evka-1 Mass Housing Area:**

Evka-1 Mass Housing Area was realized as a Squatter Housing Prevention Zone within the framework of the act numbered 775 between 1985-1989, in the south development direction of izmir, 12 km. Far from the city center, inside the county of Buca, in Tinaztepe region. In the south of the area, there are settlement areas, in southeast there is a mass housing area built for state officials, consisting of 1000 dwellings.

Region and the case study area exists in first degree seismic region according to the seismic map of Turkey which was enacted by the decision of the Council of Ministers numbered 7/ 5551 on 23.12.1972. Area is not different from Izmir according to its microclimate. It is 5-6 degree cooler in summers.

Total area of the settlements area, that was determined as a Squatter Housing Prevention Zone, is 131.3 hectares. The area, where 4588 units are located. Is totally 57.68 hectares and 18208 people lives in there.

In the residential area there are; 204 units from A type-99 m<sup>2</sup> duplex dwelling, 1076 units from B type-82 m<sup>2</sup> duplex dwellings, 807 units from 90 m<sup>2</sup> dwellings, 2315 units from 70 m<sup>2</sup> dwellings, 96 units from 70 m<sup>2</sup> other type dwellings and 90 units from 48 m<sup>2</sup> dwellings. In the project areas of other types are; 53 m<sup>2</sup> (1 living room, 1 room), 70 m<sup>2</sup> (2 rooms, 1 living room), 92 m<sup>2</sup> (3 rooms, 1 living room), 110 m<sup>2</sup> (3 rooms, 1 living room). 28-50% of the dwellings are duplex type and 50-71% of the dwellings are multi-storey blocks.

First owner of the area has been Greater İzmir Municipality. Then, the area has been turned over to İzbevka Housing Cooperative from the municipality. Evka-1



settlement is the first implementation of Greater Izmir Municipality. İzbevka Building cooperative, which was established as a single cooperative under the body of Greater İzmir Municipality in October 1985, was given a land with an area of 576.815 m<sup>2</sup> in order to apply the project. İzbevka (Greater İzmir Municipality House Provision building Cooperative) building Cooperative was established by municipal personnel and it was realized by this cooperative.

Financial requirement of the area was supplied by using; the participation of members, mass housing credits of premiership and the credit of Turkish Real Estate and Credit Bank. Mass housing credits of Premiership has a characteristic of encouraging small dwellings, so, necessary finance was supplied with the ratios of; 04 % of 48 m<sup>2</sup> dwellings, 62.5 % of 70 m<sup>2</sup> dwellings and 60 % of 90 m<sup>2</sup> dwellings and remaining parts were taken from the members with stable installment in 3 years. (12.228.500.000 TL. mass housing credit have been used. 9.176.000.000 TL. have been taken for building and completing the infrastructure of an area of 214-216 ha. Total credit was: 21.404.500.000 TL.)

Plan of Evka-1 mass housing area was approved by Greater İzmir Municipality on 16.1.1985. On 4.9.1985, building blocks numbered 202-205-206 and 227 were allocated to İzbevka within the framework of the act numbered 147. Foundation was laid on April 22, 1986. In October 1986, 1000 dwellings were delivered to the members. In 1989, constructions were completed and keys were delivered.

Land use decisions determined in Evka-1 mass housing area were shown in Table 1:

Table 33. Evka-1 Land Use

USAGE TYPE	AREA (HA.)	RATIO (%)
RESIDENCE	49.3	37.43
EDUCATION	4.19	3.18
COMMERCIAL	1.75	1.32
OFFICIAL FACILITY	0.68	0.51
SOCIAL AND CULTURAL FACILITY	0.73	0.55
FACILITY FOR HEALTH	1.3	0.99
MOSQUE	0.35	0.25
TRANSPORTATION	20.5	0.15
GREEN SPACES	52.8	40.20
TOTAL	131.3	100.0
GROSS DENSITY : 140 P/HA		
NET DENSITY : 369 P/HA		
FAR : 0.73		

Table 34. Evka-1 Land Ownership

INDICATOR	AREA (HA.)	RATIO (%)
TOTAL	131.3	100
PUBLIC PROPERTY	79.5	60.6
PRIVATE PROPERTY	51.8	39.4

**İzkent-1 Mass Housing Area:**

Members, that own İzkent houses, were organized by İzkent Cooperative under the control of the municipality, constructions were made by İzmir Development Limited Company (İzmir İmar Limited Şirketi) which is a company of the municipality. This settlement was built between 1989-1993 and total area 18.6. hectares with 964 dwelling units.

**İzkonut-1 Mass Housing Area:**

This settlement was also built between 1989-1993. Total area built between 1989-1993 was 8.98 hectares and consists of 2046 dwelling units.

Greater İzmir Municipality has looked for some conditions from the people that can own the dwellings in the mass housing area: a) Candidates should be living inside the boundaries of Greater İzmir Municipality for 3 years. b) Candidates, their spouses and children should not be having any house or area suitable for house construction inside the boundaries of Greater İzmir Municipality c) Candidates or their spouses should not have used a housing credit before. It is stated that; people and families, that will own those dwellings, have implemented those conditions and then have owned those dwellings.

**6.2. Results of the Research and Evaluation**

In order to obtain information about transferring and using forms dwellings, firstly, data concerning transferring ratios and characteristics in Evka-1, İzkent-1, İzkonut-1 were collected from directorates of land registration. Secondly, data were collected about the dwellings, as if they are rental housing or not, in three quarters which were chosen for exemplification.



Data about land registers were collected between November 17, 1997 and February 25, 1998. Data collection was started with the first volumes of land registers. During this process, it was observed that, transferring belonging to the examined volumes have continued in the following days of the research, however, not returned to the beginning. It was seen that, some of the pages of the examined land registers were torn in the directorate of land registration. Therefore, data related to these pages could not be obtained.

In Buca Directorate of Land Registration, 77 land registers were examined. In every register there were existed. In every land register, following data were obtained; volume number, flat ownership page number, former page number, continuation page number, real estate page number, independent part number, project number, data land share, its quality, pafta number, building block number, lot number, ha, m<sup>2</sup>, dm<sup>2</sup>, declarations, name of the owner, surname, father's name, reason of acquirement, sale prize, registration date, day book number.

Data about the muhtarlıks were collected between March 23, 1998 and May 15, 1998.

While making evaluations about the data collected from muhtarlıks, sufficiency of data given by property owners should be taken into consideration. It is known that, tenant informations about some of the dwellings have attained to the muhtarlıks, too late.

In order to prevent incoherence during the comparison with land registers, following data were also collected from muhtarlıks; resident position: owner-tenant, date of moving to that quarter, number of households, date of living in that quarter and recent residence. It was also observed that, people, who have been living in that quarter but haven't registered to the muhtarlık, also applied to the muhtarlık during the research.

Properties of the dwellings in Evka-1 were turned over to the property owners in 1991 and properties of the dwellings in İzkonut-1 and İzkent-1 were turned over to the property owners in 1994.

In this study, 2078 units from the dwellings in Evka-1 located in the muhtarlık of Murathan, Çağdaş and Aydoğdu, 48 units from the dwellings in İzkent-1 and 259 units from the dwellings in İzkonut-1 have been examined.

