

**Analysis of the Interaction between  
Theory and Practice in Urban Planning:  
Understanding İzmir Experience**

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## ABSTRACT

Urban planning, as one of the factors in shaping the urban structure, aims to help to increase the quality of life both through making the necessary spatial arrangements and through development of the urban policies. However the interventions brought through this field of study and action have always been under discussion in terms of the need or success of this intervention. Accordingly one of the most ongoing discussions in planning literature covers the issues related to the theory and practice interaction with the aim to see the accordance or disaccordance between planned action and the real world of action and to help to clarify the need or success of this intervention.

This thesis study is carried out with the aim to understand the interaction between theory and practice in urban planning. It aims to analyze whether the theory of planning guides to the practice of planning and whether the practice of planning shapes the urban structure. In other words it attempts to clarify the role of theory on practice of planning and the impacts of planning practice on urban structure.

This study is formed of two main parts as the theoretical frame and the case study. In the first part the study presented the framework of planning theory and a short review of major theoretical approaches stated in planning literature. In the second part the study presented planning experiences of the city of İzmir through carrying out an analysis of planning practices in terms of theoretical background and implementation of planning decisions.

The research method followed for carrying out of the study is mainly based on literature search, İzmir Metropolitan Municipality archives search, Yeni Asır newspaper search and on-site observations.

This study found out that planning practices of İzmir had been generally guided by various theoretical approaches and these practices had performed many impacts on urban structure of İzmir. However it can not be claimed that the practice had been successfully guided by the theory or the practice had been successful to shape urban structure.

**Keywords:** Planning Theory, Planning Practice, Theoretical Approaches, Planning in Turkey, Planning in İzmir, Urban Structure of İzmir, Prost, Danger, Le Corbusier, Aru, Bodmer.

## ÖZ

Kentsel planlama kentsel yapıyı oluşturan faktörlerden biri olarak, gerek ortaya koyduğu mekansal düzenlemeler ve gerek geliştirdiği kentsel politikalar yoluyla yaşam kalitesini artırmayı hedeflemektedir. Ancak bu çalışma ve eylem alanının girişimleri gereklilik ve başarı ölçütleri açısından her zaman tartışma konusu olmaktadır. Planlama yazınındaki süregelen önemli tartışmalardan bir tanesi planlamada kuram ve pratik arasındaki ilişki ile ilgili olanıdır. Bu tartışmaların temel amacı planlı eylem ile gerçekleşen eylem arasındaki uyumu ya da uyumsuzluğu incelemek ve planlama girişimlerinin gerekliliğini ve başarısını netleştirmeye yardımcı olmaktır.

Bu tez kentsel planlamada kuram ve pratik arasındaki ilişkiyi anlamak amacıyla ortaya konmuştur. Tez, planlama kuramının planlama pratiğine yol gösterip göstermediğini ve planlama pratiğinin kentsel mekanı şekillendirip şekillendirmediğini incelemektedir. Diğer bir deyimle planlama kuramının pratik üzerindeki etkisini ve pratiğin de kentsel yapı üzerindeki izlerini ortaya koymaktır.

Bu çalışma kuramsal çerçeve ve örnek alan çalışması olmak üzere iki ana bölümden oluşmaktadır. Birinci bölümde planlama kuramının genel çerçevesi ve planlama yazınında rastlanılan önemli kuramsal yaklaşımlara yönelik kısa bir özet sunulmuştur. İkinci bölümde ise İzmir'in planlama deneyimi planlama pratiğinin kuramsal temelleri ve planlama kararlarının uygulanması açılarından incelenmiştir.

Çalışmada izlenen araştırma yöntemi temel olarak planlama yazınına incelenmesine, İzmir Büyükşehir Belediyesi arşivi ve Yeni Asır gazetesi araştırmaları ile mekandaki gözlemlere dayanmaktadır.

Bu çalışmada İzmir'in planlama çalışmalarının genel olarak çeşitli kuramsal yaklaşımlarla yönlendirildiği ve bu pratiğin kentsel yapı üzerinde pek çok izi olduğu görülmüştür. Ancak kuramın pratiği yönlendirmede ya da pratiğin kentsel mekanı şekillendirmede başarılı sonuçlar ortaya koyduğu iddia edilememektedir.

**Anahtar Kelimeler:** Planlama Kuramı, Planlama Pratiği, Kuramsal Yaklaşımlar, Türkiyede Planlama, İzmir'de Planlama, İzmir'in Kentsel Yapısı, Prost, Danger, Le Corbusier, Aru, Bodmer.

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# CHAPTER 1

## INTRODUCTION

### **1.1. Aim of the Study**

This study is carried out with the aim to understand the theory and the practice of urban planning and the interaction between these two. Based on a general assumption that there exists an interaction between theory and practice in urban planning and that the way and the level of this interaction depends heavily on specific local conditions, the interaction is studied in the frame of a case study. In this sense this study is formed of two main parts as the theoretical frame and the case study:

In the first part, the study aims to analyze planning theory by examining its main concern and typologies and its evolution in parallel to major events in the world history. Within this frame a short review of major theoretical approaches developed since the emergence of the contemporary urban planning activity in the industrial period will be presented.

In the second part, the study aims to analyze planning practice and examine how the practice of planning interacted with the theory of planning and the urban structure within the frame of a case study. The planning experiences of the city of İzmir is studied as the case study. This study attempts to find answers to the questions whether the theory guides the practice and whether the practice shapes the urban structure in İzmir case. It aims to understand the specific aspects of the planning experiences of İzmir and also to provide a reference to the planning history of Turkey and to the improvement of the practices.

One difficulty of the study of planning theory is that there is no concrete common terminology for the concepts of theory and practice in planning. Essentially the term ‘planning theory’ is the general framework in which dozens of ‘theories of planning’ and ‘theories in relation with planning’ take place. Some authors include ‘urban theories’ which deal with understanding the realities of the urban structure within the framework of planning theory. This study does not cover urban theories, instead it mainly concerns with planning theories which involve explanations on generalized experiences and methods for planning process to guide the practice of planning. On the other hand it is a controversial situation whether these methods or

explanations can be called as a 'theory'. While they are mostly named as theory, some of the works on planning theory use the terms as 'approach' (Fainstein, 1996; Campbell, 1996; Khakee, 1998) or 'theoretical positions' (Healey, 1979) for these methods and explanations. Within this study theories which bring explanations about the logic of and provide methods for the planning action will be called as 'theoretical planning approaches'. On the other hand planning practice is used within this study to denote the real world of planning action. The practice of planning involves the planning method either based on a theoretical approach or not, the process of plan preparation including all of the plan documents as regulations, policies, projects and the process of implementation including the techniques for effective carrying out of plans and application of planning decisions on urban structure. This definition of planning practice does not include the realities of urban environment.

## **1.2. Problem Definition**

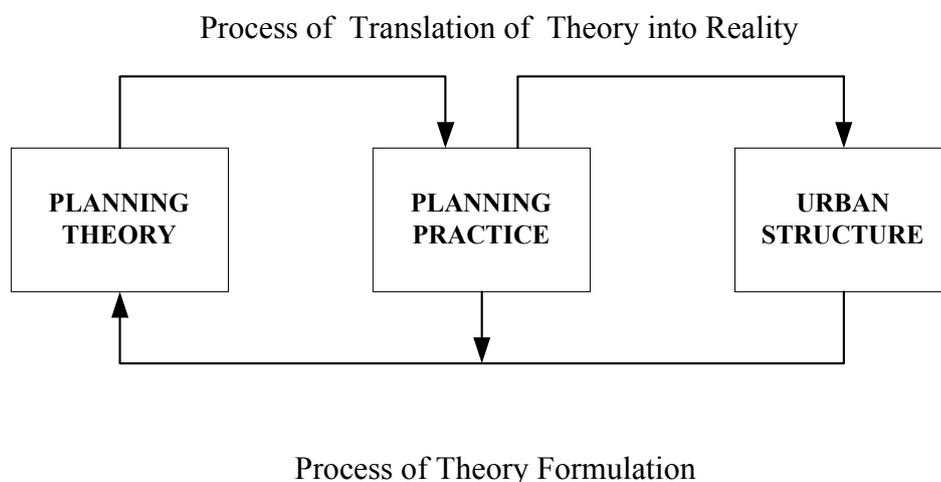
The activity of urban planning assumes to have an important role in shaping the urban environment and as well the life styles of the people in this environment. The major rationale for the justification of planning intervention is that it aims to help to increase the quality of life both through making the necessary spatial arrangements and through development of the urban policies. However the interventions that it aims to put forward have always been at the core of the debates which question the need or success of this intervention. One branch of these debates covers the issues related to the interaction between theory and practice in urban planning.

A study on theory - practice interaction in urban planning will help to see the accordance or disaccordance between the planned action and the real world of action, in other words between what is planned to happen and what actually happens. However this a very comprehensive field of study which covers almost all aspects of planning. The literature on theoretical debates in planning use the word-couples such as, 'thought and activity', 'knowledge and action', 'discourse and praxis', 'idea and experience', 'process and product', 'policy and outcome', 'procedural approach and practical application', 'method and practice', 'theory and empirics' and 'decision and implementation' to denote the interactive relation between theory and practice of planning. Although those words have major or minor differences in meaning from

‘theory and practice’ or may be intersecting at some points, it shows that the term theory-practice include many aspects of planning, By theory - practice interaction, interactive relationship between theoretical knowledge and practical action is meant.

To say that there is an interaction between theory and practice in planning means that there’s a cycle in which theories use the empirical knowledge about the consequences of planning activity and the structure of urban environment and then provide a background for planning activity by which its goals and methods can be justified. In other words theoretically, a theory of planning takes its roots from the analysis of various practices of planning and from the analysis of examples on urban structure and builds its discourse as what the situation is and ought to be, then in the form of theoretical approaches or theoretical knowledge guide the practices, then these practices and reshaped urban structure are analyzed to formulate new theories.

**Figure 1.** A Framework for the Study of Theory-Practice Interaction



The study of planning theory - planning practice actually involves an analysis at three steps as:

1. to understand whether the theory of planning guides to the practice of planning
2. to understand whether the practice of planning shapes the urban structure,
3. to understand whether the practice of planning and the realities of urban environment theorized.

In terms of theory - practice interaction this study aims to analyze only the first two steps and leaves the third step out of its concern. In this sense this study aims to analyze the role of theory on practice and the role of practice on urban structure.

### **1.3. Guidelines for the Study: Statements and Assumptions**

To help to clarify the questions aimed to be answered, the points to be analyzed and sub-aims of the study, some guiding assumptions are developed in this section. These assumptions are based on various statements suggested by the authors working on planning theory that attempt to understand the complex relationship between planning theory, planning practice and urban structure. The statements and assumptions will also help to point out the sub-aims and to draw the boundaries of the thesis. Keeping in mind that the general aim of the study as to analyze the interaction between theory and practice in planning with an emphasis of the role of theory on practice and the role of practice on urban structure, assumptions are put forward related to planning theory, planning practice, planning theory - planning practice interaction and planning practice - urban structure interaction.

#### **1.3.1. Assumptions on Planning Theory**

The initial aim of this thesis has been to study the planning theory. The need for such a study is based on the statements such as:

“Planning theory has been widely criticized by academics and practitioners as being confused and impractical.” (Yiftachel, 23)

“Planning theory is an elusive subject of study. It draws on a variety of disciplines and has no widely accepted canon. No single paradigm defines the foundation of planning theory.” (Campbell, 1996, 1)

Because of the absence of a general theory and instead there are dozens of theories of planning and numerous of others related to planning and the city, it is difficult to comprehend the framework of planning theory and theories in this framework. It is assumed that most of them are widely left unrecognized both by the students and practitioners or even by the academicians. Based on this assumption this study aims to clarify and organize planning theories by examining the framework that they are included in and historical evolution of them.

### **1.3.2. Assumptions on Planning Practice**

This thesis also aims to study the planning practice as to understand how it is generated including the motivations behind this activity, the theoretical background of the methods that guide the process of planning and formation of the urban structure and the impacts of planning activity on the urban structure.

Cook (1983) points out two major assumptions on planning practice; it is generated either in a naturalistic form or socialized form.

“Naturalistic assumption stresses that planning takes on a naturalistic form like other human activities and that it has no comprehensive, systematic coordinating logic which go beyond the invisible hand which controls market relations. On the other hand in socialized assumption planning is seen as a particularly clear example of human activity which has pierced the natural institutions of society like the market and also seen as seeking in a socialized way, to overcome the negative effects of a competitive system of resource allocation. In a liberal economy, naturalistic assumption may be reflected in the establishment of a planning organization which is autonomous but which is charged with coordinated and socialized planning duties. Equally economic growth in a more generally socialized context with established public welfare institutions may provide large investments of public expenditure, administered in a unitary way to produce significant development innovations.” (Cook, 36)

This study assumes that either developed in a naturalistic form or socialized form actual planning practices vary depending on the specific conditions of time and space. In this sense the study of planning practice will be carried out within the frame of the İzmir case.

For İzmir case in particular and for Turkish case in general, most of the articles and conference proceedings both by academics and professionals claim that existing planning practices can not solve the problems of cities because of the absence of models that will be generated from the Turkish practices. Since the establishment of the Republic, Turkey lived many different planning experiences which will be of help to understand the logic of planning practices of the country. However there are not much

systematic and comprehensive studies supported by empirical evidences on Turkish planning history. This is summarized by Tekeli as:

“In Turkish literature although there are numerous studies on history of cities and urban structure, the studies regarding to the planning efforts and to the evolution of planning in Turkey are insufficient. Planning profession in Turkey has been institutionalized more recently compared to the western cases. This condition makes it difficult to comprehend the present planning practices. Well then, urban planners in Turkey has to begin to make systematic studies that will present the evolution of their profession.” ( Tekeli, 1980, 8)

This thesis also suggests that beside analysis of the planning practices to put forward the specific aspects of the interaction between theory and practice in a specific case, a study on planning practice will also help to understand the logic of real past experiences and derive lessons from them to create better practices and better living environments.

### **1.3.3. Assumptions on Planning Theory – Planning Practice Interaction**

The debates on theory - practice interaction is one of the most ongoing debates in urban planning discourse both among academics and professionals. Debates mainly concern on whether an interaction between theory and practice in urban planning exists or there is an absence of in the translation of systematic knowledge of general and abstract concepts and explanations into case-specific prescriptions for action. More clearly the debates focus on whether the knowledge in planning theory contribute to the planning practice (Cook, 22) and make it more intractable than it may need to be (Alexander, 1997, 3).

- Most of these debates claim that there exists a gap between theory and practice:
  - “Planning theory has simply failed to provide a backbone for the activity of land use planning.” (Yiftachel, 24)
  - “The practicing planner in local planning offices has little time or encouragement to keep abreast of the changes in the knowledge base available for planning work.” (Healey, 2000b, 7)

“Theoretical knowledge can not guide the practices in professional environment as planners do not have opportunity to use their skills and theories which they learned during their education or they can not follow the changes in the knowledge base available for planning work. Planning schools can not follow what is happening in the professional environment and can not develop new ideas which their graduates may need for this changing professional environment.” (Healey, 2000b, 8)

“Nicholson’s account of entering planning practice after a period in an academic career highlights the divide between theory and practice, commenting that his extended academic experience had a regressive influence on his employment opportunities. There is also concern that the distance between planning theory and practice is not so much a ‘gap’ but a chasm.” (N.Harris, 1997, 799)

- Most of the debates which accept the existence of the gap, complain about this gap as they saw it a negative situation for the benefit of planning both as a discipline and a profession and point out the need that there must be close relation between the two and the gap has to be bridged:

“An interactive engagement between practice and ideas is what the present discussion of the knowledge society requires of us.” (Healey, 2000b, 8)

“The planners skill lies in knowing something about all of these theories and their associated techniques and in knowing when to choose the appropriate combination to match the demands of the situation at hand.” (Catanese, 52)

“Theories should provide a background for planning activity in terms of justification. Planning practices should have a systematic theoretical base by which its goals and methods can be justified.” (Yiftachel, 24)

“The theory of a profession must be capable of generating new norms of professional behavior and new protocols of acceptable practice.” (B.Harris, 1997, 483)

“To be bridging the theory-practice gap, positive planning theory should be telling practitioners about themselves, their planning processes, the planning organizations that are their working environments, and the

planning-related institutions which are the settings for their actions” (Alexander, 1997, 4)

“Toulmin: the general problem in human understanding that we face is to draw an epistemic self portrait which is both well-founded and trustworthy, which is effective because its theoretical basis is realistic, and which is realistic because its practical implications are effective.” (Carvalho, 254)

- Some of the debates claim that there is no need to bridge the gap:
  - “We do not envision completely eliminating the gap between theory and practice; doing so would deny the power of each. Often decried, this gap can structure a powerful creative tension between the two. Nevertheless, we do believe that theory can inform practice. Planners need to generalize from prior experience if they are to practice their craft.” (Campbell, 1996, 3)
  - “From our experience of planning practice and from discussions with planners in the public sector, we argue that practitioners are content with - perhaps even desire - a gap between planning theory and planning practice.” (Allmendinger, 804)
- Some of the debates based on the claim that although there seems to be a gap, theory and practice will develop as an interactive process.
  - “Nothing is as practical as theory. As long as planning theory develops, the gap will continue to justify the presentation of new theories and ideas seen as relevant to planning practice. But, ultimately, in planning as in other areas of human endeavor, theory and practice are intimately linked; sound theory cannot be divorced from reality.” (Alexander, 1997, 5)
  - “It is artificial to construct such concrete categorizations. Each activity has its own distinctive characteristics, yet they are polarized extremes. Theory and practice are not separate entities, but different parts of the same activity. Bolan identifies the practitioner as theorist in performing the activities of planning practice.” (N.Harris, 801)
- More specifically, some other debates based on the claim that either conscious or not the practice of planning is formed by theoretical knowledge:

“There are two fundamentally different ways in which theoretical knowledge can become the basis of practical action: ‘translation’ and ‘enlightenment’. The translation mode involves transformation of abstract theoretical knowledge into concrete prescriptions for case-specific action. The enlightenment mode is much more indirect. It involves consciousness-raising through education and training, and implies that the transformation of theoretical insights into action is mediated by actors’ understanding and judgment.” (Alexander, 1997, 4)

“In their day-to-day work planners may rely more on intuition than explicit theory, yet this intuition may in fact be assimilated theory.” (Campbell, 1996, 2)

“In the studies undertaken in America and Canada during 1980s it was seen that majority of the professional planners agreed that a philosophy or a theory did guide the plan making process but could not identify a specific one underlying their practical work.” (Carvalho, 167)

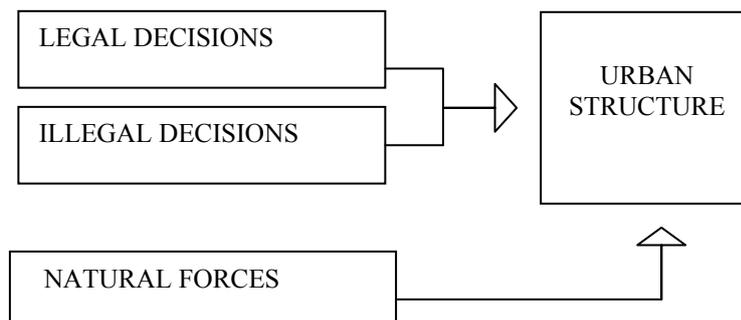
In summary, although the way of interaction for specific cases depends heavily on its specific conditions, generally planning theory and practice develop in an interactive process. This study, mainly focusing on the last group of above statements, assumes that whether the use of theory by practitioners may be explicit or not, the practice of planning is informed by theoretical knowledge and approaches based on this knowledge. Depending on this assumption this study will examine the theoretical background of the planning practices in its case study.

These debates form ‘from theory to practice’ part of the theory - practice interaction cycle. However there are others based on ‘from practice to theory’ part of the cycle such as whether the efforts of theorists successful for understanding the urban reality and theorize the practice or develop models for directing the practice. As that part of the cycle is out of the concern of this thesis, within this study no statements are presented and no assumptions are developed to put forward the success of the theorization process of the planning practice and urban structure.

### **1.3.4. Assumptions on Planning Practice - Urban Structure Interaction**

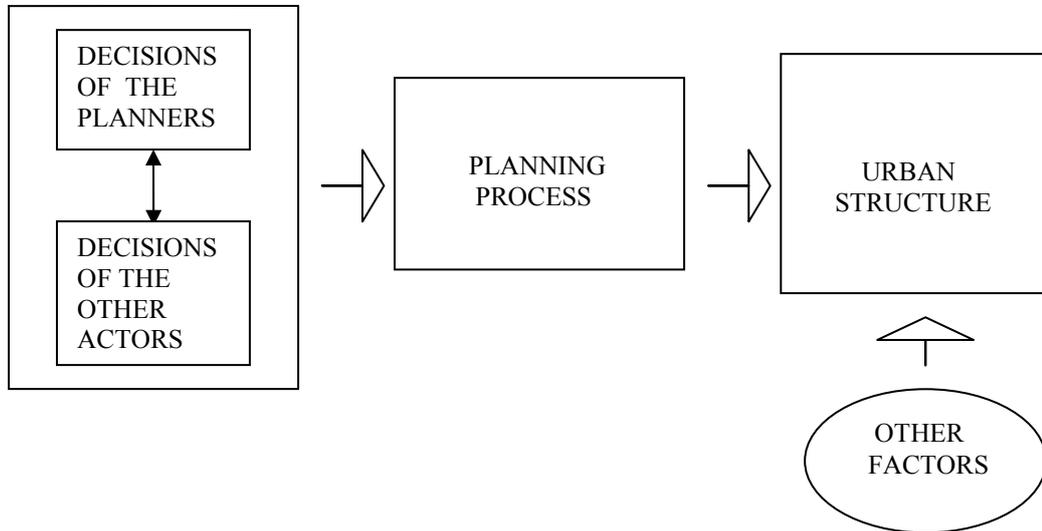
Performed either in a naturalistic form or in a socialized form planning is only one of the factors shaping the urban physical structure. Generally other factors that shape the urban structure is categorized as geographic characteristics of the city and its environs, demographic and economic characteristics, existing built environment, the ownership pattern, cultural values of the individuals or the society and the location preferences of major uses; the practice of planning deals with controlling of these factors. In fact as except natural disasters, choices of the decision makers shape and transform human settlements (Lynch, 5) and the above factors do not directly determine the direction of future urban growth and change, instead they affect the choices of decision makers. (Figure 2)

**Figure 2.** Factors That Shape the Urban Environment



While planning is one of the factors shaping the urban structure through legal interventions, on the other hand planners are one of the actors in the group of decision makers. However planners are usually responsible not for making decisions but for evaluating the decisions and translating them into legal documents. Beside planners different actors such as politicians, government and local officials, public or private sector land owners, developers, investors, the public and the like, each has its own interests, may participate in different parts of the planning process. Some of these actors may dominate planning efforts in different periods and conditions. These different elements, as factors and actors, with numerous distinct characteristics and relation possibilities result with many ways and levels of interaction alternatives. (Figure 3)

**Figure 3.** Actors That Take Part in the Practice of Planning



For the planning practice - urban structure interaction this study assumes that the way and level of this interaction will vary according to local conditions of each specific case. This interaction can only be fully understood by examining the elements of this process for each specific case on its own characteristics. Depending on this assumption the study aims to understand and put forward the specific conditions of the planning practices and how these practices shaped the urban structure of its case study.

#### **1.4. Methodology**

Depending on its three-fold aim this thesis analyzes the theory of planning, the practice of planning and the interaction between theory and practice in planning with an emphasis on analysis of the role of theory on practice and the role of practice on urban structure.