Tables were formed according to the data collected from the Directorate of Buca Land Registration and muhtarlıks about Evka-1, İzkent-1, İzkonut-1. These tables

were formed according to the following characteristics. Tables formed by the data collected from the Directorate of Land Registration are:

Table 35. Transfer Ratios of The Dwellings' Ownership

Table 36. Distribution of Transfers According to Years

Table 37. Frequency of Transfers

Table 38. Transfer Years of The Dwellings' Ownership That were Transferred 1 Time

Table 39. 1<sup>st</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 2 Times

Table 40. 2<sup>nd</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 2 Times

Table 41. 1<sup>st</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 3 Times

Table 42. 2<sup>nd</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 3 Times

Table 43. 3<sup>rd</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 3 Times

Table 44. 1<sup>st</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 4 Times

Table 45. 2<sup>nd</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 4 Times

Table 46. 3<sup>rd</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 4 Times

Table 47. 4<sup>th</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 4 Times

Table 48. 1<sup>st</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times

Table 49. 2<sup>nd</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times

Table 50. 3<sup>rd</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times

Table 51. 4<sup>th</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times

Table 52. 5<sup>th</sup>. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times



Table 53. Transfer Years of The Dwellings' Ownership That were Transferred 6 Times

In the table concerning the transfer ratios of dwellings, (Table 35) it can be seen that; 34.02 % of the dwellings in Evka-1, 22.07 % of the dwellings in İzkent-1 and 21.42 % of the dwellings in İzkonut-1 have been transferred. However, we have to examine these values with taking into consideration that, first owners of those dwellings have bought them; in Evka-1 in 1990, in İzkent-1 and İzkonut-1 in 1994. Therefore, we can say that transfer percentage in Evka-1 could be resulted by the year difference. Those percentages formed; in Evka-1 between the years 1990-1997, that is 7 years in İzkent-1 and İzkonut-1 between the years 1994-1997 that is 3 years. It was considered that, the point which the percentages of transfers have reached, is very high within those years. Data, concerning the reasons of those transfers, could not be collected. It would be better, if the first owners of the dwellings were contacted and the sale reasons of their dwellings, were learnt in order to comment on these percentages more clear. However, it is certain that, this kind of research would be very difficult. Only some opinions can be developed about what these transfer reasons are. These reasons can be; dwellings and their environments are not being liked by the owners, obligatory nominations sourced from business situations, difficulty of transportation between business district and residential area, not being able to move to another city because of the educational situation of the children. However, the most important thing in this subject is; whether these people that sell their own houses, follow the condition of "... not owning any other dwelling or plot" or not. As we all know, this condition has been required from the candidates that want to buy a dwelling from those mass housing areas. Unfortunately there can not be said a definite thing and the excessive amount of the percentage of the transfers shows us that, dwellings are being sold easily. This also shows that, demand for these kind of dwellings are very high.

In the table showing the transfers according to the years (Table 36), it can easily be seen that, transfers of dwellings in Evka-1 was mostly occurred in 1993 (27.33 %), in İzkent-1 in 1996 (45.26 %) and İzkonut-1 in 1996 (45.61 %). Both in İzkent-1 and İzkonut-1, there were high transfer percentage values and it is observed that these values were bought occurred in the same year, in 1996. If the speed of the transfers is examined according to the years, it can be seen that, in Evka-1 transfers were realized gradually in the first 2 years, but they were accelerated in the following 3 years and then they decreased again. In İzkent-1 and İzkonut-1 we see a similar transfers trend. There was a gradual transfer in the first year of the turn over of the dwellings to their owners'

Residential Areas	Total number of dwelling units	That were transferred		That weren't Transferred	
		Number	%	Number	%
		Evka-1	4582	1559	34,02
İzkent-1	1019	232	22,77	786	77,13
İzkonut-1	1961	420	21,42	1541	78,58
<b>Total</b>	<b>7560</b>	<b>2212</b>	<b>29,26</b>	<b>5348</b>	<b>70,74</b>

Table 35. Transfer Ratios of The Dwellings' Ownership

Residential Area	Total Number of Dwelling Units	Number of Dwellings Ownership That were Transferred	1990		1991		1992		1993		1994		1995		1996		1997	
			Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
Evka-1	4582	1559	1	0,06	4	0,26	373	23,93	426	27,33	334	21,42	253	16,23	249	15,97	300	19,24
İzkent-1	1019	232	-	-	-	-	-	-	-	-	4	1,72	56	24,14	105	45,26	96	41,38
İzkonut-1	1961	421	-	-	-	-	-	-	-	-	2	0,48	73	17,34	192	45,61	188	44,66
<b>Total</b>	<b>7560</b>	<b>2212</b>	<b>1</b>	<b>0,05</b>	<b>4</b>	<b>0,18</b>	<b>373</b>	<b>16,86</b>	<b>426</b>	<b>19,26</b>	<b>340</b>	<b>15,37</b>	<b>382</b>	<b>17,27</b>	<b>546</b>	<b>24,68</b>	<b>584</b>	<b>26,40</b>

Table 36. Distribution of Transfers of Dwellings' Ownership According to Years



Residential Area	Total Number of Dwelling Units	Dwellings that ownership were transferred		1 Times		2 Times		3 Times		4 Times		5 Times		6 Times							
		Number	%	Number	%		Number	%		Number	%		Number	%		Number	%				
					In Total	In that were Transferred		In Total	In that were transferred		In Total	In that were transferred		In Total	In that were transferred		In Total	In that were transferred			
Evka-1	4582	1559	34,02	1240	27,06	79,54	260	5,67	16,68	46	1	2,95	10	0,22	0,64	2	0,04	0,13	1	0,02	0,06
İz Kent-1	1019	232	22,77	207	20,31	89,22	21	2,06	9,05	4	0,39	1,72	-	-	-	-	-	-	-	-	-
İzkonut-1	1961	420	21,42	386	19,68	91,91	33	1,68	7,86	1	0,05	0,24	-	-	-	-	-	-	-	-	-
<b>Total</b>	<b>7560</b>	<b>2212</b>	<b>29,23</b>	<b>1833</b>	<b>24,25</b>	<b>82,87</b>	<b>315</b>	<b>4,17</b>	<b>14,24</b>	<b>51</b>	<b>0,68</b>	<b>2,31</b>	<b>10</b>	<b>0,13</b>	<b>0,45</b>	<b>2</b>	<b>0,03</b>	<b>0,09</b>	<b>1</b>	<b>0,01</b>	<b>0,05</b>

Table 37. Frequency of Transfers

Residential Area	Total number of dwelling units	Number of transferred dwelling' ownership	Number of dwellings' ownership that were transferred 1 times	1991		1992		1993		1994		1995		1996		1997	
				Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
				Evka-1	4582	1559	1241	2	0,16	267	21,52	272	21,92	203	16,36	150	12,09
İz Kent-1	1019	232	206	-	-	-	-	-	-	2	0,97	42	20,39	83	40,29	79	38,35
İzkonut-1	1961	421	386	-	-	-	-	-	-	2	0,52	65	16,84	162	41,97	157	40,67
<b>Total</b>	<b>7560</b>	<b>2212</b>	<b>1833</b>	<b>2</b>	<b>0,11</b>	<b>267</b>	<b>14,57</b>	<b>272</b>	<b>14,84</b>	<b>207</b>	<b>11,29</b>	<b>257</b>	<b>14,02</b>	<b>403</b>	<b>21,99</b>	<b>424</b>	<b>23,13</b>

Table 38. Transfer Years of The Dwellings' Ownership That were Transferred 1 Time

Residential Area	Total Number of Dwelling Units	Number of Dwellings' Ownership that were Transferred 1 Times	1991		1992		1993		1994		1995		1996		1997	
			Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
			Evka-1	4582	260	3	1,15	81	31,15	74	28,46	48	18,46	24	9,23	19
İzkent-1	1019	21	-	-	-	-	-	-	2	9,52	9	42,86	9	42,86	1	4,76
İzkonut-1	1961	33	-	-	-	-	-	-	-	-	7	57,58	19	57,58	7	21,21
<b>Total</b>	<b>7560</b>	<b>314</b>	<b>3</b>	<b>0,96</b>	<b>81</b>	<b>25,8</b>	<b>74</b>	<b>23,57</b>	<b>50</b>	<b>15,92</b>	<b>40</b>	<b>14,97</b>	<b>47</b>	<b>14,97</b>	<b>25</b>	<b>7,96</b>