The study is formed of two main parts as the theoretical frame and the case study. In the first part, the theoretical frame, the thesis analyzes planning theory and in the second part, the case study, it analyzes both the planning practice and the theory - practice interaction within the İzmir case.

Distinct methodologies and documents used to carry out the study are shown in the following sections regarding to the two main parts of the study.

#### **1.4.1. Theoretical Frame: Analysis of Planning Theory**

Planning theory is analyzed within this study with the aim to clarify and organize the theories in a systematic way and as well with the aim to form the theoretical frame of the case study in order to understand the theoretical background of planning practices considered in the case study. This part of the study is formed both with the aim to present important issues of the planning theory and to help to put forward the theoretical background of the planning efforts of the case study. As the literature on planning theory are mostly developed in western countries and the study will present the theoretical planning approaches developed actually for these countries. This study will draw the framework of planning theory and summarize major theories within this framework. The analysis on planning theory carried out within this study does not aim to make a comparative study between the theories or does not aim to make a comprehensive examination to show the relations of these theories with major epistemologies or meta discourses.

The analysis of planning theory is carried out at two levels: The first level is a general analysis of the framework of planning theory and the second level is a detailed analysis of the major theoretical planning approaches.

The general analysis involves the study of definitions of theory and planning theory, the difference between definitions of theory of planning and theories of planning, the main concerns and questions that planning theories aim to answer, the reasons of the absence of a unified body of planning theory, the typologies of planning theories and the state of theoretical planning approaches in this general frame of planning. This analysis put forward the most commonly known planning theories and the general characteristics of these theories whether they are attempting to explain a phenomena or bring proposals to guide planning action, and whether they are related to the process of planning or to the structure or development of the city. The findings of the analysis on planning theories are summarized in three tables that show the categories and theories in planning and a diagram that show the state of planning theories in the framework of planning theory.

Based on this general analysis and its results, at the second level of the study major theories and practices in planning with a focus on theoretical planning approaches are examined in a historical context. This part summarizes the evolution of

contemporary planning activity since industrial revolution parallel to major events and break-points in world history. It involves a short review of 250 years of history of planning thought and action including paradigm shifts in planning, major ideas and ideals that dominated planning, emergence of planning as a profession, major practices carried out with the principles and methods of planning approaches, planning literature, education, legal regulations. The theories and practices are analyzed in three main groups commonly used in the planning literature depending on major turning points in the history of planning thought and action:

1. the period in between the emergence of the idea of planning and institutionalization of planning, (since 1750s until 1900s)
2. the period in between the institutionalization of planning and democratization attempts of planning, (since 1900 until 1960s)
3. the period since democratization attempts of planning. (since 1960s)

The analysis in this first part is carried out by literature search. Documents including books, articles, dissertations, reports, conference proceedings and debates related to the history of urban development and planning and particularly on the evolution of the planning theory are examined.

On difficulty related to the formation of this part of the study has been due to the absence of definite conceptualizings, common terminologies and concrete findings. As stated earlier within the assumptions, the field of study of planning theory is an elusive subject and it has always been difficult to understand the complex content of it. The literature search showed that the literature on planning theory involves various contradicting ideas approaching to the same matter from many different perspectives, conflicting dates of events, different names given to the same phenomena, etc. Therefore this study used various sources to be able to compare the differences and to determine a common base to clarify the dates, the names and typologies on planning theory.

#### **1.4.2. The Case Study: Analysis of the Planning Practices of İzmir**

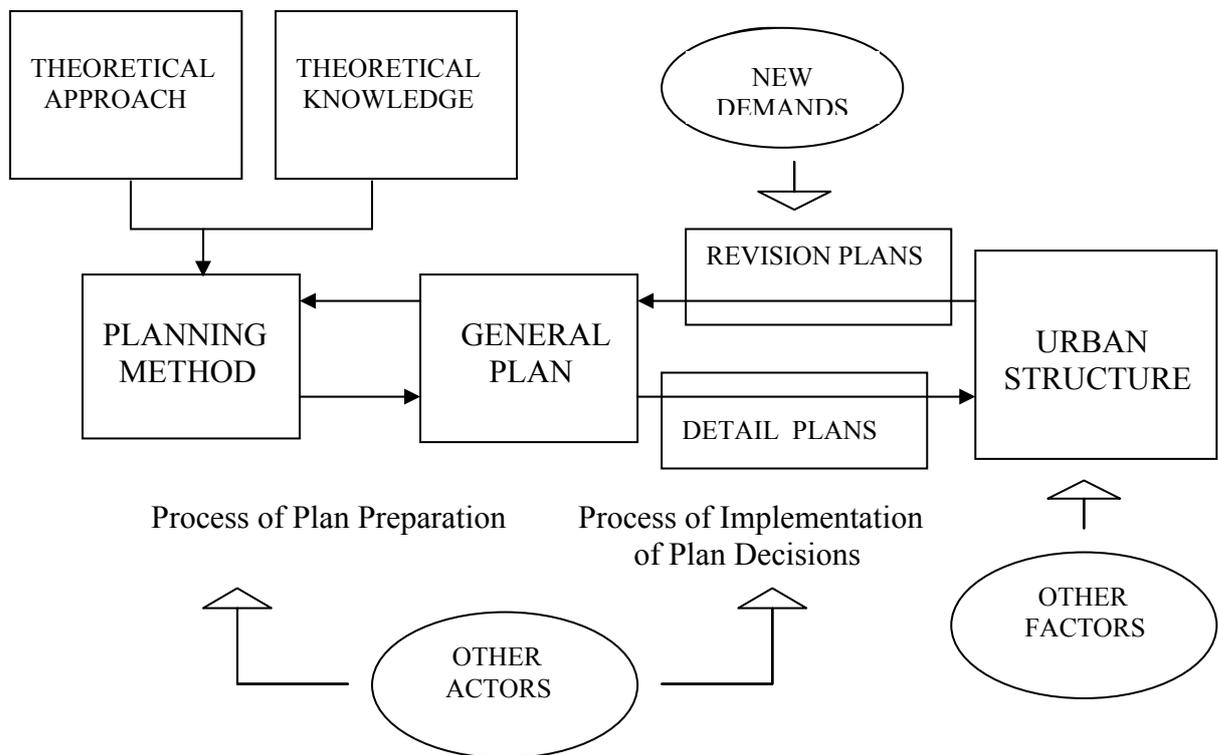
As the case study, the planning practices of İzmir in the Republican period are analyzed and evaluated with the aim to clarify the role of planning practices on urban

physical structure of İzmir and the role of planning theory on these practices. In the Republican period İzmir experienced six citywide planning practices:

1. The plan of Rene and Raymond Danger and Henri Prost, 1925
2. The plan of Le Corbusier, 1949
3. The plan of Kemal Ahmet Aru, Gündüz Özdeş and Emin Canpolat, 1955
4. The plan of Albert Bodmer, 1960
5. The plan of Metropolitan Planning Office, 1973
6. The plan of Metropolitan Municipality, 1989.

Before starting to collect data related to the case study and make analysis and evaluation based on this data, a theoretical model for the planning process is developed to guide the case study. (Figure 4)

**Figure 4.** A Theoretical Model for a Planning Process



According to this model in a specific planning practice the process, theoretically, starts with a planning method based on some part of theoretical knowledge or theoretical approaches, then according to this method the process of plan preparation

starts to present the plan documents, it continues with the implementation process which is the process of translation of the decisions in the plan documents into reality as to form the built or rebuilt urban environment. The situation, actually, may be quite different from this relationship pattern. Even though, theoretically, a planning process follows the simple model stated in the above, each specific case may differentiate according to its own conditions. As stated in the assumptions section the analysis is carried out keeping in mind that depending on specific conditions such as time, characteristics of the country and the city that planning practice performed, some new elements may be included to or excluded from the model.

For İzmir case the elements and connections shown in the model are analyzed for each planning effort including some more elements or excluding some of these elements in different cases.

➤ Collection of the Data: To carry out this analysis it is aimed to collect data that will present planning practices and urban structure of İzmir including related data on Turkey. The data collected from the sources:

- Literature Search: In the first step of the research, the documents in terms of books, articles, dissertations and reports, conference proceedings and visual documents like city maps, plans, projects, photographs of buildings, sites and projects are examined with the aim to have information on the processes of planning practices of İzmir and to draw a summarized framework on political, economic, social structure, spatial developments, urbanization pattern and institutional structure of planning of Turkey. In this context the process of the first two planning efforts -Danger and Prost plan and Le Corbusier plan followed the works of Beyru (1979; 1991; 1994), Tekeli (1980) and Bilsel (1996); the plan of Aru, Özdeş and Canpolat followed the report of the Master Plan Competition Report (1952) and Aru (1982), the plan of Metropolitan Planning Office followed the works of the same office (1972; 1985), Parsa (1979), Beyru (1991) and Arkon and Gülerman (1995); the plan of Metropolitan Municipality from the works of Arkon and Gülerman (1995)
- Newspaper Search: The data based on the literature search is improved by the data obtained from newspaper search. The newspaper search covered the period in between 1950 and 1980 depending on the time constraint to carry out the

research within the thesis period. On the other hand this period had been chosen because of the availability of more sources related to the planning efforts in other periods compared to the planning efforts is this period -Aru plan and Bodmer plan-. The last point is that during 1950s Turkey entered a period of rapid urbanization in which planning was conceived as an important tool to serve to the emerging demands of the growing cities; planning education was started for the first time and planning became institutionalized and recognized as a distinct profession in Turkey. In the context of newspaper search all the issues (11.290 issue) of a local newspaper -Yeni Asır were reviewed through which both the planning process and development of the urban structure could be followed day by day. The newspaper search is the core material of this analysis which supported the study with original documents in terms of development of the decisions related to planning and urban structure; comments of planners, local and governmental authorities, journalists, academicians, NGOs, and the public; and visual documents including projects and numerous photographs on urban space. In addition to the plans prepared in between 1950-1980 -the plans of Aru, Bodmer and Metropolitan Planning Office, the newspaper search also provided documents for the previous planning efforts in terms of comments of people on these plans, visual documents or implementations and for the later planning effort in terms of preliminary works and development of the decisions due to the critics of the former plan. The newspaper search helped to clarify the real dates and sequence of the events which helped to correct the misconceptions observed in examining the previous literature.

- İzmir Metropolitan Municipality Archives Search: In addition to newspaper search the municipality archive search provided the study with visual documents, the reports of municipality commission meetings and plan alterations, particularly for the last planning effort which was carried out by the Metropolitan Municipality itself.
- Monitoring the urban space: To see the impacts of the plans on urban structure, beside base maps the current structure is urban environment is monitored and documented.

- Beside the above sources, interviews could be made with the actors who took part in, particularly the planners of the planning efforts and the mayors of the period, or actors who followed the planning process like academicians, professionals or writers. However depending on the time constraint to carry out the research within the thesis period it could not be possible to make these interviews. On the other hand the ideas and comments of those actors, partially, could be followed from documents obtained through the literature, newspaper and municipality archives searches.
- Evaluation of the Data: By the help of the data gathered all (mainly six) citywide planning practices of İzmir in the Republican period are analyzed and evaluated in terms of process, theoretical background and implementation.
  - The Process: At this part of the analysis each planning practice of İzmir is examined in relation to major events in Turkish history during the Republican period in terms of political, economic, social and institutional structure, urbanization pattern, laws and regulations related to planning, planning education; and in parallel to the history of İzmir in terms of developments in urban structure, problems of the city and new demands; planned and unplanned developments; different processes, decision makers and actors of the practice; political structure, regulations and policies of the municipal administrations; plan documents and photographs, significant events in the city as meetings, conferences, researches.
  - Theoretical Background: To put forward the theoretical background of a plan and a planning process three methods of analysis may be carried out. The theoretical background may be determined through:
    1. asking the planners who prepared the plans and took part in the planning process
    2. examining the explanations of these planners by literature search
    3. analyzing the planning process

As the method for this analysis the second one and third one is used because that it was not possible to ask to the planners who took part in the planning processes as some of them are not alive or it is not possible to establish contact with them. On the other hand the planners may have not determined the approaches

themselves but it was determined by the municipal or governmental authorities or through laws and legislations. Therefore for this study theoretical background of the planning efforts could be determined by the help of the data collected to analyze the process and through making a comparison between theoretical approaches found in the planning literature and the methods of each planning effort or principles to guide the spatial arrangements.

The analysis of theoretical planning approaches within Chapter 2 and Chapter 3 showed that these approaches differ mainly at the following points:

- The context of the problems it defines about urban development,
- The way that it defines the scope of planning and the role of planners,
- The type of analysis it makes and implementation techniques it uses,
- The actors it includes to the planning process,
- The principles it offers about urban structure (particularly macroform, land use and transportation network),
- The type of plan documents it presents,

The analysis on planning approaches also showed that in most cases theoretical planning approaches built their discourses on the critics of previous approaches or aims to develop one or more of these previous approaches according to the requirements of specific conditions or general developments and paradigm shifts. Therefore these approaches may or may not include original or clear statements at all of these points

Depending on these findings the process of each planning effort is evaluated to find out its theoretical background and aimed to show the similarities or differences -if there exists any- of the methods and principles between each specific case and theoretical planning approaches.

- Implementation: At this part the planning practices of İzmir are examined in terms of implementation. Even though the plans are prepared for a time interval, it is not possible to implement all of the decisions of brought by the plan. As well, while some of the decisions put into implementation just after the plan completed or with a short or long delay or completely withdrawn, on the other hand some of the plan decisions are developed to legalize the existing implementations. In most cases the implementation process includes many

feedbacks through plan alterations or revision plans. Another point is that a planning decision may be on the agenda for implementation but this may be never realized depending on the financial constraints or some other decisions may be implemented however soon after through implementations based on plan alterations or revisions it may not have not any impact on current urban structure.

As presented in Figure 2, 3 and 4 planning decisions are only one of the factors shaping the urban structure. The process of formation of urban structure is a very comprehensive subject of study which is out of concern of this thesis. This study do not aim to analyze all this process, instead it aims to understand the role of planning decisions on urban structure.

In this sense within this study the planning decisions -mostly land use decisions- are examined for each plan to see which ones are implemented, when and under what conditions. The analysis is based on written and visual documents presenting the spatial structure of the city in different periods. For the method of analysis beside the written documents, the plans are compared with later land use maps and photographs or through recent observations on built environment.

## **CHAPTER 2**

### **THE FRAMEWORK OF PLANNING THEORY**

#### **2.1. Definitions and Typologies**

This chapter brings explanations on definition of theory in general and definition of planning theory in particular; on main concerns of planning theory and questions that planning theories aim to answer; on reasons of the absence of a unified body of planning theory and it summarizes the typologies of planning theories each of which attempt to classify theories and theoretical approaches found in the planning literature. Finally it concludes by showing the interrelations and positions of different categories of planning theories in the general framework of planning theory.

#### **2.2. Theory**

The origin of the word ‘theory’ comes from an Ancient Greek word ‘Theoros’ which means ‘observer’ and the word ‘Theoria’ is derived from this word which means to ‘observe, examine the events carefully’ (Uygur, 58). According to Marx the main task of theory is ‘to understand the universe as it is and it has nothing to do with changing the dislikes’ (Uygur, 69). The emphasis of these definitions are on positive, in other words explanatory aspects of theory, however the term also covers normative aspects:

“Normative theory is needed to tell practitioners what to do and how to do it. This implies theory as ethics, offering a base for professional norms of ‘right’ practice, and theory as the foundation for methodology, generating methods and their practical applications. To provide models of action which practitioners can apply in different situations as they appreciate and understand them, a contingent type of theory is also implied. Positive theory is needed to explain the real world and its phenomena to practitioners, providing them with a repertoire of concepts and models that enables them to understand the context, subjects, and objects of their actions. In this sense, one role of positive theory is providing ‘ideal’ models as a basis for understanding and analyzing what actually happens” (Alexander, 1997, 3)

One of the main task of theory is to provide a method for understanding the events and the logic behind the events. These events may either have been occurred in the past, in progress or expected to occur in the future. The other important task of theory is to provide normative guidelines that will be of help to direct the objected action. Briefly, the framework of a theory involves the explanations based on empirical and experiential knowledge; the propositions for reasons behind the events and processes; methodological and ethical concerns of the issues.

### **2.3. Planning Theory**

Following this general definition of theory for planning, while normative theories provide models for planning action, on the other hand planning action is generalized and explained through positive theories. Carvalho (1986) defines the principle aim of planning theories as to construct general propositions or hypothesis which can serve as instruments for the systematic explanation of urban phenomenon and rescultation of urban problems; and suggest that planning theories must not only have explanatory and predictive aspects but also lead to action. (Carvalho, 79)

Planning is a procedural profession and its practice ends with a substance; the city. Planning theories attempts to understand both the planning itself and the realities of its substance. Campbell and Fainstein (1996) place planning theory at a first intersection of political economy and intellectual history and at a second intersection, that of the city as a phenomenon and planning as a human activity. They also present the necessity of theory for planners:

“Planner should use theory to consider how the local and national political economy, in addition to the field’s own history, together influence the collective imagination of the discipline’s possibilities, limitations and professional identity. The challenge for this professional discipline is to find the negotiating room within the larger social structure to pursue the good city.” (Campbell, 1996, 4)

Most of the theorists who take part in practice or deal with practical application of theories, concentrated on theory of planning profession, the logic of planning as a practical profession and development of new approaches to provide better practices. B.Harris (1997) suggests that:

“A theory of planning must be a theory of professional practice, and such a theory will subsume a theory of the activity. The theory of a profession is of necessity a normative theory, which is capable of generating new norms of professional behavior and new protocols of acceptable practice. and if we do not want a normative planning theory limited to ideal models, but demand enough realism to guide action, we also expect a link to realistic and verified positive planning theories, which describes and explains the behavior of the profession as it changes over time, is an instance of sociological or political theory applied to profession, but it is not a theory of planning as it cannot be based solely on a study of the practice of planning.” (B.Harris, 483)

Healey (2000), who concentrated her studies on the view of planning as ‘communicative argumentation’ brings a comprehensive explanation attempting to cover the main role and major aspects and concerns of planning theory:

“The project of planning theory is to provide conceptual resources for political communities concerned with the quality of life and environment in places to help in imagining futures, and imagining how to evaluate and critique what is going on. It is therefore inherently both normative and analytic, concerned with ends and means, with ideas and practices, with place/space and governance process. If the role of planning theory is to provide conceptual resources for efforts to make places more just, livable and sustainable, contributions are needed which offer normative ideas about what such places could be like and how they would differ from present trajectories. But it is also important to develop a rich grasp of how realities of contestation and routinization which this involves. The visionaries and the conceptualizers thus need to engage with the everyday worlds of governance practice through research and through involvement.” (Healey, 2000a, 917-920)

More recent studies in planning theory attempt to develop theories with the aim to integrate theory and practice. N.Harris (1997) argue that there exists little agreement on what constitutes planning theory even though he is hopeful because of the possibility that this position may be slowly changing depending on the attempts to integrate theory

and practice. He refers to Forester's conception of theory as planning theory is what planners need when they get stuck: another way to formulate a problem, a way to anticipate outcomes, a source of reminders about what is important, a way of paying attention that provides direction, strategy and coherence. (N.Harris, 800)

The term 'planning theory' is the general frame of theories of planning and theories in relation with planning. This general frame of planning theory involves generalized explanations on planning or urban environment and methods, models or approaches to help to shape the spatial structure of the cities and the planning process.

#### **2.4. Theories of Planning**

Planning literature involves a wide range of theories which deal with either partial or total issues related to planning. The main concern of planning theories can, simply, be defined as to find answers to some questions related to planning and urban structure. Generally the nature of these answers may be either explanatory, descriptive, predictive, prescriptive or normative. Whatever its context is, planning theories attempt to give answers to one or some of those questions and of related ones:

- What is planning ?
- Why is there a need for planning ?
- How to plan?
- How does the urban structure function ?
- How the urban structure ought to be ?

There are dozens of theories in planning literature, each of which try to give answer one or more of these questions and shed some light on the nature of planning, how it is practiced or ought to be practiced. However, to deal with these questions as mutually exclusive categories will miss the whole frame as it is difficult to separate the activity of planning from the phenomenon of urban environment. Essentially these conflicts encourages the will to develop an overall theory.

While there are some attempts to develop a unified body of theory explaining all aspects of planning, no single theory is currently accepted by the profession as an overall grand theory of planning which attempt to cover the whole picture and which is able to answer all these questions at the same time and valid for every time and for every place.

The main reasons of the absence to have an overall theory for planning can be stated more in detail as:

a. “No single school of thought or text on planning dominated planning discourse or practice, as well no single theory of planning or urban change adequately describes the complex and dynamic reality of land use planning practice under these conditions of competition, change and reciprocity.” No theory encompass the full dimensions of reality instead there are various theories which explain the same phenomena in different perspectives concerning on different parts of the phenomena, some are complementary, some are contradicting. (Keiser, 36)

b. Planning as a field of social science face with some problems which are common to social sciences. In social sciences there are numerous theories dominating the field at the same time. Most of these distinct theories make studies on the same subject, but use different methodologies and so conclude by different results. In contrast to social sciences, for natural sciences this situation is the reverse. Through new measurement possibilities more advanced theories are being developed and the previous ones disappear. However in social sciences the acceptance of verification or falsification of theories take long time and while new theories emerge, the previous ones stand still. Social scientists agree on the need to develop theories with more effective prediction power, however they can not reach to a consensus on how to develop such a theory and what strategies it should have. The main reason that these distinct scientific strategies took place simultaneously stemming from the difficulty to make generalizations in social sciences like in natural sciences, and for social scientist, the difficulty of diversification of her or his will to understand the society from the will to direct and change the society. (Tekeli, 1979, 24)

c. Many of the fundamental questions concerned with planning belong to a much broader inquiry concerning the role of the state and spatial transformation. Planning theory, draws on a variety of disciplines and overlaps with the theories of that disciplines. It is composed of adaptation of major theoretical positions found in economics, political science, law, sociology, engineering and design and particularly in decision theory. It borrows the diverse methodologies from many different fields. (Campbell, 1996, 2)

d. There is no agreement on the scope and function of planning both in the academic or professional environment. Planning is an interdisciplinary activity with an eclectic blend of design, civil engineering, local politics, community organization and social justice. (Campbell, 1996, 5) This interdisciplinary and dynamic character raises the problem of a lack of unity of thought and a clear definition or direction of what planning is or ought to be. (Carvalho, vii)

e. Besides the scope of planning there is, also, no agreement on the role of planner: While planning of the urban structure stands to be the core role of a planner, the contemporary planners, in addition to plan preparation and technical analysis, must also perform other skills as negotiation, forecasting, management, organization of financing, mediation, conflict resolution and consensus building.

## **2.5. Typologies of Theories of Planning**

Because of the absence of a general theory, those who study in the field of urban planning developed numerous theories or theoretical approaches during more than two ages of planning history. Although these numerous theories bring variety to planning practice and enrich its discourse, as it is difficult to comprehend them, most of them are widely left unrecognized both by the students and practitioners or even by the academicians.

To overcome the problems stated above, to provide a framework for understanding the theories and to organize theories depending on some parameters, those who are interested in the planning theory brought various typologies. As there are many theories there are also many typologies in planning literature concerning with the issue in different perspectives. Some of these typologies are classified under four main groups (perspectives) in the following sections.

### **2.5.1. Typologies Based on Explanatory - Normative Division**

According to this typology, planning theories are either explanatory or normative. Explanatory theories concerned with understanding and explaining the logic behind planning activity and urban structure. The answers of the questions that this category of theories put forward may be either descriptive or predictive. This category deals with 'is' aspects of the phenomena. On the other hand normative theories

concerned with assumptions about structure and function of urban settlements; values and ethical concerns; and styles and strategies of planning. They are prescriptive theories and deals with 'ought' aspects of the phenomena.