Table 39. 1st. Transfer Years of The Dwellings' Ownership That were Transferred 2 Times

Residential Area	Total Number of Dwelling Units	Number of Dwellings' Ownership that were Transferred 2 Times	1992		1993		1994		1995		1996		1997	
			Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
			Evka-1	4582	260	11	4,23	42	16,15	41	15,77	50	19,23	43
İzkent-1	1019	21	-	-	-	-	-	-	2	9,52	7	33,33	11	52,38
İzkonut-1	1961	33	-	-	-	-	-	-	1	3,03	10	30,3	22	66,67
<b>Total</b>	<b>7560</b>	<b>314</b>	<b>11</b>	<b>3,5</b>	<b>42</b>	<b>13,38</b>	<b>41</b>	<b>13,06</b>	<b>53</b>	<b>16,88</b>	<b>60</b>	<b>19,11</b>	<b>106</b>	<b>33,76</b>

Table 40. 2nd. Transfer Years of The Dwellings' Ownership That were Transferred 2 Times



Residential Area	Total Number of Dwelling Units	Number of Dwellings' Ownership that were transferred 3 times	1990		1991		1992		1993		1994		1995		1996		1997	
			Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
			Evka-1	4582	46	1	2,17	-	-	17	36,96	13	28,26	6	13,04	2	4,35	5
İzkent-1	1019	4	-	-	-	-	-	-	-	-	-	-	3	75	1	25	-	-
İzkonut-1	1961	1	-	-	-	-	-	-	-	-	-	-	-	-	1	100	-	-
<b>Total</b>	<b>7560</b>	<b>51</b>	<b>1</b>	<b>1,96</b>	<b>-</b>	<b>-</b>	<b>17</b>	<b>33,33</b>	<b>13</b>	<b>25,49</b>	<b>6</b>	<b>11,77</b>	<b>5</b>	<b>9,8</b>	<b>7</b>	<b>13,73</b>	<b>2</b>	<b>3,92</b>

Table 41. 1st. Transfer Years of The Dwelling' Ownership That were Transferred 3 Times

Residential Area	Number of dwellings' ownership that were transferred 3 times	1993		1994		1995		1996		1997	
		Number	%	Number	%	Number	%	Number	%	Number	%
Evka-1	46	12	26,09	13	28,26	9	19,57	5	10,87	7	15,22
İzkent-1	4	-	-	-	-	-	-	3	75	1	25
İzkonut-1	1	-	-	-	-	-	-	-	-	1	100
<b>Total</b>	<b>51</b>	<b>12</b>	<b>23,53</b>	<b>13</b>	<b>25,49</b>	<b>9</b>	<b>17,65</b>	<b>8</b>	<b>15,69</b>	<b>9</b>	<b>17,65</b>

Table 42. 2nd. Transfer Years of The Dwellings' Ownership That were Transferred 3 Times

Residential Area	Number of dwellings' ownership that were transferred 3 times	1993		1994		1995		1996		1997	
		Number	%	Number	%	Number	%	Number	%	Number	%
		Evka-1	46	3	6,52	7	15,22	6	13,04	12	26,09
İzkent-1	4	-	-	-	-	-	-	-	-	4	100
İzkonut-1	1	-	-	-	-	-	-	-	-	1	100
<b>Total</b>	<b>51</b>	<b>3</b>	<b>5,88</b>	<b>7</b>	<b>13,73</b>	<b>6</b>	<b>11,77</b>	<b>12</b>	<b>23,53</b>	<b>23</b>	<b>45,1</b>

Table 43. 3rd. Transfer Years of The Dwellings' Ownership That were Transferred 3 Times

Residential Area	Number of Dwellings' Ownership that were Transferred 4Times	1992		1993		1994	
		Number	%	Number	%	Number	%
		Evka-1	10	2	20	5	50
İzkent-1	-	-	-	-	-	-	-
İzkonut-1	-	-	-	-	-	-	-
<b>Total</b>	<b>10</b>	<b>2</b>	<b>20</b>	<b>5</b>	<b>50</b>	<b>3</b>	<b>30</b>

Table 44. 1st. Transfer Years of The Dwellings' Ownership That were Transferred 4 Times



Residential Area	Number of Dwellings' Ownership that were Transferred 4 Times	1993		1994		1995	
		Number	%	Number	%	Number	%
		Evka-1	10	3	30	4	40
İzkent-1	-	-	-	-	-	-	-
İzkonut-1	-	-	-	-	-	-	-
Total	10	3	30	4	40	3	30

Table 45. 2nd. Transfer Years of The Dwellings' Ownership That were Transferred 4 Times

Residential Area	Number of Dwellings' Ownership that were Transferred 4 Times	1993		1994		1995		1996	
		Number	%	Number	%	Number	%	Number	%
		Evka-1	10	1	10	3	30	4	40
İzkent-1	-	-	-	-	-	-	-	-	-
İzkonut-1	-	-	-	-	-	-	-	-	-
Total	10	1	10	3	30	4	40	2	20

Table 46. 3rd. Transfer Years of The Dwellings' Ownership That were Transferred 4 Times

Residential Area	Number of Dwellings' Ownership that were Transferred 4 Times	1995		1996		1997	
		Number	%	Number	%	Number	%
		Evka-1	10	3	30	3	30
İzkent-1	-	-	-	-	-	-	-
İzkonut-1	-	-	-	-	-	-	-
Total	10	3	30	3	30	4	40

Table 47. 4th. Transfer Years of The Dwellings' Ownership That were Transferred 4 Times

Residential Area	Number of Dwellings' Ownership that were transferred 5 Times	1994	
		Number	%
Evka-1	2	2	100
İzkent-1	-	-	-
İzkonut-1	-	-	-
Total	2	2	100

Table 48. 1st. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times

Residential Area	Number of Dwellings' Ownership that were Transferred 5 Times	1994	
		Number	%
Evka-1	2	2	100
İzkent-1	-	-	-
İzkonut-1	-	-	-
Total	2	2	100

Table 49. 2nd. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times

Residential Area	Number of Dwellings' Ownership that were Transferred 5 Times	1994		1995	
		Number	%	Number	%
Evka-1	2	1	50	1	50
İzkent-1	-	-	-	-	-
İzkonut-1	-	-	-	-	-
Total	2	1	50	1	50

Table 50. 3rd. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times



Residential Area	Number of Dwellings' Ownership that were Transferred 5 Times	1994		1995	
		Number	%	Number	%
		Evka-1	2	1	50
İzkent-1	-	-	-	-	-
İzkonut-1	-	-	-	-	-
<b>Total</b>	<b>2</b>	<b>1</b>	<b>50</b>	<b>1</b>	<b>50</b>

Table 51. 4th. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times

Residential Area	Number of Dwellings' Ownership That were Transferred 5 Times	1995		1996	
		Number	%	Number	%
		Evka-1	2	1	50
İzkent-1	-	-	-	-	-
İzkonut-1	-	-	-	-	-
<b>Total</b>	<b>2</b>	<b>1</b>	<b>50</b>	<b>1</b>	<b>50</b>