Dolan and Parker (1962) made the earliest division on 'normative' and 'behavioral' approaches in planning study. The distinction is analogous to that between (normative) political theory and (positive) political science. Normative theory is concerned with how planners ought to proceed rationally while behavioral approaches focus more on the limitations in their program of rational action. (Faludi, 1973, 4)

Scott and Roweis (1977), in contrast to the purely nonscientific, speculative, normative theorizing so commonly pursued in the conventional literature, attempted to derive a unified viable theory out of a unified logical empirical effort to discover the nature of planning as a concrete social phenomenon and practice. They categorized planning theories as explanatory theories which are dealing with the question 'what planning is' and normative theories which are abstract normative principles dealing with 'what planning ought in ideal circumstances to be' (Scott, 1097-1100)

Taylor (1980) suggested that empirical study of planning must be distinguished from normative-ideological component of planning. Empirical study of planning concerned on sociology of planning or social impacts of planning and deals with sociological theories, and normative - ideological philosophy of planning deal with the question of 'why plan' and this question related to the logic and ideology of state intervention into the market. (Yiftachel, 25)

Carvalho (1986) brought a division between theories 'for' or 'of' planning and theories 'in' planning. The former one includes descriptive-explanatory theories which explain a phenomena and describe a situation or a problem. These are the 'is' aspects of planning and the main concern is on what planners do. The latter category includes normative theories which deal with values and ethical concerns of prescriptive planning. These are the 'ought' aspects of planning and concern with what planners ought to do and determination of solutions. (Carvalho,75)

Simmie's (1987) division is based on explanatory and action (prescriptive) theories. Explanatory theories based on sociological elements and deal with the questions of 'why certain phenomena occur' and 'how they may be empirically validated or falsified'. Action theories based on philosophical elements, draw on

knowledge from explanatory theories and add normative assumptions which in general cannot be tested empirically. (Yiftachel, 26)

Keiser, et al. (1995) made a distinction between descriptive theories and normative theories. The category of descriptive theories includes the theories of how and why urban change and planning do occur while the category of normative theories includes the theories of values associated with urban form, urban change and how planning and urban change should occur. (Keiser, 4)

Alexander (1997) classified planning theories as positive theories which deal with the explanation of the real world and its phenomena to practitioners and normative theories which tell practitioners what to do and how to do it. (Alexander, 1997, 3) (Table 1)

**Table 1.** Typologies Based on Explanatory - Normative Division

	<b>Explanatory Theories</b>	<b>Normative Theories</b>
<b>Dolan, Parker (1962)</b>	Behavioral	Normative
<b>Scott, Roweis (1977)</b>	Explanatory - What is planning	Normative - What planning ought to be
<b>Taylor (1980)</b>	Empirical Study of Planning	Normative - Ideological Component of Planning
<b>Carvalho (1986)</b>	Theories for/ of Planning Is aspects of planning	Theories in Planning Ought aspects of planning
<b>Simmie (1987)</b>	Explanatory	Action (Prescriptive)
<b>Keiser, Chapin, Godschalk (1995)</b>	Descriptive	Normative
<b>Alexander (1997)</b>	Positive	Normative

### **2.5.2. Typologies Based on Substantive - Procedural Division**

According to this typology planning theories are either on substance or process. Procedural theories are called by various authors as theories of planning or theories of planning process or procedural planning approaches which define and justify preferred methods of decision making, prescriptions about how planning ought to be done and procedural models for carrying out planning efforts. These theories are mostly based on decision theories, and organization and management theories. Substantive theories are called as theories in planning, urbanization theories or theories of urban structure, urban system, urban change, and urban form. These theories concerned with the structure, function and development of urban settlements, including theories of values associated with urban form. Depending on an interdisciplinary knowledge substantive theories are developed with the aim to understand how physical and social space is produced and further ought to take form. These theories deal with explanations, projections and assumptions on urban spatial structure.

The substantive - procedural division is initially brought by Faludi (1973) and became a dominant typology in the field. He categorized planning theories as ‘the theory in planning’ and ‘theory of planning’. The category of theory in planning includes theories pertaining to interdisciplinary knowledge relevant to the content of planning, which is land use and the category of theory of planning includes theories to define and justify preferred methods of decision making. (Faludi, 1973, 1-9)

Camhis (1979) use the same distinction by relating substantive theories to theories explaining the phenomena with which planning is concerned, that is the city, and procedural theories to theories of the planning process. (Camhis, 6)

Beside classifications of these authors there are also of the others either developed by advancing substantive - procedural division by including new categories in the typologies like Branch (1970), Moore (1973), Lynch (1981), Cook (1983), Carvalho (1986), Faludi (1987), Catanese and Snyder (1988), Yiftachel (1989), Sandercock and Forsyt (1990), Keiser et al. (1995) or by concentrating on the procedural category like Healey et al. (1979), Friedmann (1987), Innes (1995), Campbell and Fainstein (1996), Fainstein and Fainstein (1996), Khakee (1998). (Table2)

**Table 2.** Typologies Based on Substantive - Procedural Division

	Planning Theories		Urban Theories	
	Theories of Definition and Justification of Planning	Planning Process Theories		
<b>Branch (1970)</b>		Scientific Methods	System Analysis	Urban Dynamics
<b>Faludi (1973)</b>		Theory of Planning	Theory in Planning	
<b>Moore (1973)</b>	Justification	Procedural	Substantive	
<b>Camhis (1979)</b>		Procedural	Substantive	
<b>Healey, Thomas, McDougall,(1979)</b>	Theoretical Positions in Planning			
<b>Lynch (1981)</b>		Planning	Functional	Normative
<b>Cook (1983)</b>	Theories of State	Theories of Planning Process	Theories of Development Process	
<b>Carvalho (1986)</b>	Theories and Styles of Planning			
<b>Faludi (1987)</b>	Control-Centered View	Decision-Centered View	Object-Centered View	
<b>Friedmann (1987)</b>	Major Traditions for Planning			
<b>Catanese, Snyder(1988)</b>		Theories of System Change	Theories of System Operate	
<b>Yiftachel (1989)</b>	Analytical Debate	Procedural Debate	Urban Form Debate	
<b>Sandercock, Forsyt (1990)</b>	Planning Theory			
<b>Innes (1995)</b>		Planning Theory		
<b>Keiser, Chapin, Godschalk(1995)</b>		Planning Process	Urbanization	
<b>Fainstein, Campbell (1996)</b>		Planning Process	Urban Form and Development	
<b>Fainstein, Fainstein (1996)</b>		Planning Approaches		
<b>Khakee (1998)</b>		Planning Approaches		

### **2.5.3. Typologies By Advancing Substantive-Procedural Division**

Although most of the typologies developed along two axes as explanatory - normative axis and substantive - procedural axis, they are criticized by many authors as being insufficient. Some of the authors attempt to combine these two axes, or add new categories to these two-fold distinction. These new categories are formed through further dividing the existing categories and including theories on definition, role and justification of planning activity.

Branch (1970) brought a three-fold distinction on planning theories, two of which Theories of System Analysis and Theories of Urban Dynamics represent the substantive theories and the third one is the Scientific Methods which represent the procedural theories. Systems Analysis concerned with theories explaining the urban system and involves theories like General Systems Theory, Operations Research, etc. Theories of Urban Dynamics concerned with theories explaining urban structure and involves theories like Theories of Location, Central Place Theories, Concentric Zone Theories. Scientific Methods concerned with theories related to planning process and involves theories like Decision Theories, Organization and Management Theories (Branch, 714-732)

Moore (1973) added a third category of 'theories on why planning' to the substantive-procedural division. Substantive theories concerned with 'what' and the observable and measurable phenomena which planning does or should influence, such as urban density functions, spatial allocation model and urban design. Procedural theories concerned with how the process of planning ought to be and involves theories like Advocacy Planning, Transactive Planning, Organizational Design, Radical Restructuring, Comprehensive Planning, Incremental Planning, Mixed Scanning. Theories of why planning concerned with justification of planning. (Moore, 387-396)

Lynch (1981), the creator of the 'Theory of Good City Form', focused on building a comprehensive theory by combining the explanatory and normative theories and claimed that a comprehensive theory should connect statements about how a city works with statements about its goodness. The typology of Lynch (1981) is mainly based on substantive - procedural distinction. He showed different kinds of substantive theories as functional theories and normative theory. Functional Theories are more particularly focused on cities and aim to explain why they take the form they do and

how that form functions and socioeconomic aspects of human settlements. These are empirical explanations of urban development. Normative Theory deals with the goodness of city form. While making assumptions about how a city work, it deals with generalizeable connections between human values and settlement form or how to be aware of a good city form. The third category covers Planning Theories which asserts how complex public decisions about city development are or should be made, since these understandings apply to all complex political and economic enterprises, it overlaps with theories developed in other fields as decision theories. (Lynch,1-35)

Cook (1983), to shift away from functionalist (substantive) and reductionalist (procedural) theoretical positions which dominate the field at present, suggested a classification based on what planners do and which shows the links between nature of knowledge, the process of state intervention into the market through land-use planning and the outcomes expressed as the spatial division of labor. In fact like Lynch, while preserving the procedural theories as theories of the planning process he further subdivided substantive theories as theories of the development process and theories of the state. (Cook, 9-15)

Carvalho (1986) presented a long list of theories and styles of planning dominated planning activity. In this typology the main categories are: 1. Design determinism or physical determinism category including City Beautiful Movement, The Art of Modernism, Theory of Functionalism, The ideas of Social Reformers and Garden City Movement, 2. Comprehensive Planning, 3. Rational Planning category including Rational Comprehensive Planning (Master Planning), Disjointed Incrementalism (Muddling Through) and Mixed Scanning, 4. Systems Approach category including Transport Models and Gravity Models, 5. Urban Empiricism and Ecological Tradition category including Concentric Zone Theory by Burgess (1925), Location Theory by Lösch (1929) -earlier by von Thunen (1826) and by Webber (1900), The Law of Retail Gravitation by Reilly (1931), Central Place Theory by Christaller (1933), Sector Theory by Hoyt (1939), Multiple Nuclei Theory by Harris and Ullman (1945), Rank Size Rule by Zipf (1949), Social Area Analysis by Bell (1959), Shevky and Williams (1949), Land Theory by Alonso (1964) and more integrated models of urban systems by Lowry (1964) and Forester (1969), 7. Behavioral Design advocated by Geddes, Alexander, Lynch, Michelson, 8. Environmentalism, 9. Organizational theories 10. Theories of

Social Practice advocated by Mannheim, Marx, 11. Critical Theories advocated by Horkheimer, Adorno, Marcuse, Fromm, Habermas, 12. Socialists as Lefebvre, Harvey, Castells, 13. Evangelicals as Eversley, 14. Anarchist thoughts in planning advocated by Philips and Feyerabend (Carvalho, 79-158)

Due to criticisms, Faludi advanced his previous classification (1973) and proposed a new classification (1987) by concentrating on different views of planning. His typology includes Decision-centered view in which planning is concerned with preparing and evaluating alternative courses of action, Object-centered view in which planning is perceived as comprehensive knowledge of an object from which prescriptive action flows directly and Control-centered view in which planning is interpreted as a degree of control needed to affect environmental change. (Yiftachel, 25)

Catanese and Snyder (1988) made a distinction between Theories of Systems Operation and Theories of System Change. Theories of Systems Operation explain how social systems operate with an assumption based on the belief that social systems are complex and interdependent entities. It attempts to provide a single comprehensive view of all aspects of living and non-living systems. A subset of living systems includes human or social systems and a subset of human or social systems includes cities and regions. General Systems Theory is the closest approach to the total-system viewpoint necessary for good planning. Theories of System Change seek to provide tools and techniques for controlling and changing social systems. This category includes theories and interpretations of how, when and for what purpose changes are to be introduced into the system. These theories called also as decision theories. According to the degree of clarity of goals of planning and availability and understandability of methods for achieving these goals, four different planning situations can be stated as Rationalism in which both the means and the ends are clearly defined, Incrementalism in which both the ends are being sought and the means to attain them are highly uncertain, Utopianism in which goals are clearly and powerfully stated, even though the means of accomplishing them may be quite unclear, Methodism in which the method to be employed is clear but the ends to be achieved are largely undefined and unknown (Catanese, 44-52)

Yiftachel (1989) criticized the deficiencies of the previous classifications as they did not attempt to deal simultaneously with the procedural-substantive and explanatory-

prescriptive axes of planning theory and attempted to develop a new typology to avoid the confusion and deficiencies. He identified three types of theories or debates which are complementary and focus on different stages of the planning process. Each theory address a different fundamental questions of planning and form the main streams of thought in the development of planning. Analytical debate covers explanatory and substantive theories and aims to answer the question of ‘what is planning’ and describe and explain urban land use planning. It is associated with socio- political theories as it examines the socio-political role of and societal goals of urban planning, particularly its position in the state apparatus and its impact on social relations. It corresponds to the stage of formulation of goals in a simple planning process. Theories including these issues can be stated as planning defined as universal reform, planning defined in Marxist, later Reformist-Marxist analysis, planning defined in Weberian, later Pluralist, Neopluralist and Managerialist analysis. Procedural debate covers prescriptive and procedural theories and aims to answer the questions ‘what is good planning’ and ‘what is good planning process’. It corresponds to the stage of translation of goals (which are largely predetermined by politics or the public) into plan in a planning process. It is associated with decisions theories. These theories can be stated as Design Method, Rational Comprehensive Planning, System Analysis, Mixed Scanning, Advocacy Planning, Transactive Planning, Incrementalism, Positive Discrimination and Rational Pragmatism. Urban form debate covers prescriptive and substantive theories and aims to answer to the questions ‘what is a well planned city’ and ‘what is a good urban plan’ and enlighten planning students and stimulate research. It corresponds to the stage of analysis of plan in a planning process. It is associated with land-use theories. Theories concerned with urban form debate can be stated as Garden City Movement, Linear City Movement, Architectural Design, Master Plan, Metropolitan Containment, Decentralization, Indefinite Expansion, Corridors, Renewal, Sustainability and Consolidation. (Yiftachel, 27-39)

Sandercock and Forsyt (1990) suggested that planning theory can be delineated into three different emphases as Theories of Planning Practice, The Political Economy Approach and The Meta Theory Approach. In general, Theories of Planning Practice concerned both on its processes and outcomes, involve analysis of the procedures, actions and behavior of planners and may also include an analysis of the context or

concrete situation in which planners are working. The Political Economy Approach examines the nature and meaning of urban planning in capitalist society and might encompass speculations about the relationships among capitalism, democracy and reform. Generally this approach is disinterested in planning practice. Rather, this work a general theory- most commonly some version of Marxism and uses case studies from the planning arena to illustrate the pre-chosen theory. The Meta Theory Approach ask fundamental epistemological questions about planning. The theoretical object of planning is an abstract, general notion of planning as a rational human activity that involves the translation of knowledge into action. At this level, theorists are no longer talking specifically about urban or regional planning, but about planning as generic activity and as a historical legacy of the Enlightenment. (Sandercock, 49-50)

Keiser et al. (1995) positioned specific planning theories in substantive-procedural categories. Planning Process Theories are prescriptions about how planning ought to be done and procedural models for carrying out planning efforts, which involves Rational Planning, Muddling Through using Incremental Theory, Strategic Planning, Critical Theory, Dispute Resolution. Urbanization Theories offer a lens for understanding land use change, theories of urban change and theories of values associated with urban form and urban change, which involves Political Economy Theories, Theories of Urban Form as Theory of Good City Form by Lynch and Feminist Theories by Hayden, Markusen, Spain, Land Market Theories, Classical Economic theories, Human Ecology Theories, Marxian Theories and Ecological Theories. (Keiser, 37-40) (Table3)

#### **2.5.4. Typologies Concentrated on Procedural Theories**

The typologies presented in this section involves only the procedural theories as the authors of these typologies consider them as the main concern of planning theory.

Healey, et al. (1979), developed a map of theoretical positions in planning in reference to procedural planning theory. They suggested that new positions are emerged either as ‘developmental branches’ of procedural theories by which they mean Rational Comprehensive Planning as Neomarxist Political Economy, New Humanism and Pragmatism, or as ‘oppositional branches’ as Social Planning - Advocacy Planning, Incrementalism and Implementation-oriented Planning. (Healey, 1979,7)

Friedmann (1987) identified two major paradigms of planning thought as Societal Guidance and Social Transformation and four major traditions for planning created by these concepts as Social Reform, Policy Analysis, Social Learning and Social Mobilization. Societal Guidance is a conservative view which is allied to and motivated by the state and rooted in the ideas of Bentham, Comte, Mill and Saint-Simon. Social Transformation is a radical type which is motivated by the experience and works through political practices and developed from the ideas of Marx, Engels and Proudhon. Social Reform focuses on the role of the state in societal guidance and is represented in the writings of Mannheim, Lindblom, Etzioni. Policy Analysis concentrates on rational decision making in large organizations as developed by Simon, Wildowsky and Quade. Social Learning deals with methods to overcome contradictions between theory and practice as noted by Dewey, Mao and Lenin. Social Mobilization is promoted by Marx and the historical materialists, utopians Owen and Fourier, social anarchists Proudhon and Kropotkin and peripherally by Neo-Marxists and the Frankfurt School (Friedmann, 1987)

Innes (1995) suggested that planning theory developed between two paradigms as the Rational Planning Paradigm and the Communicative Planning Paradigm (Khakee, 364) which correspond to mainly Rational Comprehensive Planning and Consensus Building respectively.

Fainstein and Campbell (1996) considered major theories in planning as dominant approaches to planning. They included in this category the approaches as Comprehensive Planning, Incremental Planning, Advocacy Planning, Strategic Planning and Equity Planning (Fainstein, 1996a, 261)

Fainstein and Fainstein (1996) in the framework of planning theory presented a typology of planning approaches on the basis of who determines the goals of the plans and who determines its means. They also identified four major types of Political Theory that correspond to their typology of Planning Theories: Traditional Planning corresponds to Technocratic Political Theory, Democratic Planning to Democratic Political Theory, Equity Planning to Socialist Political Theory and Incremental Planning to Liberal Political Theory (Fainstein, 1996b, 266)

Khakee (1998) brought a classification of planning approaches based on the previous classifications of Friedmann (1987), Healey et al. (1983) and Innes (1995). He

stated eight theoretical phenomena between rational and communicative planning paradigm as: Rational Comprehensive Planning, Incremental Planning, Advocacy Planning, Implementation-oriented Planning, Strategic Planning, Transactive Planning, Negotiative Planning, Communicative Planning (Khakee, 363) (Table 3)

**Table 3.** Planning Theory Categories and Theories of Planning within these Categories

	<b>Categories</b>	<b>Planning Theories</b>
<b>Branch (1970)</b>	-Systems Analysis	-General Systems Theory -Operations Research, etc
	-Urban Dynamics	-Theories of Location -Central Place Theories -Concentric Zone Theories, etc
	-Scientific Methods	-Decision Theories -Organization and Management Theories
<b>Faludi (1973)</b>	-Theory of Planning	
	-Theory in Planning	
<b>Moore (1973)</b>	-Substantive Theories (What)	
	-Procedural Theories (How)	-Comprehensive Planning -Incremental Planning -Mixed Scanning -Advocacy Planning -Transactive Planning -Organizational Design -Radical Restructuring
	-Theories on Justification of Planning (Why)	-The Economic Theory of Public Goods
<b>Camhis (1979)</b>	-Procedural Theories	
	-Substantive Theories	
<b>Healey, McDougall, Thomas, (1979)</b>	-Main Theoretical Positions in Planning	-Rational Planning Model -Incrementalism -Implementation-oriented Planning -Neomarxist Political Economy Approach -New Humanism -Pragmatism

<b>Lynch (1981)</b>	-Planning Theories	
	-Functional Theories	
	-Normative Theories	
<b>Cook (1983)</b>	-Theories of State	
	-Theories of Planning Process	
	-Theories of Development Process	
<b>Carvalho (1986)</b>	-Rational Planning	-Rational Comprehensive Planning -Disjointed Incrementalism -Mixed Scanning
		-Comprehensive Planning
	-Design Determinism	-City Beautiful Movement -The Art of Modernism -Theory of Functionalism -The Ideas of Social Reformers -Garden City Movement
	-Systems Approach	-Transport Models -Gravity Models
	-Urban Empiricism and Ecological tradition	-The Concentric Zone Theory -The Location Theory -The Law of Retail Gravitation -Central Place Theory -The Sector Theory -The Multiple Nuclei Theory -The Rank Size Rule -Social Area Analysis -Land Theory -Integrated Models of Urban Systems
	-Behavioral Design	
	-Environmentalism	
	-Organizational Theories	
	-Theories of Social Practice	
	-Critical Theories	
	-The Socialists and the Evangelicals	
	-Anarchist Thoughts in Planning	
<b>Faludi (1987)</b>	-Control-centered view of planning	
	-Object-centered view of planning	
	-Decision-centered view of planning	

<b>Friedmann (1987)</b>	-Societal Guidance	-Social Reform -Policy Analysis
	-Social Transformation	-Social Learning -Social Mobilization
<b>Catanese, Snyder (1988)</b>	-Theories of Systems Operation	-General Systems Theory
	-Theories of System change	-Rationalism -Incrementalism -Utopianism -Methodism
<b>Yiftachel (1989)</b>	-Analytical Debate	-Planning defined as Universal Reform -Planning defined in Marxist and Reformist-Marxist Analysis -Planning defined in Weberian, Pluralist Neopluralist and Managerialist Analysis
	-Procedural Debate	-Design Method -Rational Comprehensive Planning -System Analysis -Mixed Scanning -Advocacy Planning -Transactive Planning -Incrementalism -Positive Discrimination -Rational Pragmatism
	-Urban form Debate	-Garden City Movement -Linear City Movement -Architectural Design -Master Plan -Metropolitan Containment -Decentralization -Indefinite Expansion -Corridors -Renewal -Sustainability -Consolidation
<b>Sandercock, Forsyt (1990)</b>	-Theories of Planning Practice -Political Economy Approach -Meta Theory Approach	

<b>Keiser, Chapin, Godschalk (1995)</b>	-Urbanization Theories	-Political Economy Theories -Theories of Urban Form -Theory of Good City Form -Feminist Theories -Land Market Theories -Classical Economic Theories -Human Ecology Theories -Marxian Theories -Ecological Theories
	-Planning Process Theories	- Rational Planning - Muddling Through using Incremental Planning - Strategic Planning - Critical Theory - Dispute Resolution
<b>Innes (1995)</b>	Planning theory developed between 2 paradigms: -Rational Planning Paradigm -Communicative Planning Paradigm	-Rational Comprehensive Planning -Consensus Building
<b>Campbell, Fainstein (1996)</b>	Dominant Approaches to Planning	-Comprehensive Planning -Incremental Planning -Advocacy Planning -Strategic Planning -Equity Planning
<b>Fainstein, Fainstein, (1996)</b>	Planning Approaches	-Traditional Planning, -Democratic Planning, -Equity Planning -Incremental Planning
<b>Khakee (1998)</b>	Planning Approaches	-Rational Comprehensive Planning -Incremental Planning -Advocacy Planning -Implementation-oriented Planning -Strategic Planning -Transactive Planning -Negotiative Planning -Communicative Planning

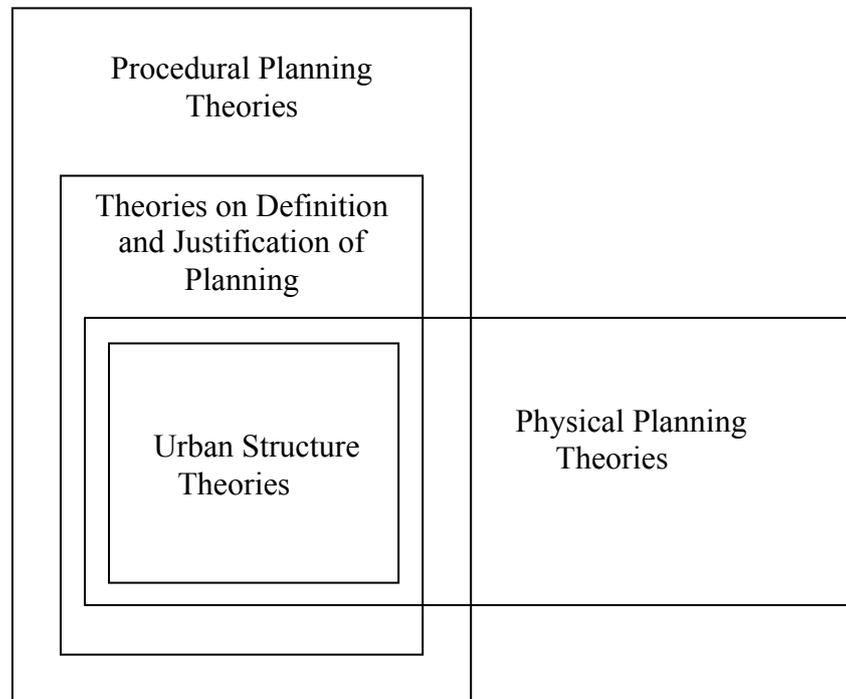
## **2.6. Procedural and Physical Planning Approaches in the Framework of Planning Theory**

In the above sections various typologies are brought with the aim to organize the theories in the framework of planning theory according to some parameters. Further classifications may be developed to organize theories in planning according to some other parameters. Although typologies may differ, in fact the categories in these typologies are not mutually-exclusive. A specific theory may be both concerned with the activity of planning or with the urban environment or may have both explanatory content and prescriptive content. Equally, a specific theory may impose itself on the other, in other words while a theory tries to give answer to a certain question or questions it may build its assumptions on the knowledge of other theories. In other words rather than distinct, these categories are widely interrelated.

To summarize, based on the theories and typologies presented in the above sections and keeping in mind that the categories are interrelated, main theories in the framework of planning theory may be grouped under four categories:

1. Urban Structure Theories: aim to explain the structure of urban environment and are greatly interrelated with the fields of economy, sociology, politics or geography.
2. Theories on Definition and Justification of Planning: aim to explain the role and position of planning and the planners under different conditions and are greatly interrelated with theories of the state or theories of the economy and may use the explanations brought by the first group of theories.
3. Procedural Planning Theories: aim to explain and develop methods and models for the planning process and may use the explanations brought by the first and second group of theories.
4. Physical Planning Theories: aim to explain the physical aspects of the urban environment-urban form and develop design guidelines for spatial arrangements. (Figure 5).

**Figure 5.** The State of Main Categories of Theories in the Framework of Planning Theory



The main concern of this study is on the procedural and physical planning theories and it excludes detailed examination of urban theories and theories on definition and justification of planning. Although mostly labeled as ‘theory’, actually these categories involves normative theoretical approaches. Even though involving explanatory aspects, these theoretical approaches mainly deal with normative principles to guide planning action both in terms of spatial arrangements or processes.

In the following chapter major theoretical approaches and practices of planning will be studied in a historical context by showing how these approaches consider the scope of planning, the role of planner, normative and explanatory propositions on planning process and urban environment, how they are related to other theories, and how they have shaped the practice and main principles of action.

## **CHAPTER 3**

### **MAJOR THEORETICAL APPROACHES AND PRACTICES OF PLANNING**

#### **3.1. Evolution of Urban Planning Thought and Action**

Planning, within its more than two centuries of history, developed numerous approaches with an aim to understand and resolve the problems of urban environment and to direct the activities which attempt to serve these aims. In this chapter the dominant ones of those theoretical approaches and practices are explained in relation to major events in world history.

The theories and practices are analyzed in three main groups depending on major turning points in the history of planning thought and action.

1. The period in between the emergence of the idea of planning in parallel to development of the enlightenment philosophy in the beginning of the industrial era and institutionalization of planning in terms of its emergence as a profession and as an academic discipline in the beginning of 20<sup>th</sup> century. Major theoretical approaches of the period were the ideas of Historicists-Culturalists, Progressists-Utopian Socialists and Remedialists and the movements of Urban Restructuring-Regularization, Linear City, City Beautiful and Garden City.
2. The period in between institutionalization of planning in the 1900s and democratization attempts of planning in the 1960s parallel to increasing demand towards a more democratic society. Major theoretical approaches of the period were City Functional Movement, Empirical Studies in Planning, Scientific Method in Planning, Comprehensive Planning, System Approach, Rational Comprehensive Planning.
3. The period since democratization attempts of planning approaches. In this period new approaches were developed mostly based on the critiques of rational comprehensive planning approach which have been the dominant paradigm for planning theory. Major theoretical approaches of the period were Incremental Planning, Mixed Scanning, Implementation-oriented Planning, Strategic Planning, Advocacy Planning, Equity Planning, Democratic Planning, Critical

Theory, Transactive Planning, Negotiative Planning, Consensus Building, Communicative-Collaborative Planning.

Since the emergence of the idea of planning in parallel to development of enlightenment philosophy, planning thought and action, even though saw many turning points depending on special conditions of time and space, lived one major paradigm shift during 1960s. This was a period, where planning began to be criticized as a modernist project and many new approaches developed depending on this critiques. With its extended scope by including many voices and modest but effective steps of action, planning removed from its unitaristic goals. In terms of planning theory, there was also a shift from attempts to understand the city towards understanding the logic of planning depending on development of many new practices since 1960s. New knowledge and ideas about planning practices are added to the contents of planning literature, which enabled to suggest new theoretical approaches and practical trials.

Rather than one ends and the other begins, planning approaches moved in parallel but in different streams. While some of them dominated the practice of planning for a long time, the other approaches, could have not had the possibility of implementation. Most of these approaches build their discourses on the critiques of the formers and developed either as an advanced version of or oppositional to the former.

### **3.2. Industrial Revolution: The Need for Planning**

The roots of urban planning activity in terms of spatial arrangement of settlements go back to very early times in history.

“City planning dates back archeologically at least 8000 years to a city plan delineated on a wall in the settlement of Çatalhöyük, showing the geography of the site and the placement of some eighty boxlike dwellings. If any ordered arrangements of structures on the ground can be considered city plan then city planning begins much earlier.” (Branch, 13)

Nevertheless, contemporary urban planning activity mostly began in industrial cities. Advancements in science were followed by technological inventions through which new techniques were developed to increase production. The invention of steam engine by James Watt in 1765 brought many changes in the mode of production and other successive changes. This invention was considered to be a revolution and to be the

beginning of the industrial period. With the invention of electricity during 1800s, communication systems were developed and the possibility of information flow among continents enabled new production types to spread through out the world. Industrial revolution was supported by a philosophy of 'private enterprise'. In 1776 Adam Smith put forward his theories of 'laissez-faire capitalism' in his '*Wealth of Nations*' which showed the logic of economic structure of the period. New institutions as stock exchange market, banking system emerged, festivals, fairs became important.

Industrialization introduced two new groups as capitalists who were the owner of the factories and labor class who worked in these factories. For the political decisions as the ruling class capitalists took the place of royal and religious groups of the feudal society. The inequality in the living conditions between capitalists and labor class sooner criticized by the intellectuals and a reaction to the negative effects of industrialization came in terms of 'social movements'.

Although emerged originally as a social movement, French Revolution (1789), ended with the empowerment of the rising bourgeoisie and enlightenment philosophy formed the intellectual background and way of life of this group and the industrial era.

The developments brought by mechanization moved in three streams, new possibilities for the development of industrial production followed by new job opportunities, changes in agricultural production, and new modes of transportation resulted with rural-urban migration and rapid urbanization of the industrial centers. Urban structure of the period was characterized mostly with confusion and disorder. With industrialization while many technological improvements increased the quality of life of the society, on the other hand urban areas were faced with negative effects such as crowd, sanitation problems, poor social conditions, pollution, traffic congestion, ill-housing health and safety hazards.

Urban areas were growing with the construction of factories, business buildings and back to back housing with no provision for clean water or sanitation. Factories became magnets and surrounded by an ever-increasing belt of workers, dwellings, schools and shops. New streets, railways, shipping lanes and canals imposed on the cities. In the beginning the spatial distribution of social classes in the city was as bourgeoisie settled down in the city centers and labor class lived in the fringes. Later developments in streets and railway systems enabled upper classes to move towards

suburbs in order to escape from the negative effects of city center. As the industrial system depended upon the movement of raw materials to the factory and finished products to the consumers the development of transportation became an important factor in functioning of the urban structure.

Because of high population density and high value and speculative pressures on urban land, maximum use and rational division of land became important. During this period property rights were recognition, property became legally known.

All these changes brought the necessity to arrange the urban space and spatial relations with a different understanding than the previous ages.

### **3.3. Age of Enlightenment: Emergence of the Idea of Planning**

In terms of new technological inventions the 18<sup>th</sup> century labeled as ‘the age of mechanization’ in which production based on handcraft was replaced by machinery production, on the other hand in terms of intellectual thought it was ‘the age of enlightenment’. During this period scientist turned their attention from natural to moral sciences. It was a period in which religious thinking was replaced by scientific thinking and the concepts as liberty, equality, human rights, secularism and democracy were introduced to the society. It was believed that through scientific inquiry and education human happiness could be increased.

“Enlightenment discourse advocated the freedom of individual’s thought and believed that knowledge and societal goals were discoverable and predictable and could be shaped through abstract, rationalist principles or procedures determined by the rules of science or through the use of immediate, measurable facts. This view was reinforced through utilitarianism a philosophy which has exerted a major influence on the contemporary origins of planning, on justification for planning action and on bureaucratic context of planning.” (Carvalho, 37)

The idea of modernism emerged as a project of enlightenment philosophy. Within rising industrial city, taking its roots in enlightenment, this period saw the birth of planning in parallel to the idea of modernism. The belief that social life could also be planned and further more had to be planned, consequently build the roots of the idea of planning. The existence of planning was justified and planning gained its legitimacy

within the scientific discourse. To drive society forward along a path of progress, planning would be in the use of society.

Planning was seen as an instrument to take the fragments produced by the contradictions and struggles of industrial capitalism and to integrate them into a unique and orderly whole. The spatial paradigm of modernist planning was focused on the production of standard commodities for large markets, the improvement of transportation infrastructure for the circulation of commodities, and the location of investments in proximity to labor.

Beauregard points out the main roles of the planners defined by the modernist approach as to

1. bring reason and democracy to bear on capitalist urbanization,
2. guide state decision making with technical rather than political rationality,
3. produce a coordinated and functional urban form organized around collective goals, and
4. use economic growth to create a middle-class society.

He also suggested that the aim of modernist planners was to act as experts who could utilize the laws of development to provide societal guidance. Planners laid claim to a scientific and objective logic that transcended the interests of capital, labor, and the state. This logic allowed modernist planners to disengage themselves from the interests of any particular group and identify actions in the public interest, that is, actions that benefit society as an organic whole. (Beauregard, 213)

Both the practice and theory of modernist planning resolves around the use of master narratives. For practice, the narrative synthesizes developmental processes and the built environment into a coherent urban form that fulfills the functional necessities of the city. The text is the master plan. For theory, it involves the formulation of a dominant paradigm -comprehensive rationalism- that focuses the normal science of theorists. Modernist planners believe in totalizing “comprehensive” solutions that have a unitary logic. The modernist project is based upon a belief in the synthetic city; that is, the city of singular form invariant over time. This holistic and a historic perspective is derived from a revealed internal logic of how a city functions. (Beauregard, 217-219)

### **3.4. Theoretical Planning Approaches in the Era of Industrialization**

The main concern of the early planning efforts of the industrial era was on population congestion and public health. Those who had dealt with the problems of industrial city and arrangement of settlements called themselves as social reformers. Until 1850s social reformers aimed to overcome the problems of industrial city and dealt with betterment of living conditions, such as improvement of housing, slum clearance projects, provision of sanitation facilities by regulating the quality of the built environment through building and housing codes and public health acts that would prevent the spatial diffusion of disease. Some of them were the capitalists who tried to provide better living conditions for their workers. Many utopian thoughts were developed with minor practices until first half of 19<sup>th</sup> century.

In the second half of the 19<sup>th</sup> century more systematic planning efforts were developed and great practices were carried out either based on great schemes or remedial applications for arrangement of land-use activities based on the notion that cities organized with good, functional and aesthetic principles are better than those that are not. During this period the roots of the planning approaches that dominated the practices of the 20<sup>th</sup> century were constructed.<sup>1</sup>

#### **3.4.1. Historicists, Culturalists**

One of the three groups who attempted to organize the urban environment of the industrial city until 1850s was the Historicist or in other words Culturalists. This group assumed that industrial revolution demolished the nature of family and village and French revolution demolished social structures and communal ties. They reject products of industry and machinery and sought to create a cultural community and to return to the good life that the past by reintroducing the forms and beliefs of past, in particular the medieval city as the model for ideal society.

William Morris and John Ruskin depending on the belief that factory and slum should not exist and the city should be romantic, established arts and craftsman school. In his '*News from Nowhere*' (1850), Morris proposed a utopia of an ensemble of

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<sup>1</sup> Section 3.4 is summarized from Antonio (1993), Bacon (1992), Branch (1981), Beauregard (1996), Carvalho (1986), Eisner (1993), Hall (1988), Lynch (1994) and Tekeli (1980)

physical and social systems. Benjamin Richardson, in his proposal '*Hygeia*' (1861), prepared a city for fresh air and health. Frederick Law Olmsted perceiving urban planning as a new idealism and release from the constraints of the scientific paradigm, brought proposals in which the city was returned to nature by way of parks, gardens and boulevards in organic analogies. Camillo Sitte's '*City Planning According to Artistic Principles*' (1889), was one of the earliest influential books in urban design aesthetics in which he put forward the concepts of aesthetic design with emphasis on visual form and the experience of living the spaces created in the urban environment through good design. As a culturalist, he prepared a plan for Vienna as a medieval town which was picturesque and romantic. His model while served as a guide for the expansion of Vienna, Dessau and Munich, failed to recognize the complexity of urban living.

#### **3.4.2. Progressists, Utopian Socialists**

This was the most influential group of the period. They saw the problems of the industry and tried to solve them. They proposed ideal urban forms coupled with social reform to deal with the problem of industrialization, population growth, inequalities and injustices. They threw many of the old beliefs and introduced new values and ideas of civil liberty, equality and fraternity. They did not only deal with ideal community but also concerned with practicing these ideals based on utopian thought. Based on the belief of 'goodness of nature' they attempted to decentralize urban environment and build their ideal cities in natural surroundings with parks and gardens. They sought to create the city in an utopian idealism and physical design approach, and so to create ideal communities through ideal city forms.

One early attempt utopian socialists came from Claude Ledoux who designed Salines at Chaux, France (1776) in strict geometric form for salt workers as a self-sufficient community. Robert Owen was a capitalist who tried to improve working conditions of his workers, with the belief that environment determines the destiny of man. In his '*A New View of Society*' (1817) and '*Crisis*' (1833) he emphasized the need for universal education. He designed the industrial village, New Lanark (1797) as a self-sufficient settlement with facilities for education and recreation in an ideal unit labeled Parallelogram surrounded by housing. He established the village, New Harmony, Indiana (1826) for 800 inhabitants. Although this attempt failed in 1828, his fellows

dealt with new practices within Rochdale Cooperative in England. Etienne Cabet, influenced by Robert Owen, in his '*Voyage en Icarie*' (1840) outlined some strong taxation measures and land reforms for communal property. He built settlements in Texas (1848) and Iowa (1853). Charles Francois Fourier, one of the forerunners of socialist thought, argued to remove the rivalries between individuals in his '*Theories des Quartre Movements*' (1808) and in his '*New World of Industry and Society*' (1829) he proposed housing for 400 families of industrial workers in a single, large, multistoried palace-like structure which he called a Phalanstery, housing all the activities of the colony, set in a rich farming region, with an emphasis on comfort, easy access and prideful group identity. In 1859, John Baptiste Godin constructed a building for Fouriers workers in Guise, France. Saint Simon, in his '*Du Systeme Industriel*' (1821), considered the importance of equality of man for social order and conceived the principle of fraternity as a precondition for ideal society. James Silk Buckingham in his, '*National Evils and Practical Remedies*' (1849), proposed a glass roofed new town called Victoria for 10.000 inhabitants with an emphasis on order, symmetry, space and health. His proposal was concerned more with geometric design instead of ideal community design. Titus Salt built the city of Saltaire (1851) to house 3000 workers outside Bradford in England. He was inspired by the proposals for ideal communities to be achieved by means of ideal forms through design determinism.

### **3.4.3. Remedialists**

This group of reformers provided remedial applications to the problems of urban structure through technical rational solution. In order to improve the conditions of city life they brought some reforms in the field of public housing and sanitation, in terms of public health and sanitation acts and housing and planning acts which provided standards for the width of streets and the construction, ventilation and drainage of buildings to prevent the spatial diffusion of disease. These acts later became precursors of many of the contemporary planning practices. Public Health Act of England (1832) and France (1840) dealt mainly with the standards for housing, zoning to control land uses and building heights. Infrastructure of cities, water supply, transit and streets as well as health and sanitation services would have to be planned and built by the city of governments themselves. Expropriation Acts of England (1840) and France (1841)

mostly carried out to overcome the problems of public works and establishment of road networks between cities.

#### **3.4.4. Urban Restructuring, Regularization Movement**

One of the most influential examples of planning approaches with its famous practice, the plan for Paris, came during 1850s and formed the roots of modern planning practice. The riot in Paris in 1848 emphasized the importance of betterment of the urban infrastructure and the quality of life in order to provide social order in capitalist countries like France, England and Germany. The dominant group of the period, bourgeoisie, realized that the urban problems had to be solved for the survival of capitalism. Due to the fail of the riot socialist movement saw the need to diversify its utopist elements. The two significant philosophers of the period, Karl Marx and Frederick Engels, criticized industrial city and the utopist attempts to solve its problems. In their book, '*Communist Manifesto*', published just before the riot in 1848, they proposed scientific socialism instead of utopist socialism and argued that socialism had to deal with what will happen instead what ought to happen. They established the theoretical framework of socialism and communism and perceived planners as mere agents of the state. Depending on the ideas of Marx and Engels socialist movement and planning activity differentiated. Consequently, due to differentiation of socialist movement and planning and due to new requirements of bourgeoisie new planning approaches were developed: Urban Restructuring or Regularization Movement was an approach for the reorganization of the old city for new demands. With this approach it was assumed that by way of regulating urban structure the culture and life styles of city dwellers could be changed and a social order could be brought.

The plan for Paris (1853-1870) was the first and one of the most significant example of this approach. It was prepared by George Eugene Haussman, the Prefect of Paris with the encouragement of Napoleon III. The plan was prepared with a dream to transform the city into the first great city of the industrial era and to meet the complementary requirements of the government and rising bourgeoisie. The expectations of the government were the accessibility for celebrations, easy control in days of violence and riots, elimination of infested and unhealthy areas of the city and to provide a more efficient system of circulation of air, light and troops. On the other hand

the expectations of the bourgeoisie were creation of a new urban life and spaces for its cultural facilities such as new housing, shopping streets, theaters, opera-houses and new speculation possibilities. The plan of Paris was a uniform plan with large boulevards and avenues which were drawn by Napoleon III himself. Adolphe Alphand and Eugene Belgrand, the assistants of Haussman, included the water and sewer networks to this scheme. Haussman established the organization for implementation and provided finance for carrying out the plans into reality. A baroque style was superimposed to the medieval core of the city and the city was demolished to displace the new road system. This plan worked well for many decades, but proved inadequate to meet the changing needs of the growing city. Success of Haussman increased the importance of urban management and organization and determined the role of planner as a technocrat serving the ruling class and since then the planner had taken his part in bureaucracy. Haussman can be considered as the proponent for Tony Garnier and Le Corbusier in terms of large scale, mechanistic design. This plan served as a model for a number of other cities in Europe such as Vienna (1857), Barcelona (1859), Florence (1864), Brussels (1867) in 19<sup>th</sup> century and to subsequent approaches and practices of reconstruction all over the world during the 20<sup>th</sup> century.

#### **3.4.5. Linear City Movement**

The concept of linear city was initially brought by Soria Y'Mata who was an highway engineer himself. He was a progressist and was after social and technological forces determining the shape of the society and environment and was also after creation of sun, space and green. In his '*The Linear City*' (1882), he proposed cities in octagonal form stretching linearly for several hundred miles along a basic spine on which activities were located. He was interested in communications and recognized transportation as an element of the highest importance for city planning. Based on the principles of linear city design he developed a project for a suburb around Madrid.

However the real impacts of the concept of linear city have been during 1900s, depending on the expansion of the cities and increasing importance of the transportation. This movement particularly found its most effective implementation possibilities within the practices of Soviet Russia during 1920s with the aim to

decentralize the industry and provide a balanced allocation of investments throughout the country.

#### **3.4.6. City Beautiful Movement**

This movement was born in USA by the architects, landscape architects and engineers who were interested in the education of Ecole de Beaux-Arts of Europe. A city beautiful plan was prepared by adding romantic design principles to the principles of regularization movement. It was not a simple but functional and beautiful city. An ordered city was believed to be a beautiful city as well as an efficient city. This movement was the combination of the ideas of aesthetics, landscape, municipal engineering and civic design. Planners of this movement aimed to plan great avenues full of civic centers, urban plazas, landmarks, monuments and major buildings at the focal points of axes of these avenues. The city aimed to be build with a comprehensive urban design approach.

“In this way, the emerging political economy of industrial capitalism would be manifested in a planned built environment, with the additional benefit of utilizing such a scheme to eradicate slums. Expanded and subdued, that paradigm became the master plan, a document taking into account the functional and economic determinants of urban activities and their proper aesthetic and spatial interrelationships.” (Beauregard, 215)

The Chicago World's Columbian Exposition (1893) was the first example of the City Beautiful Movement. The exposition site was planned by Daniel Burnham, Frederick Law Olmstead and John Wellborn Root. They choose to develop a white city as an antithesis of the dark American industrial centers. It was to honor the new industry, with the principles of creating beautiful and orderly cities of grand vistas, coherence and efficiency. The Chicago Exposition set forth one model of downtown design that could be used to situate public buildings and capitalist infrastructure around public spaces. In terms of an urban master plan the plan for Chicago (1906-1908), prepared by Burnham and Bennett, was the first city beautiful plan at city scale, however soon after it failed to solve the problems of Chicago.

This movement continued to be practiced during the early decades of 20<sup>th</sup> century until Great Depression (World Economic Crisis, 1929). Although borned and

commonly practiced in USA it also had important examples in Europe and other parts of the world where new nations were preparing urban plans for their new capitals like New Delphi in India.

### **3.4.7. Garden City Movement**

Ebenezer Howard, in his '*Garden Cities of Tomorrow*' (1898) and '*Tomorrow: A Peaceful Path to Social Reform*' (1902), brought the idea of Garden City which was not only a search for a physical order but also for a social order. Howard was influenced by the ideas of Owen and Fourier. This movement was an attempt to combine the remedial and progressist ideas. It was reaction to the ills of growing urban industrial center and by building garden cities outside developed areas people could return to nature. Garden city was a self sufficient satellite town of fixed size, integrating the advantages of both town and country. A population of 240.000 composed of small towns, each with a population of 30.000 was considered to be optimum. The dominating criteria was aesthetics, health and efficiency. Small circular cities surrounded by green belts in terms of agricultural fields, each having its own industry, in the center there would be a park including administrative, commercial and cultural facilities, the land would be owned and controlled and rented by the municipality.