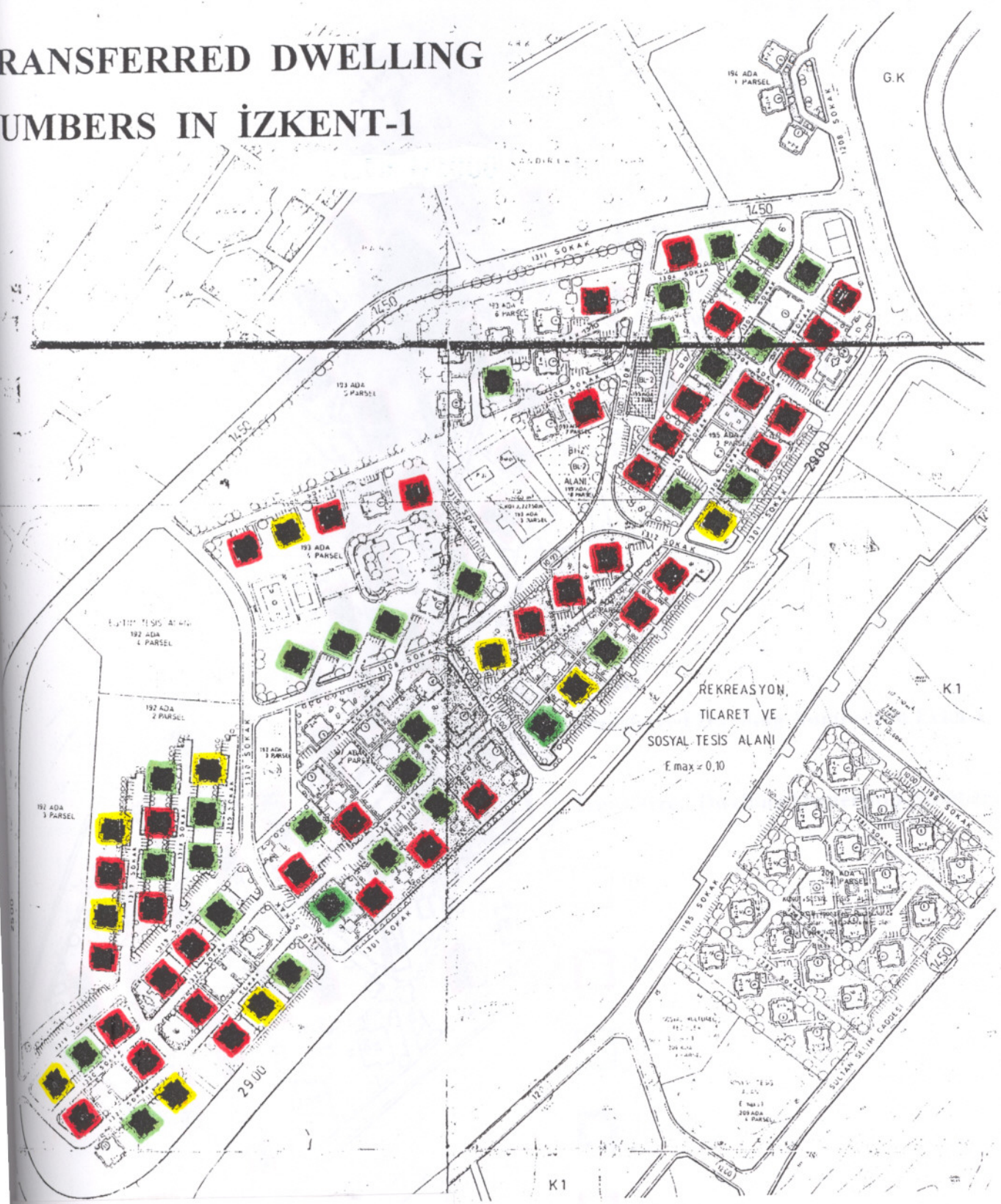
Table 52. 5th. Transfer Years of The Dwellings' Ownership That were Transferred 5 Times

Residential Area	Number of Dwellings' Ownership That were Transferred 6 Times	1st Time	2nd Time	3rd Time	4th Time	5th Time	6th Time
		1993	1995	1996	1996	1997	1997
		Number	Number	Number	Number	Number	Number
Evka-1	1	1	1	1	1	1	1
İzkent-1	-	-	-	-	-	-	-
İzkonut-1	-	-	-	-	-	-	-
<b>Total</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>

Table 53. Transfer Years of The Dwellings' Ownership That were Transferred 6 Times



# TRANSFERRED DWELLING NUMBERS IN İZKENT-1



**Legend**  
**Transferred Dwelling Ownership Numbers**

- 0
- 1-4
- 5-8
- 9-13

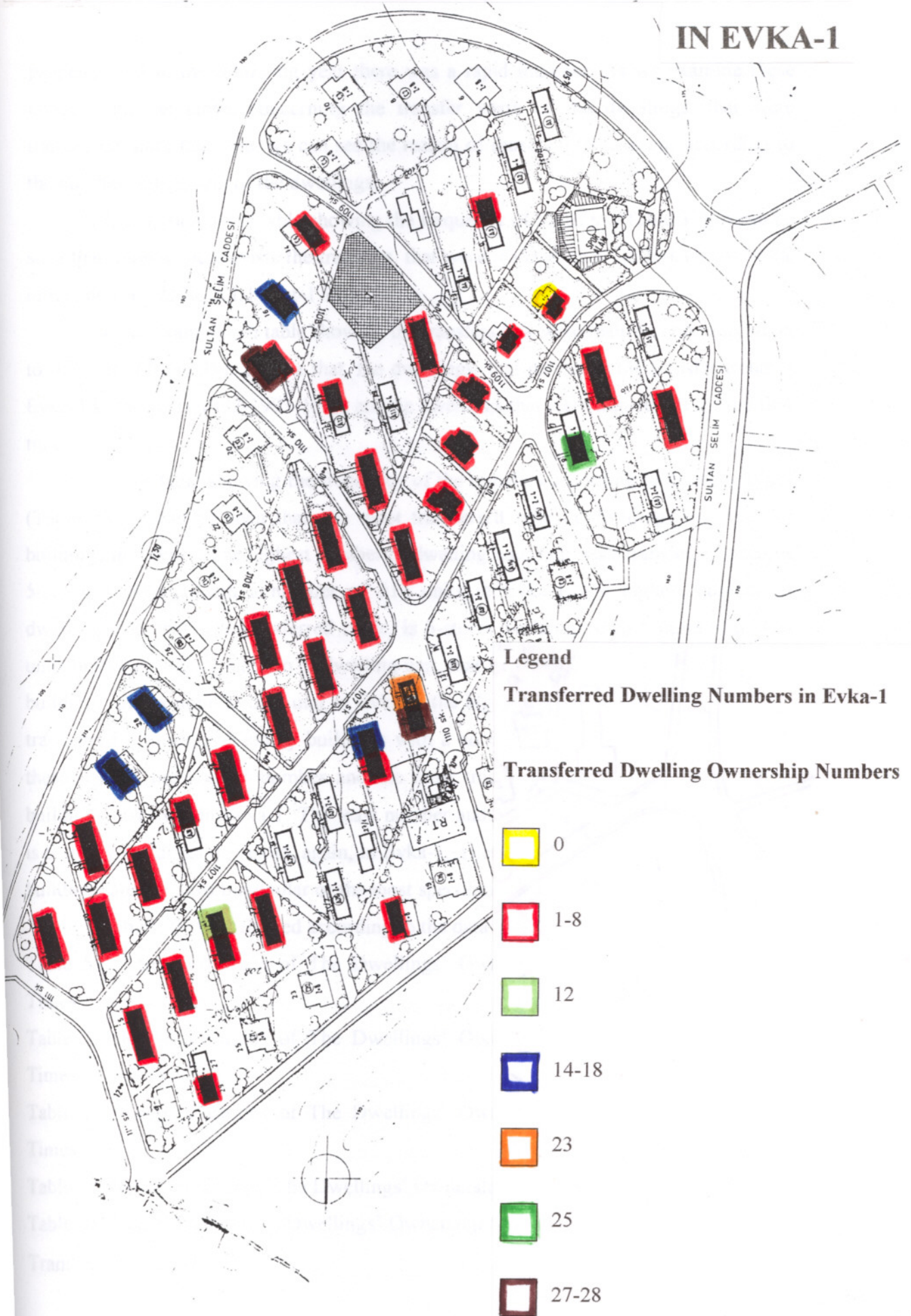
Total transferred ownership dwelling numbers in every building is shown.

This figure shows a certain part of İzkent-1.



# TRANSFERRED DWELLING OWNERSHIP NUMBERS

## IN EVKA-1



Total transferred ownership dwelling numbers in every building is shown.

This figure shows a certain part of Evka-1.



property, and in the following year there was a rapid increase. As we examine these tables, with the tables concerning the transfer years of the dwellings, that were transferred more than one, we can see the reason of those agglomerations according to the number of transfers of the dwellings.

If we look at the table showing the frequency of transfers (Table 37); it can be seen that, mostly there exists the transfers, that were realized once (In Evka-1 79.54 %, in İzkent-1 39.22 %, in İzkonut-1 91.91 %).

If we examine the table showing the transfers that were realized once according to the years (Table 38); we see that, the dwellings, that increased the transfer trend in Evka-1 in the years 1992-1993-1994, are the dwellings that were transferred for the first time.

In the table showing the frequency of the transfers according to dwelling types (Table 63), it can be seen that, the most transferred type of dwellings are 5-storey buildings in Evka-1. The highest number of dwelling unit, that were transferred once, is 5-storey buildings with a number of 516 units in Evka-1, the highest number of dwelling unit, that was transferred twice, is 5-storey buildings with a number of 110 units in Evka-1; the highest no of dwelling unit, that was transferred 5 times, is 9-storey buildings with a number of 1 unit in Evka-1; the highest no of dwelling unit, that was transferred 6 times, is 9 storey buildings with a no of 1 unit in Evka-1. According to these results; the highest number and the most transferred dwelling unit is 5-storey buildings that exist in Evka-1. The least number and the least transferred dwelling unit is 6-storey buildings that exist, again, in Evka-1. Therefore, it can be said that, 5-storey buildings are the most unpopular or the most speculative dwelling type.

Tables, that are formed according to the data collected from muhtarlık(s), are;  
Table 54. Rental Positions of The Dwellings' Ownership That were Transferred 1 Times

Table 55. Rental Positions of The Dwellings' Ownership That were Transferred 2 Times

Table 56. Rental Positions of The Dwellings' Ownership That were Transferred 3 Times

Table 57. Rental Position of The Dwellings' Ownership That were Transferred 4 Times

Table 58. Rental Positions of Dwellings' Ownership (rented or not) According to Their Transfer Numbers-1



Table 59. Rental Positions of Dwellings' Ownership (rented or not) According to Their Transfer Numbers-2

Table 60. Rental Positions of Dwellings' Ownership (rented or not) According to Their Transfer Numbers-3

Table 61. Rental Positions of Dwellings' Ownership (rented or not) According to Their Transfer Numbers-4

Table 62. Rental Positions of The Dwellings' Ownership That were Never Transferred

Table 63. Transfer Frequency According to The Dwelling Types

Table 64. Rental Positions According to Dwelling Types

Table 65. Transfer Characteristics of The Examined Dwellings From Muhtarlıks

In the table concerning the transferring characteristics of the dwellings, that were examined from muhtarlıks, (Table 65), it can be seen that; 45.35 % of the total number of dwelling units in Evka-1, 4.71 % of the total number of dwelling units in İzkent-1 and 13.21 % of the total no.of dwelling units were examined. These percentages are not the values that were selected consciously and willingly. These are the values, which have occurred as a result of the data collected from the 3 muhtarlıks, that could be examined during the research period.

In the table showing the rental position of the dwellings, that were never transferred before, (Table 62), it can be seen that; 43.83 % (1325 units) of the total number of dwellings that were never transferred in Evka-1 and 68.68 % (910 units) of the whole examined dwellings were rented. Dwelling units, that were never transferred, were forming 65.98 % (3023 units) of the total number of dwelling units (4582 units) in Evka-1. Renting 68.68 % of 43.83 % of these units shows us the scarcity in the number of people that live in their own dwellings. In İzkent-1, we see that 4.96 % of the dwellings that were never transferred (39 units) and 43.59 % of (17 units) the whole examined dwellings were rented. Number of dwellings that were never transferred in İzkent-1 forms 77.13 % (786 units) of the whole examined dwelling units (1019 units) (Table 62). There is no more comment on their rental position that forms an overall value of 43.59 % of 4.96 %, in this research, because the result of the exemplification is high within itself. However, it is seen that, exemplification percentage is very low. In İzkent-1, 14.12 % (219 units) of the total number of dwelling that were never transferred and 61.19 % (134 units) of the whole examined dwellings were rented. Dwellings that were never transferred form a value of 78.58 % (1541 units) of the total

no. of dwelling units (1961 units) in İzkonut-1 (Table 62). 61.19 % of 14.12 % of these units were rented and this is not a low value.

In the table showing the rental position of the dwellings that were transferred once (Table 54), whether they were rented or not, we see that, renting percentage by their first owners is; 55.93 % in Evka-1, 44.44 % in İzkent-1 and 54.05 % in İzkonut-1. Exemplification percentages of these dwellings that were examined from muhtarlık(s) are; 48.30 % for Evka-1, 4.35 % for İzkent-1 and 9.59 % İzkonut-1. In these exemplifications, renting percentage is approximately 50 % and this value can be evaluated as a high value. In this table, it is also been that, renting percentage of dwellings by their second owners is approximately half of the percentage of dwellings rented by their first owners. Thus, we can say that, ratio of the dwellings that were used were being by their second owners, has increased.

If we examine the table showing the rental position of the dwellings that were transferred twice (Table 55), we can see that, the percentage of dwellings rented by their first owners are; 46.38 % in Evka-1, 33.33 % in İzkonut-1. Exemplification percentage of the dwellings that were examined from muhtarlık(s) are; 53.08 % for Evka-1, 9.09 % for İzkonut-1. Percentage of renting is high in these second and third owners are less than the half of the dwellings rented by their first owners. Therefore, this situation can be evaluated as: there is an increase in the using ratio of the dwellings by their second and third owners.

In the table showing rental position of the dwellings that were transferred 3 times (Table 56), percentage of the dwellings that were particularly rented by their first owners is 66.67 % in Evka-1. There is no more value obtained for İzkent-1 and İzkonut-1. Exemplification percentage of the dwellings that were transferred for 3 times is 32.61 %. The value resulted in this exemplification percentage is high. In this table, percentage of the dwellings that were rented by their second, and third and fourth owners is much lower than the percentage formed by the first owners. One the reasons of this situation is the use of these dwellings by their owners for a short time and then their sales.

In the table showing the rental position of the dwellings that were transferred 4 times (Table 57), percentage of the dwellings that were particularly rented by their first owners is 75 % in Evka-1. Exemplification percentage of the dwelling examined from muhtarlık(s), that were transferred 4 times, is 40 %. However, this value is already very



high. In this table, it can be seen that, all of the dwellings have been rented by their second and third owners.

If we examine the rental position of the dwellings (Table 58), whether they were rented or not, according to their types arrangement of the dwellings which are mostly rented can be made as (by looking at their number of dwelling units): B type-duplex, 5-storey dwellings and A type-duplex.