Based on these ideas in 1899 Garden City Association was founded, by the attempts of this association two garden cities around London: Letchworth (1902) and Welwyn (1920), were built with strict zoning regulations governing the size of the houses, their locations and gardens and an agricultural belt. Letchworth, designed by Ebenezer Howard, was not a suburban town, it has its own communal facilities, shopping centers, industry, social life. The concept of garden cities served the formative period of the town development well but soon became inadequate to meet the growing and changing needs of the people. However these two towns served as models for New Towns Movement in England and USA and a number of new towns were built on this concept.

Although, emerged initially earlier, Garden City Approach, like most of the previous ones, saw its first examples in the beginning of 20<sup>th</sup> century. However the concept Garden City has always been on the agenda and has been adopted and applied by planners until present in terms of spatial arrangement but far from its social aims.

### **3.5. Emergence of Planning as a 20<sup>th</sup> century Bureaucratic Profession**

Until 1900s industrialization grew rapidly, large-scale manufacturing provided huge amount of production and reached to its peak with the help of the techniques of uniform mass production which was developed by Henry Ford in 1910. This new type of production, later named as Fordism, aimed to increase the efficiency of production process. The concepts of 'uniformity' and 'standardization' initiated early in the field of production later spread to other fields, particularly had major impacts in administration institutionalization and bureaucratization.

The rapid increase in the amount of production shift the western world from searching capital markets as the case was in the early capitalist era, to look for new markets to sell its excess production. These developments started the period of world wars and emergence of new ideologies such as nationalism, development approach and democracy. Nation States were established and the world was divided into three parts as capitalist countries, socialist countries and the 3<sup>rd</sup> World countries.

Parallel to these developments the new social structure of this new world was emerging. This was a modern society with a cultural background based on the principles of Modernism. The concept of progress became the major aim of this society and its individuals and the concept of order was the major tool to serve this aim.

Technological inventions in the beginning of the century, particularly in terms of communication and transportation changed the characteristics of cities. The city was conceived as a more complex structure compared to previous periods. The new developments such as production of standard commodities for large markets, the increasing importance of transportation systems to provide the effective circulation of commodities and the location preferences of investments brought the need for a fulfillment of the functional necessities of the city.

20<sup>th</sup> century witnessed the birth of many modern professions. Urban planning, as one of these professions, emerged as a distinct discipline and recognized as a public sector bureaucratic profession, and became institutionalized as a form of state intervention. Planning, as a modernist project, conceived as an instrument of change and social action to improve standards of the living conditions of the people in urban and rural areas. As well planners were conceived as experts who were responsible to guide state decision making with technical rather than political rationality, to utilize the laws

of development to provide societal guidance and to serve to a unitary public interest. (Beauregard, 218)

In two decades (1900-1920) planning saw many of the initial attempts of institutionalization:

- The first ‘National Conference on City Planning and the Problems of Congestion’ was held in Washington DC (1909)
- The first city planning lecture was included in the program of Harvard University (1909)
- ‘Comprehensive Town Planning Act’ was published in England (1909). It called for more direct public intervention in shaping of British towns.
- ‘International Conference on Town Planning’ was held in London (1909)
- City planning education started in Liverpool University (1910)
- The first professional institute ‘Town Planning Institute (TPI)’, was founded by architects, engineers and land registrars in England (1914)
- ‘Planning Comprehensive Zoning Ordinance’, to control the use of land and the height and bulk of buildings, was adopted in New York (1916)
- ‘American Institute of Planning’ (AIP) was founded (1917)
- ‘Standard State Zoning Enabling Act’ was issued in USA (1922) by the Department of Commerce, as they see land controls as good for the economy.
- ‘Regional Planning Association of America’ (RPAA) was founded (1923).
- ‘Urban and Rural Planning Law’ was adopted in England (1932).

### **3.6. Theoretical Planning Approaches Developed in 20<sup>th</sup> Century until 1960s**

The atmosphere of the new world order and the unitaristic principles of modernism introduced new planning approaches for the practices of this emerging modern society. These theoretical planning approaches aimed to produce a coordinated and functional urban form organized around collective goals and to regulate the spatial arrangements of land uses by preparing a master plan which will present the desired future form of the city. These approaches moved in parallel streams with the previous ones and sometimes collaborated for effective practices.

### **3.6.1. City Functional Movement**

Beginning with World War I, the main concern of planning directed towards provision of engineering and infrastructure facilities, legal precautions, zoning ordinances and land use plans. During this period planning shifted its emphasis from pure aesthetic vision of the city to a more utilitarian vision of efficiency and functionality which gave birth to the City Practical or City Efficient and City Functional Movements, commonly known as the Theory of Functionalism. The functionalist approach conceived the city as a mixture of different land uses and deals with the arrangement of these uses in the most effective way. (Carvalho, 19) Instead of monumentality of the city beautiful movement and designing parks, boulevards and civic centers, the concern was shifted to solve the problems of health, transportation and housing, and provision of efficient municipal services. Planning conceived as an interdisciplinary profession carried out not only by architects but also by engineers, housing experts and people who deal with social, political and legal issues. (Tekeli, 1994, 16) Master plans are prepared to bring proposals for density of settlements, circulation pattern, land uses, housing types.

The concept of functional city was first used by Louis Sullivan in his famous slogan of 'form follows function' at the end of 19<sup>th</sup> century. The works of Tony Garnier, in the beginning of 20<sup>th</sup> century, started the period of functionalism both in city planning and architecture, in his '*Une Cite Industriell*' (An Industrial City) (1901-1904) Garnier presented a detailed master plan for a new manufacturing town of 32.000 people with a functionalist approach. He brought the principles of separation of land use and zoning, easy access to country areas, a relatively small urban size, rigid geometry and linear city. Raymond Unwin's '*Town Planning in Practice*' (1909) and '*Nothing Gained by Overcrowding*' (1918) were of help to the development of planning in terms of functional design. His conceptions persisted and influenced the planning of new towns.

In USA this approach saw its implementation possibilities in zoning of land uses accompanied by advisory city planning commissions during 1910s-1940s. Starting with Zoning Ordinance of New York (1916) it had been adopted by more than 750 communities by the end of 1920s. The reasons for the great success of implementation of this approach was that everyone could see that it was good for business and it was much cheaper than city beautiful approach. In practice, the notion was to preserve real

estate values in settled neighborhoods, while imposing only nominal restrictions in areas that held out the possibility of profit. Far from being a device to speed the transition of the immigrant poor from the tenements to the streetcar suburbs, zoning in practice became a way of keeping them where they were. (Hall,1989, 278)

In Europe, modernist and functional planning and design principles dominated the practices of planning in the first half of the 20<sup>th</sup> century. The works of Le Corbusier (Charles Eduard Jeanneret-Gris) had many impacts on planning thought and practices. In this period he developed his principles of planning most fully in his '*La Ville Contemporaine*' (Contemporary City) in 1922 and '*La Ville Radieuse*' (Radiant City ) in 1933. His modernist and functionalist design principles aimed to decongest the centers of the cities by increasing density, to improve the circulation and to increase the amount of open spaces, this could be reached by building high on a small part of the total ground area. He put forward that the design of cities was too important to be left to the citizens. He prepared plans irrespective of the location, local needs, culture or time all over the world. Most of his projects were unrealized like the reconstruction of the central areas of Paris and Marseille or the schematic master plan for the city of İzmir, or did not work well like Chandigarh (1951). However many practices followed his ideas. Particularly, Soviet urbanists, in 1920s, developed ideas very close to Le Corbusier; they wanted to build new cities in open countryside, in which everyone would live in gigantic collective apartment blocks. (Hall, 1988, 207-211)

Le Corbusier, as the most famous name of the Congress for Modern International Architecture-CIAM (les Congres Internationaux d'Architecture Moderne), at great respects influenced the discourse of these congress. First assembled in 1928 CIAM organized various conferences until 1970s and the ideas put forward during these congress began to be criticized strongly afterwards. However for a long time, both practitioners and academics were inspired by its discourse based on modernist, functional city building principles of order, efficiency, regularity and aesthetic. The most impressive one of these congress was the CIAM 4 (1933) through which 33 towns were put into discussion and cities were separated four basic functions as work, dwelling, recreation, circulation. The congress advocated the official bureaucratic planning environment and resulted with the congress was '*Charter of Athens*' which was postponed to be published until 1954 because of the World War II. However the

impacts of the charter spread over the world in terms of mega-structures, zoning, single function centers like education campuses, business and shopping malls, industrial districts and mass housing sites.

### **3.6.2. Empirical Studies in Planning**

In 1908 Chicago School of Sociology and Human Ecology established. During the interwar years (1918-1939), planning theory incorporated to this school to explain urban form and urban problems. (Beauregard, 216) This school concerned not only with quantifying and studying the nature of urbanism, but as well in trying to find solutions to the problems it uncovered. The core distinction that this school made between the biotic (community) and the cultural (society) levels of social organization remained the principal underlying idea. By introducing the empirical studies and empirical methods to planning in the study of urban phenomenon many contemporary urban theories and urban models grounded in the social and economic sciences evolved from this school of thought: Concentric Zone Theory by Burgess (1925), Location Theory by Lösch (1929) -earlier by von Thunen (1826), by Webber (1900), Law of Retail Gravitation by Reilly (1931), Central Place Theory by Christaller (1933), Sector Theory by Hoyt (1939), Multiple Nuclei Theory by Harris and Ulman (1945), Rank Size Rule by Zipf (1949), Social Area Analysis by Bell (1959), Shevky and Williams(1949), Land Theory by Alonso (1964), More Integrated Models of Urban Systems by Lowry (1964) and Forester (1969). Based on restrictive and often unrealistic assumptions, these theoretical approaches were attempts at identifying regularities in spatial patterns as determined by socio-economic-demographic characteristics. (Carvalho,125)

### **3.6.3. Scientific Method in Planning**

Patrick Geddes provided a theoretical background for urban planning by building the roots of scientific method in planning. He developed a basic method for planning process that the planning practice still uses. By the help of his simple survey - analysis - plan method he maintained that the proper study of the city should include a survey of the existing conditions, an analysis of the main aspects of the city and finally preparation of a plan for development which he called 'synoptic plan'. Afterwards this method was advanced by adding the two steps - definition of goals and production of

alternatives. It was the first attempt for consideration of the planning activity as a process and this method formed the roots of rational comprehensive planning approach. Geddes also contributed planning theory by the idea that men and women could make their own cities. (Hall, 1988, 212) As a biologist, Geddes brought ecological approach to urban environment. In his '*Cities in Evolution*' (1915) based on his examination human and environment relations he emphasized the living environments that need to be learned by living in them and understanding their social and spatial dimensions. He suggested that human behavior, particularly social behavior should be understood in terms of the needs and drives of the human organism, evolved through biological evolution and introduced the notion of the city as a living organism, evolving and growing, and planning as a social activity. (Carvalho,129)

#### **3.6.4. Comprehensive Planning**

Comprehensive planning is the most commonly practiced, widely mixed, and criticized approach. The word 'comprehensive' is used both in terms of the size of the space to be planned or the factors to be considered in the planning process. In this sense, either a city-wide urban design project or a national plan concerning the country-wide allocation of resources can be considered as a comprehensive plan.

In this wide scope the earlier exponents of comprehensive planning were Frederick Law Olmstead, Alfred Bettman in terms of city design and Ebenezer Howard and Patrick Geddes and others who deal with a balanced urban environment based on a vision of small, largely self-sufficient rural communities in ecological balance with their rich natural resources. Some of the earlier attempts of comprehensive planning came with Ebenezer Howard's Garden Cities, Frank Lloyd Wright's proposals to decentralize existing cities uniformly across the entire country. Henry Wright and Clarence Stein's Radburn principles. In 1923 Regional Planning Association of America' was constituted by Lewis Mumford, Henry Wright, Clarence Stein, Stuart Chase, Benton Mackaye and Catherine Bauer. At regional scale comprehensive planning was first used in 1926 for New York and environs. It was influenced by Raymond Unwin's and Patrick Geddes's concepts. (Hall,1989, 278)

However comprehensive planning saw its real practices after Great Depression. The Russian Revolution in 1917 brought unconfidence on the capitalist system as the

public movements might destroy the stability of the liberal system. Not so far, the capitalist countries entered a period of economic crisis in 1929. In the following years, the rate of unemployment increased, the world trade narrowed and western world need to make new arrangements to overcome these problems. In this period the role of the state changed. The state was charged with a role to protect and develop the disadvantaged groups of the society. In planning, the limits of aesthetic and practical attempts were recognized and the concern of planning shifted from spatial design to arrangement of social life, control of class struggles before conflicts, to reduce the class stratification on space and to allocate the scarce resources on space as equal as possible. The city was of necessity considered on a broader scale as an integral part of its region, to achieve to a more balanced distribution of population, resources and institutions. Comprehensive planning served these aims well and replaced the traditional land-use planning approaches until 1960s.

By 1940s state planning agencies were constituted to prepare and implement comprehensive development plans at national levels. These were policy plans rather than physical plans. It was believed that national planning would channel the investments of the government in order to end the depression and stabilize the economy. These development plans included flood control projects, reclamation programs and economic and physical development projects including dams, reservoirs, power plants, social, economic and political programs that greatly improved the quality of life in a largely rural, underdeveloped areas.

During World War II, developed countries, particularly England and USA sought for new arrangements about the international system. As a result there was an international regime based on the dominance of USA in the world economy and the rules for global trade contained in the Bretton Woods Agreement (1945). (Sassen, 61) New international organizations and institutions such as IMF, World Bank, UN were emerged considering the world economy and the rules for global trade. This period until 1970s was called as the era of Welfare State. The State was much more important and powerful than ever. Industrialization process was furthered by the 'Development Approach' which became the main aim of the postwar era. This period was called by some authors as 'the golden age of planning' as planning was seen to be an important element of the Welfare State. (Yiftachel, 33) Starting from the end of the war depending

on the population increase and increase in the number of cars, developments in transportation vehicles and road systems, the city began to decentralize. The concern of planning shifted beyond the city boundaries, to design motorways, high-rise buildings and renewal of the central places. Comprehensive planning became an important tool to serve these aims.

“Grounded in utilitarian dictum, comprehensive planning sought its legitimate role in the political arena, as an instrument that enunciated the grand goals of public good, rationally and efficiently achieved the pursuits of comprehensive planning tend to be focused on limited objectives, often of the ruling class and very much directed at mobilizing and utilizing limited resources.” (Carvalho, 96)

In terms of plan document a comprehensive plan is an official public document, a master plan, adopted by a local government as a policy guide to decisions about the physical development of the community, it indicates a general way how the leaders of the government want the community to develop in the next 20 to 30 years. In addition to physical factors this approach includes the socio-economic, environmental and cultural factors to the process of traditional land use planning. Comprehensive plans are ordinarily forced to deal with the city in the danger of not having a way of being implemented, for the degree of control over the environment necessary to achieve them is generally well beyond the will of local governments. Kent said:

“The plan must be comprehensive in the sense that it covers the whole city deals with all essential physical elements of that urban environment, and recognizes its relationships with all significant factors, physical and non-physical, local and regional, that affect the physical growth and development of the community. It should take into account demographic and economic forecasts and anticipated technological change. It facilitates the democratic determination of policies by providing a context that enables citizens and elected officials to learn, discuss, and decide in an informed way.” (Innes, 462)

The idea of comprehensive planning had its origins in the works of Geddes and has a basic method for planning process. The steps of this method can be summarized as:

1. Setting down goals for city development and will possibly set targets for this growth.
2. Survey and analysis: Analysis on the city's economy, its demographic characteristics, history of its spatial development. The analysis mostly includes quantitative aspects of the city which later converted into future projections.
3. Plan preparation or decision making: Depending on projection and the amount of land required for the future land uses a series of maps and drawings are prepared to prescribe the pattern of land uses, the network of transportation links, the location of all public facilities and the system of recreational and open areas, designated areas for special projects, some comprehensive plans involve capital budgeting to achieve the proposals.
4. Implementation of the plan: Major implementation tools of the plan are zoning and control of subdivision
5. Evaluation

This type of planning had numerous examples all over the world. One of the most famous one of these was Patrick Abercrombie's 1944 Greater London Plan. Lewis Mumford defined Abercrombie's London plan as the best single document on planning, in every respect, that has come out since the book of Howards. He claimed that:

“The original job of making the idea credible has been performed and the main task now is to master the political methods that will most effectively translate it into reality.” (Hall, 1989, 278)

During 1960s comprehensive planning was under criticism and realizing its shortcomings many new approaches were developed. However many planners continue to use the comprehensive approach as the model for their work, both they continue to believe in it and because they find the alternatives inadequate. The primary task for many planners continues to be the writing and revising of comprehensive plans for their communities. (Campbell,1996, 9)

### **3.6.5. Systems Approach**

After World War II new technological innovations such as development of radio, television enabled the information flow globally and the computer technology

enabled the collection of and ability to process huge amount of data. The possibilities of better decisions making by the help of these developments resulted with the development of techniques for systems analysis. Success of science in solving physical problems through investigation and technology and the quantitative revolution in the social sciences, the system analysts began to apply their rationality to social problems including planning issues. New approaches in planning were developed in the frame of system analysis and planning began to transform into a quantitative characteristics.

In this period planning became an interdisciplinary profession. Social and natural scientists have become increasingly involved in planning practice, research and teaching. Scientific methodologies borrowed from other disciplines, particularly from sociology, economics, geography. The main concern of planning was to explain the system of cities and to provide a single comprehensive view of all aspects of living and non-living systems. A subset of living systems includes human or social systems and subsets of these systems include cities and regions. General systems theory was the closest approach to the total-system viewpoint necessary for good planning. (Catanese, 43)

By the help of computer-based techniques derived from the transportation engineers and by a related philosophy derived from the aerospace program in 1960s, planning was argued to be based on rational choice among alternatives using quantified techniques.

“Anything that could not be expressed in numbers was inherently suspect. This was a heavy bias in favor of efficiency, which could be measured in terms of time and money, and against equity and intangibles which could not. Given that bias the destruction of old neighborhoods for new freeways and new commercial development was not merely inevitable, it came to have a scientific validity.” (Hall,1989, 279)

Many models of urban systems were developed during 1960s-70s taking its roots and motivation in systems approach, such as Lowry model (1964) and Forester’s model (1969).

### **3.6.6. Rational Comprehensive Planning**

Rational comprehensive planning approach is generally confused with comprehensive planning and sometimes used as the substitute. This approach is, actually, an advanced version of comprehensive planning, but differs from it, in the sense that it includes methods of decision theories and techniques of data collection, measurement and analysis. Judith Innes (1996) discussed the difference between comprehensive planning and rational comprehensive planning by pointing out that this difference depends on the existence of alternatives:

“Comprehensive planning view distinct from rational comprehensive or synoptic planning, which requires clarifying objectives and developing policy by comparing all alternative means to reach objectives and then choosing the optimal method. Proponents of comprehensive planning do not contend that every alternative must be evaluated. A comprehensive city plan is a package of policies that can respond to anticipated conditions and work together for the city as a whole. Elected officials evaluate this package as a whole, using their own methods.” (Innes, 461 )

Until 1950s physical planning approaches dominated the practice of planning. However during 1950s the emphasis shifted towards the process of planning and procedural approaches developed. The first and most common one of these approaches was the rational comprehensive planning approach. The roots of this approach go to the works of H.Simon, Braybrooke and Lindbloom on decision theories, initially as rational planning, which later incorporated the Geddesian synoptic plan to produce the composite rational comprehensive planning model (Carvalho,170) It emerged as a comprehensive, rational model of problem solving and decision making to guide state intervention. Theorists of this approach believed that they had found the intellectual core of planning: a set of procedures that would generate conceptual problems for theorists, serve as a joint object for theory and practice, and guide practitioners in their daily endeavors. (Beauregard, 217)

Instead of concentrating on a blue print or master plan as an end product, in rational comprehensive planning more consideration was given to the process of developing the plan, including public participation and the emphasis has shifted from the pursuit of order and efficiency to a more objective and effective rational scientific

approach in dealing with the growing uncertainties and irregularities of the market place. (Carvalho, 97)

Although comprehensive planning is most commonly practiced approach, in terms of theory rational comprehensive understanding served and continues to serve as the predominant theory of planning. Rational comprehensive planning approach is both a normative theory in that it advocates a particular format for making planning decisions and a descriptive theory that it describes the steps that most planning processes attempt to follow. (Keiser, 37)

Weber and Manheim, the two social philosophers, were the most influential proponents of rational planning. (Carvalho, 82) Webber explained how the perception of city altered in an environment of systems approach were favorable. He suggested that:

“We are coming to comprehend the city as an extremely complex social system, only some aspects of which are expressed as physical buildings or as locational arrangements. As the parallel, we are coming to understand that each aspect lies in a reciprocal causal relation to all others, such that each is defined by, and has meaning only with respect to, its relations to all others.” (Webber, 101)

He also defined planning as a process for determining appropriate future action through a sequence of choices and introduced the means and ends concepts and importance alternative formulation and selection among alternatives for an effective planning.

Meyerson in collaboration with Banfield (1955) applied this approach to the field of physical planning and considered ‘traditional comprehensive planning’ as never really been effective, because of the lack of relevant information and guidance to decision-makers concerning immediate implications of long term plans. (Carvalho, 82) They believed in human rationality in resolving societal problems and believed that the rational mind, devoid of bias could organize and plan for social needs and change. Rational comprehensive planning is based on instrumental rationality, whereby decision makers decide on goals and put questions about policy measures to professional planners and other experts who then formulate alternative plan proposals. The main assumptions on which this model of plan making based:

- Single hierarchy of values,
- Comprehensiveness or a synoptic perspective,
- Unitary public interest, (An elitist view in trying to reconcile the pluralistic nature of society through the imposition of elite class interests and values as imperatives).

This approach conceives planning as an allocative process and a technical exercise either at rational selection of means or rational identification of ends, and the role of the planner as a passive advisor performing a function, rather than as an advisor or innovator of change, politically engaged in plan development and implementation. It was assumed that theoretically planners should be able to formulate only one plan that optimizes all the values expressed in the goals, but in practice constraints of knowledge and resources compel planners to prepare several alternative plans, each of which fulfils as many goals as possible in which goal achievement implies the minimization of expenditure or use of resources. (Carvalho, 82-92)

Rational comprehensive planning is carried through a well-ordered stepwise process, where every step represents a specific task. The method of this process was derived from the classical model of rational decision making:

1. The decision-maker lists all the opportunities for action open to him,
2. He identifies all the consequences which would follow from the adoption of each of the possible actions,
3. He selects the action which would be followed by the preferred set of consequences. (Banfield, 140)

This simple model of decision making later specified and applied to land use planning:

1. Formulation of goals and objectives: Community leaders and citizens help formulate a long-range vision,
2. Design of alternatives: Planners and advisory groups prepare alternative scenarios to achieve the vision guidance of action toward determined ends,
3. Evaluation of consequences: The projected costs and benefits of land use alternatives are considered,
4. Choice of preferred alternative: Community participants and planners settle on a consensus plan,

5. Implementation: The land use plan is adopted and carried out typically as part of a comprehensive plan,
6. Monitoring and feedback of outcomes: The progress of development is compared with the objectives of the plan,
7. Plan revision: The plan is analyzed after a period of 5 years or so and the re-planning process is begun, perhaps going back to a fundamental restudy of goals and objectives and/or alternatives design if major changes have occurred or perhaps only to reconsideration of implementation if adopted techniques are not effective. (Keiser, 38)

Rational comprehensive planning approach served well to the practices of emerging metropolitan regions of the postwar era. During this period planning began to deal with the problems of metropolitan areas which required organizations to handle the issue beyond the municipality boundaries. For the metropolitan areas and regions central planning authorities were established and long-range plans were prepared including many quantitative analysis.