In the table showing the rental position of the dwelling types according to the number of transfers (Table 59,60,61) we see that; in Evka-1 5-storey buildings are the dwelling types that were mostly rented but their owners have never been changed. A type has been most rented one from duplex dwellings and transferred once. In İzkent-1; 5-storey buildings have been mostly rented dwellings but there owners have never been changed. In İzkonut-1; 5-storey buildings have been again mostly rented dwellings but never transferred.

Table 56. Rental Positions of The Dwellings' Ownership That were Transferred 1 Times

Dwelling Type	Number of dwellings that were transferred 1 times	Rented by the 1st owner			Rented by the 2nd owner			Rented by the 3rd owner		
		1	2	3	1st and 2nd	2nd	3rd	1st and 2nd	2nd	3rd
Evka-1	130	0	0	0	0	0	0	0	0	0
İzkonut-1	31	1	1	1	1	1	1	1	1	1
İzkent-1	31	1	1	1	1	1	1	1	1	1
<b>Total</b>	<b>192</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>

Table 57. Rental Positions of The Dwellings' Ownership That were Transferred 2 Times

Dwelling Type	Number of dwellings that were transferred 2 times	Rented by the 1st owner			Rented by the 2nd owner			Rented by the 3rd owner		
		1	2	3	1st and 2nd	2nd	3rd	1st and 2nd	2nd	3rd
Evka-1	0	0	0	0	0	0	0	0	0	0
İzkonut-1	0	0	0	0	0	0	0	0	0	0
İzkent-1	0	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

1- Dwellings that were rented by the 1st owner  
 2- Dwellings that were rented by the 2nd owner  
 3- Dwellings that were rented by the 3rd owner  
 1st and 2nd Dwellings that were rented by 1st and 2nd owners  
 2nd and 3rd Dwellings that were rented by 2nd and 3rd owners  
 1st and 3rd Dwellings that were rented by 1st and 3rd owners  
 2nd and 3rd Dwellings that were rented by 2nd and 3rd owners  
 1st and 3rd Dwellings that were rented by 1st and 3rd owners  
 All dwellings that were rented by a 3rd owner

Residential Area	Dwelling Units that were transferred 1 times	Rented by the 1st owner		Rented by the 2nd owner		Rented by both owners		Never rented	
		Number	%	Number	%	Number	%	Number	%
Evka-1	599	335	55.93	107	17.86	60	10,02	217	36,23
İzkent-1	9	4	44.44	3	33.33	1	11,11	3	33,33
İzkonut-1	37	20	54.05	7	18.92	3	8,11	13	35,14

Table 54. Rental Positions of The Dwellings' Ownership That were Transferred 1Times

Residential Area	Number of dwellings' ownership that were transferred 2 times	1.		2.		3.		1st and 2nd		1st and 3rd		2nd and 3rd		Never		All	
		Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
Evka-1	138	64	46,38	21	15,22	27	19,57	11	7,97	10	7,25	1	0,73	52	37,68	1	0,73
İzkent-1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
İzkonut-1	3	1	33,33	0	0	0	0	0	0	0	0	0	0	2	66,67	0	0

Table 55. Rental Positions of The Dwellings' Ownership That were Transferred 2 Times

- 1. : Dwellings that were rented by the first owner
- 2.: Dwellings that were rented by the second owner
- 3.: Dwellings that were rented by the third owner
- 1st and 2nd: Dwellings that were rented by 1st and 2nd owners
- 1st and 3rd: Dwellings that were rented by 1st and 3rd owners
- 2nd and 3rd: Dwellings that were rented by 2nd and 3rd owners
- Never: Dwellings' Ownership that were never rented
- All: Dwellings that were rented by all of the owners



Residential Area	Dwelling units that were transferred 3 times	1.		2.		3.		4.		1.ve 2.		1.ve 3.		1., 3. ve 4.		Never		Total	
		Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
Evka-1	15	10	66,67	1	6,67	2	13,33	1	6,67	1	1	1	6,67	1	6,67	4	26,67	0	0
İzkent-1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
İzkonut-1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Table 56. Rental Positions of The Dwellings' Ownership That were Tranferred 3 Times

3: Dwelling units that were transferred 3 times

1.: Dwellings that were rented by the first owner

2.: Dwellings that were rented by the second owner

3.: Dwelling that were rented by the third owner

4.: Dwelling that were rented by the fourth owner

1. ve 2.:Dwelling that were rented by 1st and 2nd owners

1. ve 3.:Dwelling that were rented by 1st and 3rd

1., 3. ve 4.:Dwelling that were rented by 1st, 3rd and 4th

Never: Dwelling were never rented

Total: Dwellings that were rented by all of the owners

Residential Area	Number of dwellings' ownership that were transferred 4 times	Rented by the First Owner		Rented by the Second Owner		Rented by the Third Owner		Rented by the Fourth Owner		1st and Last		All		Never	
		Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
Evka-1	4	3	75	0	0	0	0	4	100	3	75	0	0	0	0
İzkent-1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
İzkonut-1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Table 57. Rental Position of The Dwellings' Ownership That were Transferred 4 Times

1st and Last: Dwelling that were rented by 1st and last

All: Dwellings that were rented by all of the owners

Never: Dwellings that were never rented



Dwelling Types	Total Number of Dwelling Units	Number of examined dwelling units from muhtarlıks		That were not Transferred						That were Transferred 1 Times							
				That were not Rented		That were Rented		That were not Rented		Rented By the First Owner		Rented By the Secondary Owner		Rented By Both Owners			
				Number	%	Number	%	Number	%	Number	%	Number	%	Number	%		
5 storey dwelling type (Evka-1)	1888	856	45,34	535	330	61,68	205	38,32	239	93	38,91	127	53,14	47	19,67	25	10,46
5 storey dwelling type (İz Kent-1)	1019	47	4,61	38	13	34,21	25	65,79	9	3	33,33	4	44,44	3	33,33	1	11,11
5 storey dwelling type (İzkonut-1)	1961	256	13,06	215	130	60,47	85	39,53	39	14	35,9	20	51,28	7	17,95	3	7,69
A Type Dublex Dwellings (Evka-1)	236	227	96,19	161	116		45		57	23		28		12		7	
B Type Dublex Dwelling (Evka-1)	1039	999	96,15	623	454		169		305	105		181		47		29	

Table 58. Rental Positions of Dwellings' Ownership (rented or not) According to Their Transfer Numbers-1

All: Dwellings that were rented by all of the owners  
1st and 2nd: Dwellings that were rented by all of 1st and 2nd owners  
1st and Last: Dwellings that were rented by 1st and last owners  
2nd and Last: Dwellings that were rented by 2nd and last owners

Dwelling Types	Total Number of Dwelling Units	Number of Examined Dwelling Units From Muhtarlıks		That were Rented 2nd Owners																
				Number	That were not Rented		That were Rented by 1st Owners		That were Rented 2nd Owners		That were Rented 3rd Owners		All		1st and 2nd		1st and last		2nd and last	
					Number	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number
5 S storey Dwelling Type (Evka-1)	1888	856	45,34	70	26	37,14	31	44,29	10	14,29	15	21,43	2	2,86	3	4,29	5	7,14	1	1,43
5 Storey Dwelling Type (İz Kent-1)	1019	47	4,61	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
5 Storey Dwelling Type (İz-Konut)	1961	256	13,06	2	1	50	1	50	0	0	0	0	0	0	0	0	0	0	0	0
A Type Duplex Dwellings (Evka-1)	236	227	96,19	9	4	44,44	3	33,33	1	11,11	2	22,22	0	0	1	11,11	0	0	0	0
B Type Duplex Dwellings (Evka-1)	1039	999	96,15	61																

Table 59. Rental Positions of Dwellings' Ownership (rented or not) According to Their Transfer Numbers-2

- All: Dwellings that were rented by all of the owners
- 1st and 2nd: Dwellings that were rented by all of 1st and 2nd owners
- 1st and Last: Dwellings that were rented by 1st and last owners
- 2nd and Last: Dwellings that were rented by 2nd and last owners



Dwelling Types	Total Number of Dwelling Units	Number of Examined Dwelling Units From Muhtarlıks		That were Transferred 3 Times																		
				That were not Rented		Rented by the First Owner		Rented by the Second Owner		Rented by the Third Owner		Rented by the Fourth Owner		All		1st and 2nd		1st and Last		1st, 3rd and 4th		
				Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number
5 Storey Dwelling Type (Evka-1)	1888	856	45,34	8	3	37,5	4	50	1	12,5	2	25	1	12,5	0	0	1	12,5	0	0	1	12,5
5 Storey Dwelling Type (Iz Kent-1)	1019	47	4,61	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
5 Storey Dwelling Type (Izkonut-1)	1961	256	13,06	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A Type Dublex Dwellings (Evka-1)	236	227	96,19	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
B Type Dublex Dwellings (Evka-1)	1039	999	96,15	7																		

Table 60. Rental Positions of Dwellings' Ownership (rented or not) According to Their Transfer Numbers-3

All: Dwellings that were rented by all of the owners

1st and 2nd: Dwellings that were rented by all 1st and 2nd owners

1st and Last: Dwelling that were rented by 1st and last owners

1st,3rd and 4th: Dwelling that were rented by 1st, 3rd and 4th owners

1st and Last: Dwellings that were rented by 1st and last the owners

2nd and Last: Dwellings that were rented by 2nd and last the owners

Dwelling Types	Total Number of Dwelling Units	Number of Examined dwelling Units From Muhtarlıks		That were Transferred 4 Times																						
				Number	That were not Rented		1.		2.		3.		4.		5.		All		1st and 2nd		1st and Last		2nd and Last			
					%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	
5 Storey Dwelling Type (Evka-1)	1888	856	45,34	4	0	0	0	0	0	0	0	0	0	0	1	25	0	0	0	0	0	0	3	75	0	0
5 Storey Dwelling Type (Izkent-1)	1019	47	4,61	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
5 Storey Dwelling Type (Izkonut 1)	1961	256	13,06	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A Type Duplex Dwellings (Evka-1)	236	227	96,19	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
B Type Duplex Dwellings (Evka-1)	1039	999	96,15																							

Table 61. Rental Positions of Dwellings' Ownership (rented or not) According to Their Transfer Numbers-4

- 1.: Dwellings that were rented by the first owner
- 2.: Dwellings that were rented by the second owner
- 3.: Dwellings that were rented by the third owner
- 4.: Dwellings that were rented by the fourth owner
- 5.: Dwellings that were rented by the fifth owner
- All: Dwellings that were rented by all of the owners
- 1.and 2.: Dwellings that were rented by 1st and 2nd the owners
- 1st and Last: Dwellings that were rented by 1st and last the owners
- 2nd and Last: Dwellings that were rented by 2nd and last the owners



Residential Area	Examined dwelling' ownership units that were not transferred	That were Rented		That were not Rented	
		Number	%	Number	%
Evka-1	1325	910	68.68	415	31.32
İz Kent-1	39	17	43.59	22	56.41
İzkonut-1	219	134	61.19	85	38.81

Table 62. Rental Positions of The Dwellings' Ownership That were Never Transferred

Dwelling Types	Total number of dwelling units	That were not transferred		That were transferred		That were transferred 1 times		That were transferred 2 times		That were transferred 3 times		That were transferred 4 times		That were transferred 5 times		That were transferred 6 times	
		Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
4 storey dwelling type (Evka-1)	632	499	78,96	133	21,04	109	81,96	19	14,29	4	3,01	1	0,75	-	-	-	-
5 storey dwelling type (Evka-1)	1888	1237	65,52	651	34,48	516	79,26	110	16,90	20	3,07	5	0,77	-	-	-	-
6 storey dwelling type (Evka-1)	96	63	65,62	33	34,38	28	84,85	5	15,15	-	-	-	-	-	-	-	-
9 storey dwelling type (Evka-1)	715	430	60,14	285	39,86	210	73,68	53	18,60	16	5,61	4	1,40	1	0,35	1	0,35
A Type Duplex (Evka-1)	236	170	72,03	66	27,97	57	86,36	9	13,64	-	-	-	-	-	-	-	-
B Type Duplex (Evka-1)	1039	650	62,56	389	37,44	320	82,26	62	15,94	7	1,80	-	-	-	-	-	-
5 storey dwelling type (İz Kent-1)	1019	787	77,23	232	22,77	207	89,22	21	9,05	4	1,72	-	-	-	-	-	-
5 storey dwelling type (İzkonut-1)	1961	1541	78,58	420	21,42	386	91,91	33	7,86	1	0,24	-	-	-	-	-	-

Table 63. Transfer Frequency According to The Dwelling Types

Residential Area	Total number of dwelling units	Number of dwelling units examined from muhtarlıks	Examined 5 storey dwelling types						Examined 4 type duplex dwellings						Examined B type duplex dwellings					
			Rented			Not Rented			Rented			Not Rented			Rented			Not Rented		
			Number	Number	%	Number	%	Number	%	Number	Number	%	Number	%	Number	Number	%	Number	%	
Evka-1	4582	2078	858	404	47,20	452	52,80	227	84	37	143	63	999	417	41,74	582	58,26			
İzkent-1	1019	47	47	31	65,96	16	34,04	0	0	0	0	0	0	0	0	0	0			
İzkonut-1	1961	256	256	111	43,36	145	56,64	0	0	0	0	0	0	0	0	0	0			

Table 64. Rental Positions According to Dwelling Types

Residential Area	Total Number of dwelling units	Total no of dwellings examined in muhtarlıks		Examined dwellings from never transferred				Examined dwellings from transferred 1 times			
		Number	%	Number	It's % through all examined	Total of dwellings that were never transferred	It's % through all examined that were never transferred	Number	It's % through all examined	Total of dwellings that were transferred 1 times	It's % through all examined that were transferred 1Times
Evka-1	4582	2078	45,35	1325	63,76	3023	43,83	599	28,83	1240	48,30
İzkent-1	1019	48	4,71	39	81,25	786	4,96	9	18,75	207	4,35
İzkonut-1	1961	259	13,21	219	84,56	1541	14,12	37	14,29	386	9,59

Table 65. Transfer Characteristics of The Examined Dwellings From Muhtarlıks



Residential Area	Total Number of dwelling units	Total no dwellings examined in muhtarlıks		Examined dwellings from transferred 2 times				Examined dwellings from transferred 3 times				Examined dwellings from transferred 4 times			
		Number	%	Number	It's % through all examined	Total of dwellings that were transferred 2 times	It's % through all examined that were transferred 2 times	Number	It's % through all examined	Total of dwellings that were transferred 3 times	It's % through all examined that were transferred 3Times	Number	It's % through all examined	Total of dwellings that were transferred 4 times	It's % through all examined that were transferred 4Times
Evka-1	4582	2078	45.35	138	6,64	260	53,08	15	0,72	46	32,61	4	0.19	10	40
İzkent-1	1019	48	4,71	0	0	21	0	0	0	4	0	0	0	0	0
İzkonut-1	1961	259	13.21	3	1,16	33	9,09	0	0	1	0	0	0	0	0