### **3.7. Planning in the Era of Globalization: A Paradigm Shift in Planning**

By the end of 1960s profits based on mass production, mass consumption began to fell. It was argued that the welfare state no longer served the interests of capitalists. As well, the development approach of the postwar era had many side effects on natural and cultural environment and on society, like environmental pollution, destruction of historical and cultural values, poor and unhealthy living conditions depending on rapid urbanization, high rate of inflation, unemployment, poverty, crime, etc. These developments followed by social movements, the civil rights movement and the free speech movement and public participation was introduced in the decision processes of government.

During 1960s as a result of these developments planning reached to its major turning point and its major paradigm shift. This was a period, in which planning shifted its emphasis from modernism towards postmodernism in terms of cultural background, from absolute rationality towards communicative rationality in terms of epistemological background, from master plan to structure plan in terms of plan document and from physical design towards behavioral design in terms of spatial arrangements. With this

paradigm shift comprehensive and rational comprehensive planning approaches began to be criticized and more participatory and pragmatic planning approaches were brought up.

### **3.7.1. From Modernism towards Postmodernism**

The Petroleum Crisis in 1974 clarified the problems of the existing system. The new global regime was developed to overcome the problems of production and economy and to ensure the stability of the capitalist system, even to move it further. The techniques of Fordist mass production had been questioned and they sought for new techniques of a more effective production. The answer was found to be 'Post-Fordist' mode of production by the help of technological improvements. Advanced computer technology particularly increase in the use of personal computers together with advancements in communication enabled collection and process of huge amount of data. This new production type was based on high-technology products and processes, and high mobility of capital and flexible production techniques and management systems. (Castells, 78) It was enabled to carry out different parts of the production process in different places. This production type changed global diversification, roles of countries and the role of state once again. While the authority and power of central government decreased, some of its responsibilities transferred to local governments and public-private partnership and privatization became the main concern for investments.

End of cold war and disintegration of the Eastern block were the most important consequences of the new world system and it furthered the globalization process. The new world order, the roots of which was constructed during 1970s, diffused and the idea of globalization and global cities expanded during 1990s. Global cities became the command points in the organization of the world economy, key locations and market places for the most advanced industries which provide finance and specialized services and major production sites for these industries, the international character of major cities lies not only in their telecommunications infrastructure and their multinational firms: it also contains a variety of cultures and identities that reflect humanity's diversity and potential. (Sassen, 1996a, 3) Tokyo, London and New York have achieved the status of world cities becoming centers of political, financial and commercial

activity and the trend for cities was increasingly to become sprawling conurbations. (Antonio, 19)

The efforts to solve the problems of urban space, within a broader frame 'the environment', became to be considered globally. Spatial arrangements and policy formulations were developed by the help of international attempts such as Maastricht Agreement (1992), European Spatial Development Perspective (1999), and particularly dozens of United Nations Congress and the concepts of natural and historical preservation, sustainability, increase of life quality emerged and considered beyond the country boundaries at international scale.

The conditions brought about by population growth and migration, new means of transportation and communication, scientific and technological advancements, increase in the amount of information and its widespread dissemination and the increasing complexity and interdependence of human activities and organizations in general and these recent developments have produced extensive changes in most intellectual fields. (Branch, 20) Postmodernism with its principles of rejection of totality, diversity, democracy served the new global world as a cultural background.

Some authors who deal with history of modernism consider the period until 1970s as the modern era and as brought to an end, symbolically, by the bombing of a mass housing site by its dwellers in 1972; and postmodern era started. John Friedmann (1989) argued that "it has become common place to say that we are living in postmodern times and the postmodern tells us: anything goes." (Friedmann, 1995, 74) Nevertheless, most of the authors like David Harvey argued that postmodernism is further development of modernism. Robert Beauregard stated the basic properties of postmodernist cultural critique as "a turn to historical allusion and spatial understandings, the abandonment of critical distance for ironic commentary, the embracing of multiple discourses and the rejection of totalizing ones, a skepticism toward master narratives and general social theories, a disinterest in the performativity of knowledge, the rejection of notions of progress and enlightenment, and a tendency toward political acquiescence." (Beauregard, 225) In postmodernist view space and time conceived dialectically, socially, and historically; and integrated into a critical social theory.

An earlier critique to planning as a modernist project of spatial arrangement, came from Jane Jacobs. In her '*Death and Life of Great American Cities*' (1961), she argued that:

“Planners ignored the lessons to be learned from the real life of the city and have instead transposed theories derived in isolation or from superficial understanding of the city and that there was no virtue in making a city orderly, clean or less dense, what a city needs is diversity and more intensive and active development.” (Carvalho, 106)

In terms of planning theory initial attempts to view theory through the lens of the postmodern cultural critique came from urban geographers like Michael Dear, Phillip Cooke, David Harvey, Edward W. Soja, and Edward Relp. (Beauregard, 224) Together with other theorists like Manuel Castells, John Friedmann, John Forester, etc., they look towards social sciences for theoretical guidance and attempted to reconstruct society. One extreme view came from Paul Feyerabend (1975) as the anarchistic and irrational and the artistic view of science. This can be called as epistemological anarchist perspective. (Carvalho,155) Based on the ‘anything goes’ approach of postmodernist discourse, he is concerned about innovation and considered it as the one that gives rise to fundamental change and irregularity is of crucial importance for innovations in science. He argued that ‘less traveled roads, where we should have to start from scratch without much background knowledge demand creative solutions.’ (Johannesen, 164)

In terms of practice planners need to take a mediative position between capital, labor, and the state. The totalizing vision and reformist tendencies of modernist planning have been undermined. Acceptance of the multiplicity of interests, combined with an enduring common interest in finding viable, politically legitimate solutions. Planners serve the public interest by negotiating a kind of multicultural, technocratic pluralism. (Beauregard, 221-224)

### **3.7.2. From Absolute Rationality towards Communicative Rationality**

During 1970s, in terms of rationality there was a paradigm shift from absolute rationality towards communicative rationality, as the ‘absolute rationality and comprehension became not only impracticable but also politically impossible in the

increasingly politicized environment of governmental decision making. (Yiftachel, 35) This view aimed 'to cultivate community networks, listen carefully to the people, go out to those who are least well organized, educate the citizenry, supply plenty of information and ensure that people know how to use it. (Hall, 1989, 280)

Major advances in theoretical background of the planning approaches during this period were carried out building on the ideas of Jurgen Habermas:

“The idea of ‘communicative rationality’, drawn largely from Habermas, developed by Dryzek for policy making, and applied to planning by Forester, Sager, Healey and Innes among others. A decision is considered as ‘communicatively rational’ to the degree that is reached consensually through deliberations involving all stakeholders, where all are equally empowered and fully informed, and where the conditions of ideal speech are met (statements are comprehensible, scientifically true, and offered by those who can legitimately speak and who speak sincerely). Communicatively rational decisions, then, are those that come about because there are good reasons for them rather than because of the political or economic power of particular stakeholders.” (Innes, 461)

### **3.7.3. From Master Plan towards Structure Plan**

Master plans, as documents for traditional planning approaches developed until 1960s, served and at some parts still continue to serve to the practice of planning. Nevertheless since the late 1960s began to be criticized as not they were not able to solve the problems of industrial societies by simple physical precautions. Master plans are prepared as technical document, that will present the desired future form of the city by arranging physical elements of the city and their relations with each other and the infrastructure facilities by the planners who were charged with regulating the spatial arrangements of land uses.

The plan was considered to be final product of the planning process, generally prepared for a period of 20 years but in fact has no limit of time. In 1968 structure plan became officially recognized and began to replace master plans. In structure plans the city does not designed totality but the problems of the city and basic structure of the city were are designed. Following this basic structure various action plans are prepared.

“Structure plan aims to influence certain key locational decisions while recognizing that there are many other things that cannot be decided at the outset. It singles out for attention certain aspects of the environment; usually the land users, the main movement systems of the mass and location of critical facilities and buildings.” (Catanese, 195)

#### **3.7.4. From Physical Design towards Behavioral Design**

By the shift of planning from its design base to a procedural context, planners who remained in dealing with design of cities became specialized in urban design which was seen as a field that would bring together certain aspects of urban planning, architecture and landscape architecture. The pedestrianization of old centers, conservation, regeneration and renewal projects prepared within the context of urban design.

During the 1960s social and behavior based design came to be recognized by planners. The approach of behavioral design is based on the assumption that beautiful designs do not necessarily produce livable cities and cities are not simply extensions of geometry but manifestations of human behavior and the pattern of human behavior should determine the urban form. (Carvalho, 126). Two of the former advocates of this approach was Christopher Alexander, Kevin Lynch, etc. The Charter of Habitat, developed as a reaction to Charter of Athens claimed that each habitat has its own identity and need to be planned accordingly.

For spatial arrangements postmodernism involves a turn to past, particularly in terms of urban design and architectural styles.

#### **3.8. Planning Approaches Since 1960s: From Comprehensive Planning towards Participatory and Pragmatic Planning**

In terms of planning approaches, since 1960s, the main concern shift from spatial arrangements to improving decision making process and from unitary public interest to a heterogeneous public understanding with many voices and interests, towards public participation, consensus building, communication, collaboration and towards more pragmatic planning attempts.

Most of the critiques were concentrated on comprehensive or rational comprehensive way of plan making.

“The consensus that comprehensive planning was to be the unifying paradigm for the emerging postwar field of planning, did not last long. The form and dynamics of the city have changed to such an extent that the principles of modernist planning were less credible and comprehensive planning that articulates the organic integrity of the city has become politically untenable.” (Beauregard, 221).

Altshuler argued that the practice of comprehensive planning fell short in the sense that the success of comprehensive planning depended on a high level of knowledge and the technological capability to use it however it is beyond the capacity of an individual’s comprehension. The other point is that planners have to develop a unique hierarchy of collective goals to measure the public interest which is impossible in practice. The comprehensive physical plan is neither practically feasible nor politically viable, and that the comprehensive planner has no basis for legitimacy as a professional; the role, power, and knowledge of planners as too limited, to prepare a comprehensive plan and no one has expertise to do comprehensive planning. Altshuler criticized comprehensive planning by stating the roles and limits of comprehensive planner as

“those who consider themselves comprehensive planners typically claim that their most important functions are: 1. to create a master plan which can guide the deliberations of specialist planners; 2. to evaluate the proposals of specialist planners in the light of the master plan, and 3. to coordinate the planning of specialist agencies so as to ensure that their proposals reinforce each other to further the public interest. Each of these functions requires for ideal performance that the comprehensive planners understand the overall public interest, at least in connection with subject-matter (which may be partial) of their plans; and that they possess causal knowledge which enables them to gauge the approximate net effect of proposed actions on the public interest” (Altshuler,193).

Alternative planning approaches developed as a response or to overcome the inefficiencies of comprehensive and rational comprehensive planning approaches all of which drawing on the weaknesses and problems of these models and later due to the shift of the emphasis of planning from absolute rationality to communicative rationality.

**3.8.1. Incremental Planning**

The critique of comprehensive planning that it required a level of knowledge, analysis, and organizational coordination which was impossible complex, led to the development of incremental planning approach. Lindblom put forward a modified version of rational decision making model, incremental planning, that would reflect practice more accurately. Lindblom in his *‘The Science of Muddling Through’* (1959) described the main characteristics of decision process as muddling through by showing the contrasts of rational-comprehensive method with what he called ‘method of successive limited comparisons’ (Lindblom, 291) (table 4)

**Table 4.** Comparison of Rational-Comprehensive Method and Successive Limited Comparisons Method

<b>Rational-Comprehensive Method</b>	<b>Successive Limited Comparisons Method</b>
1a. Clarification of values or objectives distinct from and usually prerequisite to empirical analysis of alternative policies.	1b. Selection of value goals and empirical analysis of the needed action are not distinct from one another but are closely intertwined.
2a. Policy-formulation is therefore approached through means-end analysis: first the ends are isolated, then the means to achieve them are sought.	2b. Since means and ends are not distinct, means-end analysis is often inappropriate or limited.
3a. The test of a “good” policy is that it can be shown to be the most appropriate means to desire ends.	3b. The test of a “good” policy is typical that various analysts find themselves directly agreeing on a policy (without their agreeing that it is the most appropriate means to an agreed objective).
4a. Analysis is comprehensive; every important relevant factor is taken into account	4b. Analysis is drastically limited: Important possible outcomes, important alternative potential policies, important affected values are neglected.
5a. Theory is often heavily relied upon	5b. A succession of comparisons greatly reduces or eliminates reliance on theory.

In his later works, Lindblom (1965), and the other two in collaboration with Hirschmans (1962) and Braybrooke (1963) developed the incremental planning model. He argued that the comprehensive model required a level of data and analytical complexity that was simply beyond the grasp and ability of planners (Fainstein, 1996a, 262) and that no one follows the pure rational model because of its exorbitant demands for information, its artificial separation of the stages of decision making and its unreasonable expectation for consideration of all possible alternatives. (Keiser, 37) In fact, the actual practice of planners is incremental planning using successive limited comparisons to achieve realistic, short-term goals. (Fainstein, 1996a, 262) He suggested that a policy decision or a plan was not made at once, instead it was developed through incremental changes.

In incremental planning, policy makers come to a decision by weighing the marginal advantages of a limited number of alternatives. Rather than working in terms of long-range objectives, they move ahead through successive approximations. Lindblom (1965) argued the logic of decision making:

“Decision makers typically consider, among all the alternative policies that they might be imagined to consider, only those relatively few alternatives that represent small or incremental changes from existing policies. In this sense decision making is incremental. Behind the incremental and disjointed tactics we have just summarized is a concept of problem solving as a strategy. In this view public problems are too complex to be well understood, too complex to be mastered. One develops a strategy to cope with problems, not to solve them.” (Fainstein, 1996b, 272)

Lindblom, also argued that because of wide variations in human values, it would be hard to reach an agreement in defining either the ends or the means in a way that would be acceptable to all. Under incremental planning plans are made by a combination of intuition, experience, rule of thumb, various techniques and endless series of consultations. (Carvalho, 88) Incrementalism shows that it is not technical but political factors that determine how many alternatives shall be evaluated and analysis can never offset the need for political acceptance and consensus. Incrementalism assumes that decision making is spread out among numerous actors and every actor decides in accordance with his/her preference and political solutions should be

acceptable for all the actors in the decision-making process. On the other hand incremental planning itself has been criticized for being too conservative and as it tends to reinforce the existing order of society and its organization and neglecting the power of revolutionary social change. It also shares the shortcoming of inductive thinking by assuming that short-term stimulus and response can replace the need for vision and theory.” (Fainstein, 1996a, 262)

### **3.8.2. Mixed Scanning**

Etzioni in his ‘*Mixed Scanning: A Third Approach to Decision Making*’ (1967) put forward an alternative theory, mixed scanning, as an approach to social decision making, by which he attempted to combine the rational and the incremental models. He tried to integrate the positive aspects of both models while minimizing the restrictive parts of each. He distinguished between higher order fundamental policy-making process which sets basic directions and an incremental process which prepares for fundamental decisions and revises them after they have been made. From an abstract viewpoint mixed-scanning provides a particular procedure for the collection of information, a strategy about the allocation of resources and guidelines for the relations between the two.

Fundamental decisions refer to a variety of interrelated aspects as:

1. Defining the main problem which requires a detailed examination,
2. Selecting the main alternatives,
3. Allocating time and resources for information seeking,
4. Deciding whether to continue or discontinue goals and values,
5. Formulating goals and values (Johannesen, 162).

Each of the two elements in mixed-scanning helps to reduce the effects of the particular shortcomings of the other; incrementalism reduces the unrealistic aspects of rationalism by limiting the details required in fundamental decisions, and contextualizing rationalism helps to overcome the conservative slant of incrementalism by exploring longer-run alternatives. Together, empirical tests and comparative study of decision-makers would show that these elements make for a third approach which is at once more realistic and more effective than its components. A higher capacity to build consensus than even democracies command. (Etzioni, 224-225)

### **3.8.3. Implementation-oriented Planning**

Implementation-oriented planning developed by Pressman and Wildavsky (1973) based on the question that how competing plans should coalesce around certain common interests remains unresolved. They criticized rational comprehensive planning as it does not give enough thought to the issue of plan implementation. Rational comprehensive planning assumes that as long the decision is made in a rational way the rest will take care of itself. Actions, counter actions and strategies are not included in the rational planners vocabulary. Nor does this model pay attention to informal organizations, non-hierarchical decision methods, non-goal-oriented behavior and conflict-creating process. (Khakee, 365)

Pressman and Wildavsky focused on implementation and have spawned a veritable implementation literature, the emphasis being of implementation failure. (Faludi, 1998, 111) Initially they started with the seminal work in 1973 about the implementation of the United States Federal development program at the local level. Implementation research can be very roughly divided into three categories as:

1. The 'top-down' approach emerges from the analysis of defects in goal formulation and the dichotomy between decision making and executive functions within an organization.
2. The 'bottom-up' mode places its emphasis on the role of field workers in the implementation of a policy. Lipsky (1979) showed that the failure to implement policies was because the values and preferences of the field personnel were not taken into account. An assumption for the latter is that field workers enjoy a certain measure of discretion.
3. The third category consist of so-called 'hybrid theories' which underline that environmental factors as well as the institutional context determine implementation which is regarded as an uninterrupted sequence between policy and action. (Khakee, 366 )

### **3.8.4. Strategic Planning**

Strategic planning is developed by those who argued that the rational planning model fails to consider external conditions and that it does not gain agreement from the actors with the necessary power to implement its recommendations. This approach

relies on a rational process of assessing the environment, creating a vision success and selecting actions in light of a range of possible futures.

Strategic planning originated in the private sector by the need of rapidly changing and growing corporations to plan effectively for and manage their futures in case of uncertainty. By the end of the 1960's Steiner (1969) estimated three-quarters of the large industrial corporations in the United States had formal strategic planning in place. By the mid 1980's more than half of the publicly traded companies were using some form of strategic planning.

In comparison to comprehensive planning, strategic planning is short or middle ranged, around 5 years, and instead of long analytical undertakings it is based on external and internal scanning on specific and selected critical issues. By doing so it narrows the task of more comprehensive analysis. It is oriented more towards action, results, and implementation. Strategic planning theorists rejected the general goals and instead embraced the "lean and mean" strategies from the business and military sectors. Strategic planning promotes broader and more diverse participation in the planning process and emphasizes assessing a community's strengths and weaknesses in the context of opportunities and threats. It places more emphasis on understanding the community in its external context, determining the opportunities and threats to a community via an environmental scan. It represented a way to privatize the style of public planning without privatizing public ownership.

The basic steps in strategic planning at the community level can be stated as:

1. Scan the environment,
2. Select key issues,
3. Set mission statements or broad goals,
4. Undertake external and internal analyses,
5. Develop goals, objectives and strategies with respect to each issue,
6. Develop an implementation plan to carry out strategic actions,
7. Monitor, update and scan. (Kaufman, 30-31)

Although the proponents of the strategic planning think that strategic planning may revitalize public sector planning, some others consider it is not different than current middle range planning practices. Significantly, they address the question of whether strategic planning can work for a whole community rather than its traditional

client of a specific public corporation or single city agency. Whether they were favorable or unfavorable toward strategic planning, most of the planners who use this type of planning agreed that it was not fundamentally different from good traditional public planning. Kaufman and Jacobs view strategic planning as 'old wine in new bottles'. (Fainstein, 1996a, 263)

### **3.8.5. Advocacy Planning**

Advocacy planning approach, developed by Paul Davidoff, based on the critique that traditional planning approaches create at least two barriers to effective pluralism, as they too narrowly address issues of physical planning, separating the physical from the social and thereby neglecting social conflict and inequality in the city and as planning commissions are undemocratic and poorly suited to represent the competing interests of a pluralist society. (Fainstein, 1996a, 263) Advocacy planning criticized the unitaristic public interest view of comprehensive planning and has been developed taking into consideration of the pluralistic nature of contemporary society.