Table 66. Transfer Characteristics of The Examined Dwellings From Muhtarlıks

## CHAPTER 7.

### EVALUATION AND CONCLUSION

Policies, implementations and their results, concerning the use of public lands by transforming into private property, should be reconsidered. Therefore, in this study, implementations and their results concerning the use of public lands for the purpose of mass housing projects within the boundaries of Greater İzmir Municipality, is tried to be brought out. In this context, firstly, conceptual definitions and explanations are made, however, discussions related to these concepts are not made. Only, the differences of these definitions and how they are used within the study, are mentioned. While explaining the concept of mass housing, in order to know the other alternatives existed in the world beside the method implemented in our country, different ownership forms in mass housing and some of the mass housing projects implemented in certain countries except Turkey, are mentioned. As a result of the research about this subject, it was seen that, beside the transfer of properties to dwelling users in mass housing areas, there are different attitudes are the measures that realize mass housing projects. These attitudes are the measures that prevent the sale or renting of these dwellings by the partners to the others. The most important measure taken is the protection of presence of the cooperative after the completion of the houses and to keep the ownerships of the dwellings in cooperative property or bringing certain preliminary conditions to prevent renting. Particularly, it was emphasised that, in mass housing projects applied as social housing, the main purpose of these attitudes was realized. Researches, about the most successful form implemented in mass housing areas where different property forms were applied, show that, the most successful housing cooperatives are the ones which do not transfer the ownerships of the dwellings and have the necessary organizations and means to build these dwellings (Geray, et al., 1973). In USA and the countries in Europe, both rental housing and owner occupied housing patterns were tried in mass housing supply. However, in USA, mainly owner occupied housing was applied. Generally, housing demand of low income groups were supplied by rental housing and demand of high-income groups were supplied by owner occupied housing.

Housing and land policies concerning the privatization of public lands were examined from 1923 till today. Privatization procedures were either done by selling public lands directly for different uses, or by renting with land allocations and then



transferring its property, or only by renting and transferring its usage. Privatization phenomenon was mainly realized after 1980, but in real, it had been realized before 1980. The reason for being on agenda after 1980 was the importance given to privatization and related implementations by economic policies. There are differences in the objectives and application methods of the privatizations realized before 1980 and after 1980. In the period before 1980, public lands were used for necessary functions. There were not many public lands sold for the purpose of transferring into private property. However, after 1980, so many privatizations were realized in order to transfer public lands into private property and to make a contribution to the budget.

Policies, legal arrangements and implementations, adopted in the use of public lands, particularly, for mass housing purpose, were examined in 4 periods. Despite the change in the income levels that they have adressed, ownership supply forms in mass housing projects by using public lands have not changed since 1923. Acts and regulations have always carried an encouraging characteristic for private property ownership.

*Implementations, concerning the use of public lands for mass housing purpose within the boundaries of Greater İzmir Municipality, were examined as before and after 1980 because of the increase in these implementations after 1980 with the declaration of mass housing acts. Mass housing settlements built between 1950-1980, were less than the ones built since 1980 upto today. There are implementations of the; Municipality of İzmir, Turkish Real Estate and Credit Bank, Ministry of Reconstruction and Settlement and its latter name Ministry of Public Works and Settlement. There have not been any implementations of large cooperatives and municipalities of counties, yet. Mass housing productions has increased to a level of 8000 by Greater Municipality, municipalities of counties, Real Estate Bank and Cooperative Corporation (Ege-Koop) with the encouragement of mass housing acts declared after 1980. Some of these cooperatives were built on public lands, so, they have caused plan changes or they had to be located on sloping areas. However, there was not any research done about the applicability of these conditions. These can only be discussed according to the examinations about how owners use the dwellings that they have purchased. In this study, that kind of comments are made with the data collected concerning the areas selected as case study.*

Data, related to the new using ownership and transfer processes of mass housing settlements in the three selected mass housing areas (Evka-1, İzkent-1 and İzkonut-1) were presented and an evaluation was made. These data were collected from



the directorates of land registration and from muhtarlıks. According to the results; in Evka-1 34.02 % of the whole dwellings in 8 years, in İzkent-1 22.77 % of the whole dwellings in 4 years and in İzkonut-1 21.42 % of the whole dwellings in 4 years were transferred. When the rental position of the dwellings, that were never transferred in Evka-1 were researched, it was found out that; 68.68 % (910 units) of the dwellings that were never transferred which forms a ratio of 43.83 % in 45.35 % of the whole examined dwellings from muhtarlıks, were rented. In İzkonut-1; 61.19 % of the dwellings that were never transferred and this forms 14.12 % (1541 units) in 78.58 % of the whole-examined dwellings from muhtarlıks, were rented. These values are not low values. Transferring and renting ratio occurred in these years are not seem to be low values.

According to the examination of the adopted and implemented policies in the use of public lands for mass housing purpose, which was defined as the objective of the study, are unfortunately insufficient. Thus, it would be deceptive to generalize the results obtained. Transferring and using characteristics concerning approximately 15 mass housing areas existed in İzmir, should be researched. In this study, it was aimed to start such a discussion and to be the first step for the following researches. However, there are certain points that should be examined, but have not been examined in this study. It would be more explanatory to collect data concerning the tenancy position from the muhtarlıks of those regions. Unfortunately, there are doubts in the sufficiency of the data collected from muhtarlıks. Part of the tenants can apply to the muhtarlıks lately, or the ones that occupy in those dwellings for a short time can even not apply. By considering these points, a just the job questionnaire may be done in order to find out the recent homeownership-tenancy situation. Furthermore, with selecting an exemplification percentage, questions could be asked in order to learn; the socio-economic structure of the homeowners, the sale reasons of the people selling their dwellings, opinions of the ones still living in their dwellings and pleasure of the ones living in those areas.

Results obtained from the sampling concerning the use of mass housing area show that, these dwellings are also used except their first owners. Dwellings are rented, especially, by their first owners, owners do not live in these houses, therefore, it can be said that, they have lands and dwellings in other places. However, people that would benefit these mass housing projects, that are built with the leadership of Greater İzmir Municipality, have to obey the required conditions like; any of the households should



not have any dwelling, plot or land in another place. It can be said that, this condition was implemented, according to the results obtained from the examined mass housing areas, only private property was preferred as an ownership supply form. Therefore, this preference had an important role in the speculative use of these dwellings. Thus, in ownership supply process of mass housing projects, in order to provide the use of these dwellings by the goaled groups, different alternatives should be applied except private ownership. Particularly, conditions like; "ownership of the dwellings, that were built for low income groups, must not be transferred or if they are transferred, they must not be rented" should be required and the cooperatives that realize those mass housing projects should continue their presence and should have authority of controlling these mass housing settlements after the completion of the houses.

In Turkey, there has been a lot of suggested developed related to the ownership supply forms of mass housing areas. However, these were not taken into consideration. A group of suggestions have been presented below including also these mentioned suggestions. These should be used as an alternative in order to remove the conclusions of negative implementation existed today:

1. Houses, that were produced in order to prevent the use mass housing areas for rental purposes today and in future and to be given to the people that require, can be given to the people with long term renting method that do not have any possibility to own a house or land.
2. Housing cooperatives can hold the ownership of the houses in cooperative property by not transferring to the members and the rest can stay in the common ownership of the cooperative. If house ownership will be transferred, land ownership can stay in the common possession of the cooperative.
3. Public lands should be used in order to supply the demand of people that do not own a house, instead of using these lands for luxury house production.
4. In mass housing settlements, public lands should not be inadequate.
5. If the property of the houses will be transferred after the construction of mass housing area, a commentary can be applied in land registers in order to prevent the sale of the houses at least for 10 years or more. Therefore, speculations can be prevented and real house requirements can be supplied.

6. Private enterprises and cooperatives concerning mass housing productions should be supported by the state with the condition of constructing rental houses in certain ratios and not owning the property of the urban land.

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