Following Dahl, Banfield and Polsley (1960) who introduced the pluralist theory, Davidoff and Reiner (1962, 1965) questioned the existence of a single, consensual public interest and assumed that there are many diverse interest groups competing for the limited resources available. (Carvalho, 132) Davidoff in his '*Advocacy and Pluralism in Planning*' (1965) argued that comprehensive planning does not go far enough to deal with the unfairness of cities. Comprehensive planning presumed a common public interest but in effect gave voice to only one interest (in fact represented merely the interests of the privileged) as they are represented in the public sphere and can influence the political agenda, and ignored the needs of the poor and the weak. Davidoff advocated the recognition of the various interest groups each with its own preferences and values and their input in plan making and claimed that the practice of unitaristic planning has discouraged full participation of citizens in plan preparation in traditional approaches. He called for the promotion of the particular interests of the disadvantaged or excluded interests, where these groups need a professional voice to defend their interests. Advocacy planning facilitates social chances by making it possible for planners to represent groups whose interests would otherwise be excluded from the planning process. (Davidoff, 305-320)

The advocates of this approach argued that planning should promote equitable pluralism, the planner should be involved in the political process as advocates of the various interest groups other than the authority producing the official city plan. An advocate planner assumed under this model a much broader role moving from the traditional role of technician to a proponent or advocate of specific courses of action or plans. This approach is against the idea of a single master plan. Such a process is carried out with the aim to produce superior plans as a result of the competition and would offer a better chance of being implemented. In this sense planning becomes simply a means for determining policy including the goal identification as an activity central to planning and more important than the means or choices of instruments. (Carvalho, 133-136)

According to this approach initially there is a need to identify these groups and map their values and then every group should have access to planning experts who can safe guard their interests. Planning authorities establish a dialogue with all the groups through their 'advocates' and these advocates carry out their task independently of the planning authorities. It argues for a pluralist model of society and attempts to create a link between technical expertise and participatory democracy. While the advocate planner could theoretically work for any social group, the term has generally been interpreted to mean 'advocate for the poor'. This approach includes the planners inside and as well as outside the government. While it generated a lot of academic dialogue and professional interest it could not be implemented in practice as it lacked institutional structure. (Davidoff, 305-320)

### **3.8.6. Equity Planning**

Equity planning, followed the tradition of Davidoff's advocacy planning, attempted to find a common ground of public interest and working within the system of public sector planning. Although the terms equity and advocacy planning are used more or less interchangeably they have minor differences in the sense that advocacy planning is a more limited concept than equity planning. The advocacy model is based on the legal system in which the planner is responsible to his or her client and express only the client's interests. However equity planning sought to return planning to a more progressive path of both promoting the larger public interest and directly addressing urban inequalities. Unlike traditional planners, equity planners enlist the participation of

the public or client group in determining substantive goals and explicitly accept planning as a political rather than a strictly scientific endeavor. Planners begin with the overarching goal of increasing equality; who determines the means and the intermediate goals depends on the situation. (Fainstein, 1996b, 270-271)

Norman Krumholz, the name most associated with equity planning, argued that the path towards equity planning is a long one, requiring persistent commitment, clear goals, and less caution among planners. (Fainstein, 1996a, 263-264) He equated a successful city with the quality of life of the people who live within it, he brought issues of substantive justice to traditional planning terrain. He published an article 'A Retrospective View of Equity Planning: Cleveland, 1969-79' in 1982 in which he presented his experiences of equity planning based on the plan report for Cleveland. This report (1969) was perhaps the first planning document to shift the emphasis from traditional planning approaches to a more dynamic process and to shift towards problems of contemporary cities such as problems of equality, poverty and mobility. Its main objective was to address the needs of those most in need in the city. The plan was called the policy plan with no pretension of being either ideal or comprehensive but simply functional and realistic, more of a progress report addressing some of the very critical issues confronting the people of the city. Public participation and the redistributive approach the plan takes allowed greater opportunity and choices for its citizens specially those most disadvantaged. (Carvalho, 171) The staff of the Cleveland City Planning Commission consistently operated in a way that was activist and interventionist in style redistributive in objective. The approach used in this practice was called 'advocacy' or 'equity' planning by many in the planning profession; it has also been called 'cut-back planning' by Professor Herbert Gans and 'opportunity planning' by Antony Downs. It has received considerable scholarly attention, perhaps as a polar example of the application of local planning efforts to issues of social equity. (Krumholz, 1996, 345)

### **3.8.7. Democratic Planning**

Democratic and equity planning are overlapping approaches as they arise from the same impulse toward social equality, however they have minor differences in the sense that while democratic planning emphasizes the participatory process allowing all

voices to be heard, the thrust of equity planning is on the substance of programs. Equity planners have a particular responsibility to advance the interests of the poor and racial or ethnic minorities, even when opposed by popular majorities. Democratic planning attempts to plan for the society as a whole. Democratic planners rely on the public as the ultimate authority in the formulation of plans and take a populist view that differentiates between special interests and the public interest. Although, according to the democratic planning ideal, the public chooses both ends and means, in practice the planner shapes the alternatives that will be considered by determining the composition of the planning group. (Fainstein, 1996b, 269-271)

David Godschalk advocated this approach and stated the need to bring governmental planners face-to-face with citizens in a continuous cooperative venture that could educate and involve the planners in their community”. Godschalk’s stress on the importance of constant communication between planners and the public continues to the present in the works of such influential planning theorists as John Friedmann and John Forester. (Fainstein, 1996b, 298)

### **3.8.8. Critical Theory**

Critical theory is advocated by those who argue that the rational model is too elitist and bureaucratic, failing to achieve the necessary communicative competence and ethics. This theory insists on the processes for open communication, including critiques of plans, among all affected interests. (Keiser, 39)

Critical theory of Frankfurt School, advocated by M.Horkheimer, T.Adorno, H.Marcuse, E.Fromm, J.Habermas, maintains that planning should direct its efforts at critically examining social change with a view to restructuring it based on the critical findings. (Carvalho,147) John Forester applied critical theory to the analysis of planning and policy analysis in general and de-emphasized the material and physical dimensions of planning. He relates the theory and practice of planning to the critical social theory formulated by Habermas. (Ligget, 539) In applying Habermas’s overarching theory to planning practice he uses the concept of communicative interaction as a medium for bringing together the macro and micro sociological worlds of human activity. This link between the larger system and individual to small group interactions is of crucial

interest to practicing planners and those of who engaged in understanding the relationship between theory and the real world of planning. (Warren, 540)

Forester has spent a great deal of time with practicing planners. This has made him one of the foremost theoreticians striving to make planning theory usable for planners. He described how people come to sets of beliefs and understandings that provide the basis for action. Forester suggests that critical theory broadens inquiry in ways that highlight the interweaving of empirical and normative concerns and recommends a more free and democratic society which grounds the guidelines to the practical action. (Warren 540-541) He exhorts planners to develop a set of community relations strategies, for example, cultivating community networks, alerting less organized interests of significant issues, assuring that community-based groups are adequately informed and engage in critical analysis of policies affecting them, exercising skills in conflict management and group relations, and compensating for political and economic pressures. (Fainstein,1996a, 269)

### **3.8.9. Transactive Planning**

Transactive planning, in other words ‘theory of new humanism’ or ‘generative planning’ developed by John Friedmann who argued against the concept of comprehensive planning as being both restrictive and simplistic and tend to be focused on limited objectives, often of the ruling class and very much directed at mobilizing and utilizing limited resources. (Carvalho, 96) Friedmann suggests that he wanted to focus on praxis, or moral public action, as it is there that he saw a direct link to planning. He argued that planning is an inherently moral practice -a praxis- in the sense that it affects the way we live in terms of relations among people and their institutions. (Friedmann, 1995,75)

Transactive planning originated as a result of the increasing gap in the communication between professional planners and the public. Transactive planning proposes methods about how to plan for public needs in the best possible manner and eliminate or at least reduces the obstacles which arise in attempts to achieve the desired development. Friedman see the real solution in restructuring of the basic relationship between planner and client. This approach puts an emphasis on small-scale special organization, where there are plenty of opportunities for interaction between all the

actors concerned in the planning process. Participants learn to cooperate with one another, identify common interests and respect one another even when their views differ. The planner's role is like an ombudsman for 'radical social changes'. In the Norwegian interpretation of transactive planning, the planners must be members of the community for which a plan is made.

Friedmann argues that transactive planning needs a learning society. The reconstruction of society, so that it might become a learning society must begin with man's reeducation. Processed knowledge is to be joined to action through a series of personal transactions which would bring the rules of the two worlds (knowledge and action) into conjunction. The main element of transactive planning is a dialogue with presumes a relation in which thinking moral judgment, feeling and empty are fused in an authentic act of being. (Khakee, 386-369)

#### **3.8.10. Negotiative Planning**

Negotiative planning is based on the claim that the rational model does not recognize the disputes inherent in plans and planning and thereby sets the stage for either conflict over planning proposals or rejection of the legitimacy of the plan when it fails to deal with the interests of affected parties. (Keiser, 37)

Negotiative planning creates a dialogue among interested citizens, business and public authorities in order to appreciate better one another's preferences and actions. As a result of the economic crisis in the 1970s private developers and other market actors obtained increased freedom to act with regard to urban development and there was a shift in interest from comprehensive planning to project planning, it became more common for individual projects to become the focus of urban planning and the coordination between projects occurred through a series of adjustments and agreements between various participants. (Khakee, 369)

Negotiative planning calls for involving all stakeholders in negotiating consensus over plan disagreements, consensus-building increasingly incorporated into rational planning approaches. (Keiser, 37). The negotiation approach for resolving conflicts arose primarily from universities, research center and private foundations and was then transferred to practice. This approach developed as an alternative to advocacy planning and also has emerged in the form of negotiating techniques for resolving

disputed goals and conflicts. In these cases planners became negotiators seeking compromises among the differing goals of the several involved parties. (Catanese, 51)

A majority of researchers associate the concept of collaboration between public authorities and market actors in order to negotiate an argument on a specific development project. Such cooperation excludes the public, some researchers however contend that negotiative planning includes both private business and spontaneously organized citizen groups. In this approach there exist a strategic interdependence between negotiating partners; negotiations are preferred in areas where negotiating partners want to avoid operating through formal channels where a system of rules exists; each negotiating partner successively adjust their actions and ambitions in order to obtain the best possible result. The final product of negotiative planning usually includes verbal agreements, mutual pledges and undertakings. The value of these results depends entirely on how negotiative planning organized. All those involved in negotiations expect to gain advantages compared with conducting planning in any other way. (Khakee, 369)

### **3.8.11. Consensus Building**

Consensus building is essentially another version of negotiative planning. It is developed as a method of plan making based on the idea of 'communicative rationality'. Innes (1995) argued that this approach provided the opportunity to reformulate comprehensive planning. The aim of this approach is a collective search for common ground and the opportunities for mutual benefit. It is a method of searching for a unitary public interest that, according to Meyerson and Banfield, may be either the set of ends share among the individuals making up the public, or the unique interests of the body politic.

This approach puts forward a method of group deliberation that brings together for face-to-face discussion a significant range of individuals chosen because they represent those with differing stakes in a problem. It uses the tools of alternative dispute resolution such as mediated negotiation. The process requires that participants have common information and that all become informed about each other's interests. When the group has explored interests and agreed on facts, they create options, develop criteria for choice, and make the decisions on which they can all agree. Citizens, public

agencies or even legislatures create consensus-building groups to supplement traditional procedures for policy development and plan preparation. Such groups have built consensus for planning and policy tasks on geographic scales ranging from the neighborhood to the nation. In consensus building its a group that, collectively, absorbs and evaluates information. The basic elements and concept of the plan grow out of group discussion. Consensus building, accepts as well the validity of experiential, subjective, and socially shared knowledge about many matters, including the public interest. It cuts across agencies and commissions, and bring bureaucrats, elected officials, and citizens together for joint learning and decision making. In this approach a wide range of groups have representatives who can speak knowledgeably for their interests. Consensus building's results can often be regarded as approximating the public interest as conceived in the unitary version favored by planning theorists, rather than as the which is an aggregation of individual interests. The goal of consensus building is deliberation that is informed, takes into account the interests of all including the weakest, and uses only 'good reasons' to persuade. Good reasons come to include protecting each other's interests and promoting what is good for the resource or region.

Various planning efforts carried out using this approach in USA. One of them is the New Jersey State Planning Process (1992) in which local government worked with state agencies in consensus building to produce the plan. The policies of the original draft were significantly altered as a result of discussions including interest groups, state agencies and technical experts, with the counties acting as mediators between the state and hundreds of local governments. After five years of discussion and revision, the State Planning Commission, whose members represent the full range of interests in growth, adopted the plan unanimously and today, public agencies are quietly implementing much of it. (Innes, 460-470)

### **3.8.12. Communicative - Collaborative Planning**

Theories and methods for communicative or collaborative planning is a dominating perspective in contemporary planning and considered as essentially a theory of planning practice. It describes, interprets and explains what planners actually do, and it has a normative purpose as well, it explains what an ethical and socially critical form of planning should be, in other words it elucidates the relationship between the issues

and problems planners encounter in their daily work and the economic and political structural order in which they work. (Khakee, 370)

Based on communicative rationality, by this approach planned action is explained and understood as being socially constructed that is, the outcome of interactions, relations and exchange between actors in the policy process. (Healey, 1997) It views planning as a communicative process involving multiple interacting actors, emphasizes both interaction and iteration which takes place in an extensive institutional context and aims to obtain commitment and consensus among all stakeholders. (Khakee, 371)

Patsy Healey advocated this approach and developed ten propositions about communicative planning as:

1. It is an interactive and explanatory process which focuses on decisions and actions in various policy areas but at the same time acquires knowledge from the real world,
2. Interaction takes place between several fluid and overlapping discourse groups: each of these groups have their own value and knowledge system and their own way,
3. Intercommunicative planning involves thoughtful dialogue between discourse groups, considerateness implies appreciation and attention to each others' views and action space,
4. Planning results not only consist of programs and policies but also the creation of arenas where programs are formulated and conflicts identified and resolved,
5. Within the framework of argumentation all dimensions of knowledge, appreciation, understanding, experience and judgment are mobilized,
6. Communicative planning upholds a reflectiveness and a critical understanding by exhibiting the requirements of rational communication,
7. Interaction is as inclusive as possible so that all stakeholders have the opportunity to participate and thereby communicative planning serves democratic pluralism,
8. It is a mutual learning process where the participants learn new approaches about themselves, their relations with others and their own and others' values,

9. In communicative planning attention is paid to the power of language, metaphors, ideas, imagination and storylines in a common attempt to change the material conditions and the established power relation,
10. Communicative planning does not adhere the goals as rational planning does in the sense that given goals must be followed in a certain way, rather, it is a process with a direction of travel that is accepted by those involved and can be changed if so needed. (Healey, 1993)

### **3.9. A Summary on Planning Theory**

The framework of planning theory involves various theoretical planning approaches each of which either understand the logic of planning under different conditions or propose models to guide the planning activity and urban structure.

The discourse and praxis of contemporary urban planning emerged in the early industrial and evolved in parallel to enlightenment philosophy and major developments in the world history. During this evaluation process even though it had different meanings and played different roles, actually lived one major paradigm during 1960s. While justification of planning intervention was based on the notion of absolute rationality, beginning with the end of 1950s it was criticized as it overlooked the demands of the all interest groups and as it had serious implementation problems. Based on the critics of the dominant planning approaches until 1950s new approaches developed during 1960s. The search for more pluralist, participatory and pragmatic approaches moved theorization attempts of planning towards more communicative approaches.

Since its emergence up to now planning have two major concern:

1. Planning aims to propose guidelines and design principles for spatial arrangements. Throughout planning history attempts in this context ranged from utopist ideas to comprehensive land use allocations or large scale urban design projects.
2. Planning aims to show the necessary steps of action to perform the planned intervention. Attempts in this context started with the simple survey-analysis-plan method, followed rational comprehensive planning method and continue by adding different steps and actors to the process.

Both in terms of spatial arrangements and process urban planning activity in Turkey is carried out through following the western models. Within the next chapter planning practices of İzmir will be analyzed to understand the methods used to guide the planning process and to understand the principles developed for spatial arrangements and will be evaluated whether those methods and principles are based on the general theoretical approaches presented within Chapter 2 and Chapter 3.

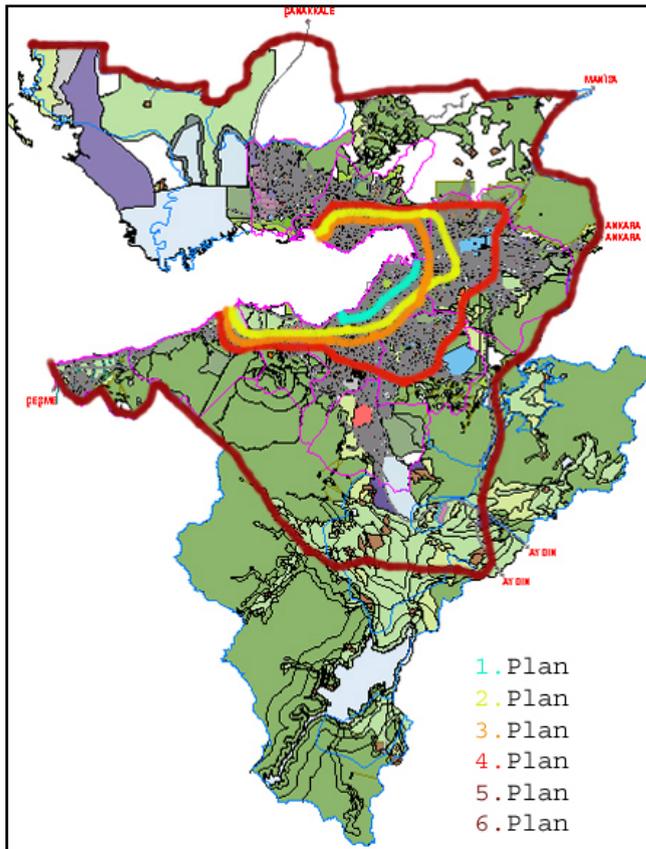
## CHAPTER 4

### THE CASE STUDY: ANALYSIS AND EVALUATION OF THE PLANNING PRACTICES OF THE CITY OF İZMİR IN TERMS OF THEORETICAL BACKGROUND AND IMPLEMENTATION

#### 4.1. The Citywide Planning Practices of the City of İzmir

The city of İzmir have always been one of the biggest cities of Turkey and have presented the early examples of the Turkish planning experience. The planning practices of İzmir have been developed in parallel to major events in the political and socio-economic history of Turkey on one hand and on the other hand although with a delay, followed the evolving methods of planning approaches developed in the West.

During the Republican period İzmir experienced six citywide planning practices each of which was corresponding to a different period in Turkish history, carried out through different organizations and based on different theoretical approaches:



**Figure 6.** The Boundaries of the Plans for İzmir

1. The plan of Danger and Prost approved in 1925 and revised by the municipality staff in 1933,

2. The plan of Le Corbusier completed in 1949 but not approved,

3. The plan of Aru, Özdeş and Canpolat prepared as a competition project in 1952, improved by the planning office of the Municipality of İzmir with the collaboration of Aru and approved in 1955,

4. The plan of Albert Bodmer completed and examined by the Ministry of Development and Settlement in 1960 but not approved,

5. The plan of Metropolitan Planning Office completed in 1972, approved in 1973, revised in 1978,

6. The plan of Metropolitan Municipality approved in 1989.

## **4.2. The Plan of Rene and Raymond Danger and Henri Prost, 1925**

While contemporary citywide planning efforts mostly began in industrial cities of the western countries, in Turkey these efforts have been developed by the foundation of the Republic of Turkey just after the end of Independence War following the World War I. The foundation of the new nation in 1923 not only brought crucial changes in terms of political structure but also started the transformation process in the social and economic structure. Although in the previous periods there were partial attempts to arrange the urban space through a plan or a program, it was during the Republican period that the real practices of urban planning were carried out with the aim to transform the traditional society into a modern society. Spatial arrangements made through modernist principles of planning were considered as an important tool for this transformation process. The earlier planning efforts were put forward to reconstruct the settlements damaged during the war and to create new administrative and economic centers of the new state.

The first citywide urban planning effort of Turkey was prepared for the city of İzmir in 1925 just after the foundation of the Republic of Turkey. It was developed at two steps, the first step includes the preparation of the master plan in 1925 and the second step includes the revision of the plan in 1933.

### **4.2.1. Foundation of the Republic of Turkey**

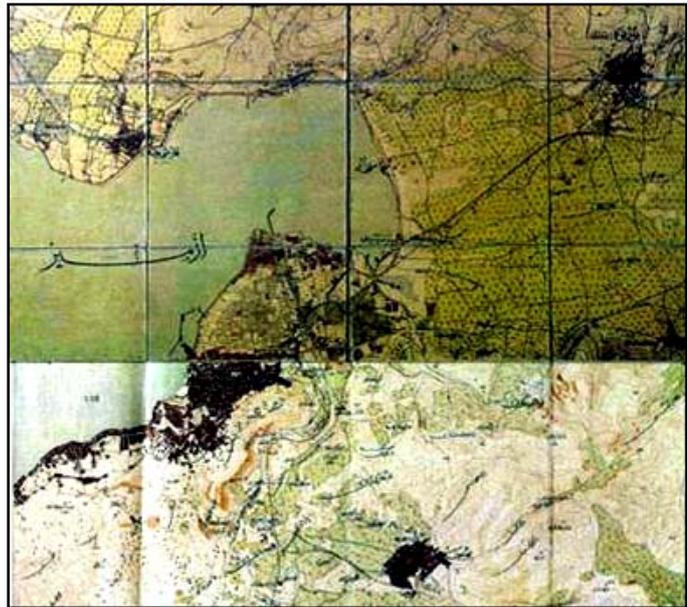
At the end of World War I, by the establishment of Republic of Turkey, within the restructuring period the administrators of this new state, with the president Atatürk and the prime minister İsmet İnönü, attempted to transform the traditional society into a modern society. New governmental institutions were established with the aim to create and develop a proper atmosphere for the emergence of a national bourgeoisie class and capital accumulation. (Seymen, 163) The economy became stagnant depending on the departure of the minority groups who controlled the commercial and industrial sectors and their international relations. The new government of Turkey planned to organize a national congress to determine the economic and social policies of the state. With this aim the Economy Congress was held in İzmir in 1923 and four years later in 1927 published the Industry Support Act (1927 tarihli Sanayii Teşvik Kanunu). During this period the government began to follow import substitution policies in economy.

In terms of urban environment the government aimed to reorganize and develop the cities as centers of modern life and create a modern urban image. The most important planning effort during the early Republican Period was the reconstruction of the city of Ankara as the new of the capital of the new state. Nevertheless the reconstruction of the western settlements of the country which were destroyed by the fire during the Independence War was considered as an urgent problem to be resolved. The other problems of the western parts of the country was that these cities were losing population. There were considerable population movements because of the consequences of the war and while the population of the capital city Ankara was increasing, on the other hand in the western parts of the country, particularly in İstanbul, the population was decreasing depending on the outward population movements of the minorities.

In terms of institutional structure of planning the Building Act of 1882 (1882 tarihli Ebniye Kanunu) was on execution for the control and of the spatial arrangements. The act covered instructions about roads, buildings and burnt districts. In 1925 a new Building Act (642 sayılı Ebniye Kanunu) put into execution to bring changes on some paragraphs of the Act of 1882 and provide the municipalities with important qualifications to arrange the burnt districts. (Tekeli, 1980, 51)

#### **4.2.2. Spatial Structure of İzmir in the Early Republican Period**

In the beginning of the preparation of the first citywide planning effort, the population of the city was about 150.000 and the city was composed of a central part including Konak and Alsancak and Güzelyalı districts, Karşıyaka as a subcenter connected to the center by sea transportation; Bornova and Buca as suburbs connected to this central part by railway transportation; Agamemnon



**Figure 7.** İzmir in the beginning of 20<sup>th</sup> century (İzmir Metropolitan Municipality Archives)

thermal baths and İnciraltı beach as recreational areas. In this region there were three municipalities; Municipality of İzmir established in 1871, Municipality of Bornova established in 1881 and Municipality of Buca established in 1923.

#### **4.2.3. Planning Process - Preparation of the Master Plan of 1925**

Before Republican period, like for the rest of the Turkish cities there was no citywide effort for the planning of İzmir, instead there were partial practices, in terms of arrangement of the urban space for new requirements.



İzmir like many of the other Aegean settlements were destroyed during Independence War. While planning efforts of other destroyed settlements were carried out by cartographers, for İzmir, the central and local authorities preferred to work with European experts for its planning.

**Figure 8.** Alsancak District after Independence War, 1923, (YA, 09.09.1964 )<sup>1</sup>

The initial demand for the preparation of an urban plan came from the government with the aim to reconstruct the destroyed areas of the city by the war, to transform the city into an important national economic center and to meet the demands of a modern social life. As the first step the municipality authority approached the French planners to prepare the plan. The Minister of Interior Affairs Şükrü Kaya, who was the mayor of İzmir during the period in between 1922 and 1923, had been effective for the determination of the planners because of his close relations with French society. (Tekeli, 1980, 58) The Society for the Reconstruction of İzmir made the first contact with French architect Henri Prost for the preparation of the plan. As he recommended

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<sup>1</sup> YA, 09.09.1964: The issue of Yeni Asır newspaper published in 09.09.1964. To make it short for the rest of the references from Yeni Asır newspaper will be given in this form.

French engineers Rene and Raymod Danger, the municipality authority, during the period of the mayor of Aziz Akyürek (1924-1925), made a contract with Rene Danger in 1924. According to the contract the plan would be prepared by Rene and Raymond Danger and Prost would contribute to the planning studies as a consultant.

In the beginning of the plan preparation process the main requirements of the city determined by a commission composed of architects, engineers and doctors, in the municipality, with the participation of Rene Danger. The main goals of the plan:

- to combine the two railway stations at another site at a distance from the city center,
- to relocate the port complex and create a new port in direct relation with the railway connection and industrial areas,
- to find new residential areas in order to reduce the densities in the existing built up areas,
- to improve the means of access to the city,
- to build the new town on destroyed areas. (this proposal was considered as not appropriate by Rene Danger but the commission insisted on it) (Bilsel, 17)

Beside the planning decisions determined by the commission, the plan proposed municipality buildings around Cumhuriyet Plaza, a university site at the center of the burnt districts, many parks and low density residential areas located in greenery. While preserving the organic structure of the old districts except for some circulation improvements, it superimposed a geometric pattern for the arrangement of new development areas by combining the radial pattern with grid-iron pattern. The residential areas are planned as 1-4 storey and within the commercial areas allocated to the land uses for shops, offices, warehouses and small-scale industry. The plan also aimed to connect the touristic sites to the center and to rearrange the Agamemnon Baths, İnciraltı Beach and surroundings, to transfer the industrial zone to Halkapınar and timber factories to Çankaya, to rearrange the Alsancak port region.

Within the municipality boundaries the plan included Alsancak, Konak and Karataş districts of central İzmir, excluding the subcenter Karşıyaka. The planning efforts were completed and the plan was approved by the Ministry of Reconstruction in 1925. (Figure 9, 10)

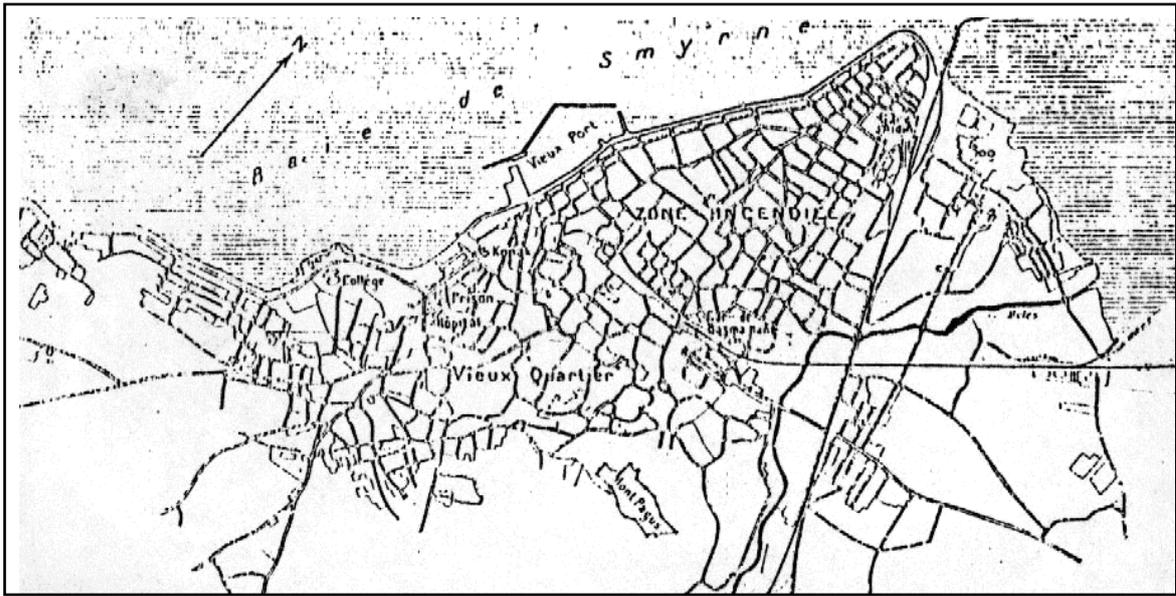


Figure 9. The City Map of İzmir in 1920s (Bilsel, 1996)



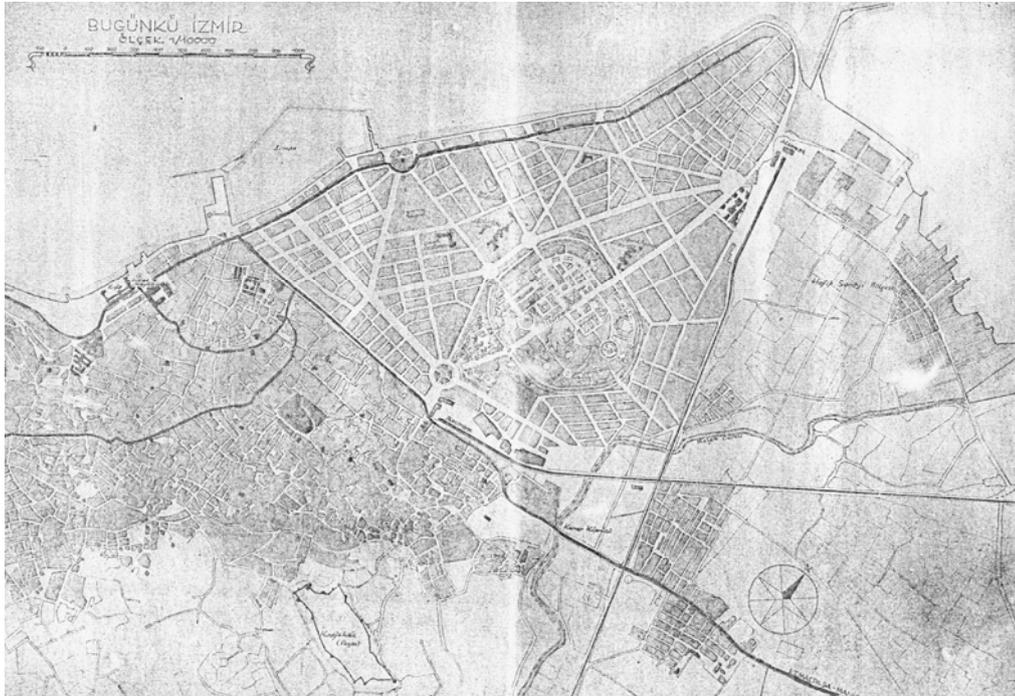
Figure 10. The plan of Danger and Prost, 1925 (İzmir Metropolitan Municipality Archives)

**4.2.4. Planning Process-Preparation of the Revision Plan of 1933**

The economy of the country was affected by the World Economic Depression of 1929. After the depression, the economy policies put forward during the Republican period failed to provide the desired transformations and the government felt the need to apply economic policies based on state control. In 1933 the government prepared a five-years development plan (1933-1937) which was mainly based on development of the

industry. To overcome the negative effects of the economic crisis on Turkey's economy and business life and the government decided to organize an international trade fair in 1934 and İzmir was chosen to be the city where the fair would be established. The Danger plan was revised by the technical staff of the municipality to include a site for the fair in 1933. (Figure 11) With this revision the city gained a large park of 43 hectar - which was enlarged in the following periods- surrounded by the residential areas at the center of the city in Alsancak district. The mayor of this period Behçet Uz (1931-1941) in his speech in 1962 declared that:

“In fact a public university was planned in the place of Kültürpark, we had planned to locate the fair at Kadifekale and combine the fair site with Basmane and Yamanlar with a cable-car network.” (YA, 07.11.1962)



**Figure 11.** The Revision of the Danger Plan in 1933 for Alsancak and Çankaya Districts (Canpolat, 1954)

The planning practice of İzmir was followed by the capital city Ankara and the biggest city of İstanbul. In 1927 a competition was organized for the planning of Ankara among European planners and the new capital began to be planned by German planner Jansen and in 1933 a competition was organized for the planning of İstanbul in 1933 and like İzmir the local authority of İstanbul preferred to work with Prost.

#### **4.2.5. Theoretical Background**

In the early 20<sup>th</sup> century the planning practices of the western world had been dominated by the principles of modernist space design. While the 19<sup>th</sup> century planning approaches had been continued to be practiced in the west, as the practices following the City Beautiful Movement in USA and the practices following the principles of Ecole de Beaux-Arts in Europe, on the other hand new approaches developed in the context of Functionalist Approach.

The Danger and Prost plan aimed to bring a modern planning approach with its survey method as well as its principles on urban form. The land uses proposed by the plan aimed to serve to the emerging bourgeoisie and modern way of life. The plan mainly dealt with the arrangement of the urban space following the French tradition of urban restructuring. Although originally the urban restructuring approach had been applied in European cities for the renewal of the existing traditional parts of the cities, in İzmir it was applied for the burnt parts of the city. Based on the principles of Ecole de Beaux-Arts (school of fine arts) it gave priority to urban aesthetic and the city was planned by superimposing a radial pattern to form large boulevards, plazas and monumental public buildings and large public parks. The plan applied a completely different urban pattern and building structure for the burnt districts and new development areas. However it preserved the traditional districts except for widening some of the roads to provide effective circulation.

Although the plan proposed distinct zones for different uses the main concern of the plan was not to provide a strict zoning, because that planners might have considered that it was not necessary for a green city with a low-rise, low-density urban pattern.

The theoretical background of the Danger and Prost plan was in parallel to the modernization goals of the restructuring Turkish society.

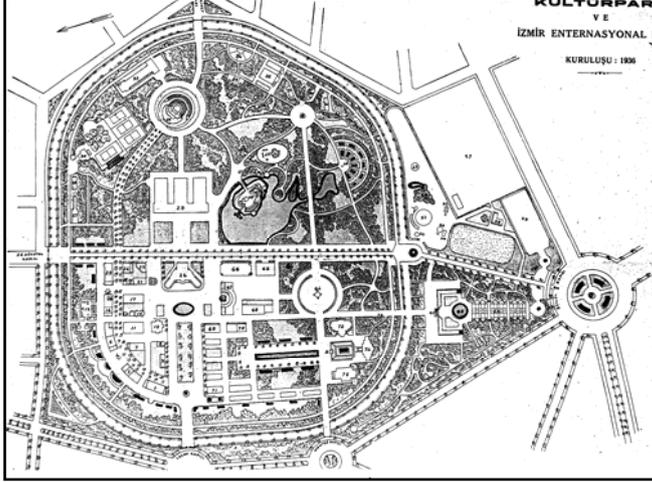
#### **4.2.6. Implementation**

The Danger and Prost plan was implemented partially for the destroyed areas in Alsancak and surrounding districts.

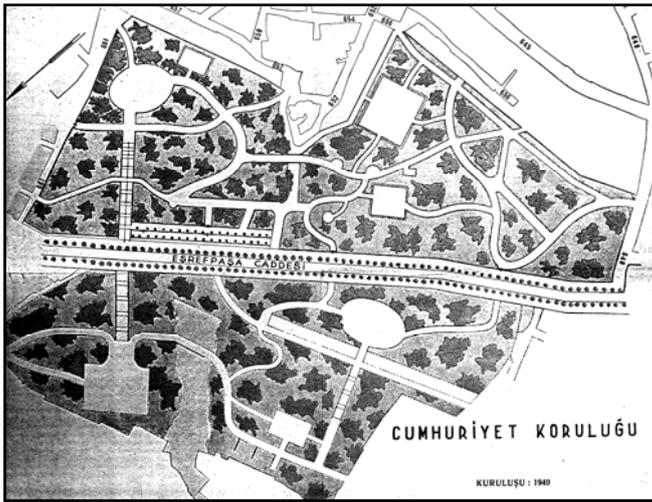
In the period of the mayor Aziz Akyürek (1924-1925) while the plan was on preparation, the municipality constructed a slaughterhouse in Bayraklı, a memorial on Şehitler Street and started to form the Bahribaba Park. In the period of the mayor Hulusi Alataş (1926-1930) the Gazi Boulevard was opened, a nursery was formed in Kemer

district and the efforts to organize the Bahribaba Park continued. In the period of the mayor Sezai Göker (1930-1931) Güzelyalı beach was constructed.

However until 1930s there was no considerable intervention for the



**Figure 12.** Kültürpark, 1936 (İzmir City Guide, 1943)



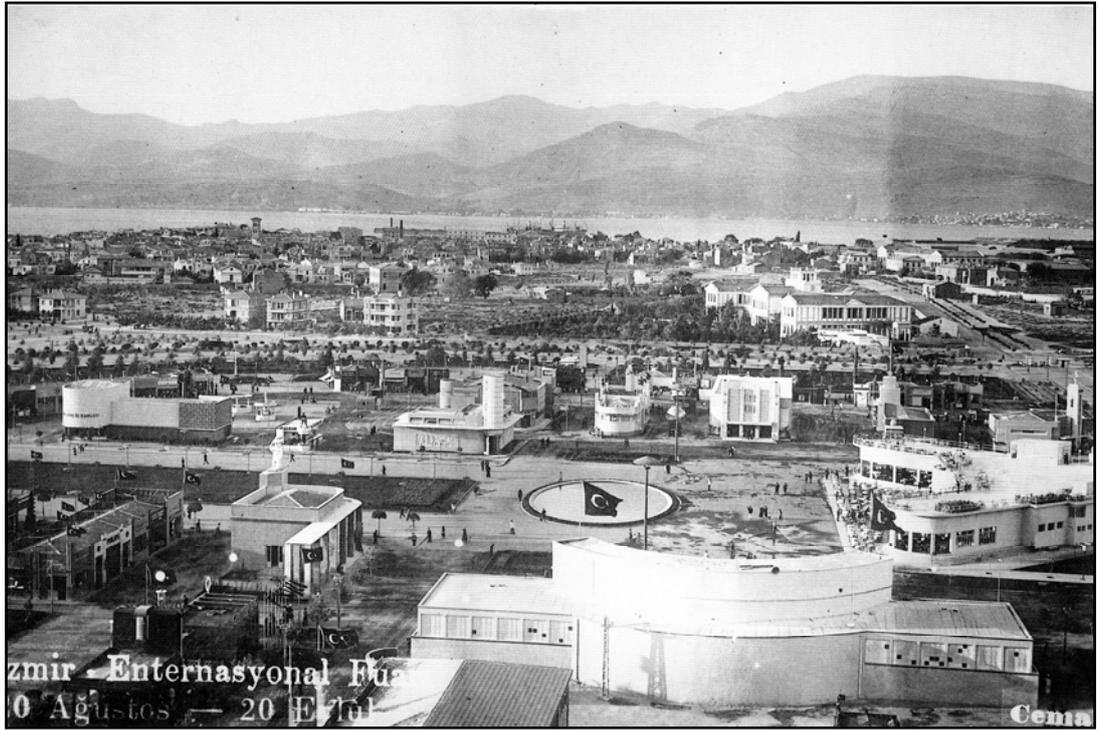
**Figure 13.** Cumhuriyet Groove, 1940 (İzmir City Guide, 1943)

implementation of the plan. The implementation process of the plan mostly began through the effortless interventions of the mayor Behçet Uz (1931-1941). During this period fire department building in Çankaya (1931), the statue of Atatürk in Cumhuriyet plaza (1932) and Dokuz Eylül Festival site behind the plaza (1933) (Figure 14) were constructed, the festival was transformed into a fair and fair site was transferred into the Kültürpark (1936) and the surroundings of Kültürpark began to be constructed (1936) (Figure 12, 15), some of the cemeteries were transformed into green areas like, Faik Ener park (1933-1940) and Cumhuriyet groove (1940) (Figure13) and sports fields and playgrounds.

During this period 15 boulevards and avenues, 20 streets, an asphalt road between İkiçeşmelik, Eşrefpaşa and Kadifekale districts and İsmetpaşa boulevard in the place of flea market were constructed –these streets connected the old parts of the city with the newer parts and some of the existing roads and drainage system rehabilitated. Besides the towers of the castle Kadifekale restored partially. (İzmir Şehri Mahalle İsimleri ve Sokak Numaraları Rehberi, 188-184)



**Figure 14.** Cumhuriyat Plaza, 1930s (İzmir Metropolitan Municipality Archives)



**Figure 15.** Kültürpark and surroundings. 1930s

In 1941 within the five years development program the municipality authority decided to create a green axis between the sea and Kadifekale by enlarging the Bahribaba park and Cumhuriyet groove after the removal of the barracks (Sarıkişla) and the prison. Although Sarıkişla building and the prison removed in the following years,

the green axis could never been implemented, instead because of the new constructions existing green spaces narrowed.

The subdivision and construction efforts were lasting during 1950s. Soon after most of the construction carried out according to the plan was renewed because of the new construction rights through which the building heights could be increased. However the road pattern in Alsancak, Çankaya and Kahramanlar districts formed according to Danger plan of 1925 and its revision of 1933.

The proposal for Alsancak port was considered in the subsequent plans, began to be constructed and developed after World War II and decided to be relocated by the recent planning decisions. On the other hand the proposal of combination of railway stations never implemented except for some revisions of the station buildings but the idea is still on the agenda. As the main investment decisions of the plan which were to be constructed by the government could not be realized because of the financial problems, other decisions in relation with these decisions could not be implemented either.

### **4.3. The Plan of Le Corbusier, 1949**

At the end of 1930s, soon after the first urban planning practice of İzmir was put into implementation, the plan became inefficient to meet the emerging needs of the city. A demand for a new urban plan was put on the agenda depending on population increase, dynamism brought by establishment of the fair and expansion of the urban space outwards. Beside spatial expansion of the city and the need to provide new urban land, another important point was that the Danger plan was criticized as the municipality authority was against the conservation of old districts proposed by the plan.

The second planning practice of İzmir, like the first one, was developed at two steps, the first step of the process covers the period before World War II starting with the search for a method and a planner for the preparation of the master plan and the second step covers the period after the war until submission of the plan to the Municipality of İzmir.

#### **4.3.1. Developments in the Institutional Structure of Planning in Turkey Until World War II**

In the period after Great Depression there was a shift from pure aesthetic vision of the city towards more practical and functional aims and zoning ordinances. These new developments in planning approaches of the West had their impacts on institutional structure of Turkish planning and on spatial arrangements of the urban structure and functional allocations.

Following the western models during 1930s there were attempts to develop the institutional structure of Turkish planning. By the Municipality Act (1580 sayılı Belediyeler Kanunu) in 1928 municipalities acquired important health and social aid functions and in 1930 by the following Municipality Act (1590 sayılı Belediyeler Kanunu) all the municipalities were obliged to prepare master plans. In 1933, with the Buildings and Roads Act (2290 sayılı Yapı ve Yollar Kanunu) road-direction plans became ineffective and cartographers who were responsible for the preparation of road-direction maps were replaced by engineers and architects. In 1933 Bank of Municipalities (2301 sayılı yasayla kurulan Belediyeler Bankası) was established to provide credits to the settlements for planning efforts and infrastructure facilities.

In 1935 within the Ministry of Reconstruction (Bayındırlık Bakanlığı) an office for urbanism was established and in 1936 the Regulation for the Preparation of Master Plans of the Cities was accepted. According to this regulation city plans would be obtained through competition or appointment of an expert who would be either engineer or architect, and base maps of the cities would be prepared and a commission would determine the necessary information for the future development the cities. The commission composed of the mayor, the director of the Reconstruction commission, the engineer or architect of the municipality, the director of health, the doctor of the municipality, directors of some institutions, people who deal with the history, development and planning of the city, would prepare a report to determine the main principles of the plan. After preparation of the report a competition would be announced. Information related to population characteristics, industrial development possibilities, buildings to be conserved, water supply, sewage system and climatic conditions would be given to the competitors and the competitors would prepare plans at two scales as general plans at 1/2000 scale and implementation plans at 1/500 scale. The building heights would be more than 2 floors for the settlements up to 8000 population, 3 floors for the settlements up to 50.000, and 5 floors for the greater settlements except for the special cases that would be determined by the plan. After announcement of this regulation, municipalities began to prepare maps and plans of their settlements and Turkish experts as technical staff of local and central governmental institutions began to take part in the planning of cities. (Tekeli, 1980, 64-83)

#### **4.3.2. Spatial Structure of İzmir during 1930s**

In 1930s the city of İzmir had grown both in terms of population and in terms of its size. Beside partial implementations of the Danger and Prost plan one important spatial development of the period was the emergence of the squatters. Because of the bad state of economic conditions depending on the World Economic Depression of 1929, early squatters in İzmir emerged during 1930s. There were few construction efforts for the application of the decisions of the Danger and Prost Plan like public buildings, parks and roads. On the other hand while central and planned parts of the city had not been completely constructed yet, new squatter areas like 1.Kadriye, Yeni İstiklal, Zeytinlik, Yeşildere neighborhoods along Basmane-Buca axis and Cumhuriyet

and Naldöken neighborhoods along Basmane-Çiğli axis emerged around the central parts of the city in between 1928 and 1935.

### **4.3.3. Planning Process- The Process Until World War II**

Initial attempt to prepare a new plan for İzmir came from the Ministry of Reconstruction in 1936. The ministry sent a letter to the province by which the observations of the two ministry staff were stated as the constructions in the city had not been carried out through a plan and a program and they recommended to make a new plan immediately. The municipality and ministry authorities began to study on determination of the method of the new plan. During the years in between 1936-1938 the municipality authority made contacts with foreign urbanists, like Henri Prost, Jean Royer, Jansen -the planner of the city of Ankara, Lamberte and Ehlgötz -the planner participated in the İstanbul competition and Le Corbusier -the planner invited but not participated in the İstanbul competition. After making contacts for two years in 1938 within the five years development program preparation of a new master plan was considered as the primary concern. At the end of the same year as the ministry reminded the need for the new plan, in 17.10.1938 a commission assembled to determine the decisions of the plan and to prepare a report for the master plan and the commission decided to work with Le Corbusier. After the approval of the report by the Ministry of Reconstruction base maps of the city were prepared at 1/500, 1/1000 and 1/2000 scales.

After contacting with foreign planners the municipality authority, thinking that the plan which would be completely prepared by a foreign planner would not be successful as in the first planning experience, decided to establish a planning office within the municipality with the collaboration of a foreign planner in case of need. On the other hand, the authority of the Ministry of Reconstruction stated that the planning office of the municipality would not be able to prepare the plan and suggested to organize an international competition for the new plan. However the municipality authority did not agree on the ministry's proposal. In 1939, in his travel to Europe the mayor Behçet Uz, with the recommendation of the engineer of the municipality Cahit Çeçen, signed contract with Le Corbusier in Paris. Le Corbusier, in accordance with the decisions of the municipality authority, proposed to organize a planning office in İzmir and he would help this office by developing main concepts that would guide the works of the planning office. He would immediately come to İzmir and would start the

surveys. The ministry learned this agreement and demanded information from the municipality on this subject. The method for the preparation of the second plan that was determined by the municipality authority and Le Corbusier was later agreed by the ministry.

Just after the contract signed the municipality authority began to prepare the necessary documents. According to the regulation presented by the Ministry of Reconstruction in 1936 on preparation of the master plans of cities, the municipality was responsible for the preparation of a master plan report involving necessary information for the plan. With this aim a commission composed of the director of the reconstruction, technical staff and the doctor of the municipality prepared the report and another commission composed of the governor Fazlı Güleç, the mayor Behçet Uz, architects and engineers of the municipality Muammer Tansu, Cahit Çeçen, Ferruh Orel, Mustafa Turen, the director health, doctor of the municipality, head of the Redcrest, head of the Chamber of Commerce and two experts on historical and architectural preservation. The report completed and approved in 1939 by the ministry. The report involved information about the technical staff of the municipality, public services and investments built or planned to be built, buildings and sites to be conserved, existing land use, climate, topographic and geological conditions, history of the city, decisions to be accepted by the planner such as the plans on combination of two railways and expansion of the Alsancak port. However the arrival of Le Corbusier for planning studies was postponed because of World War II. Besides, the municipality faced with financial problems because of the war and could not be able to establish the planning office. (Beyru, 1994, 17-20)

#### **4.3.4. Postwar Conditions of Turkey**

In the postwar era although Turkey did not participate in the war, its economy weakened because of the war conditions. Savings policies and increased taxes which were brought to strengthen the economy had negative effects on the public and the Republican Public Party (CHP) who governed the country since the establishment of the Republic and the president İnönü began to be criticized by the public. Under these conditions through participation of new parties in the elections of 1946 Turkey entered a period of multi-party regime. In this period Turkish government followed the 'development approach' and free international trade policies that dominated the new

world order. There were attempts to replace the economy policies based on state control by liberal policies. The government attempted to integrate with western countries; became a member of IMF in 1947, began to get Marshall Aid in 1948, and later in 1951 became a member of NATO.

Following these policies Turkey entered a period of rapid urban population growth resulting from a considerable improvement in the death rate but largely from rural-urban migration. As the result of these developments the need to plan the rapid urbanizing cities of the country became much more apparent.

Within the new conditions of postwar era, to overcome the problems of rapid urbanization, to serve to the emerging demands of the cities and to provide the preparation of the plans of the cities immediately, in 1945 new institutions like the Planning Office in Ministry of Reconstruction (Bayındırlık Bakanlığı İmar İşleri Reisliği Şehircilik Fen Heyeti) and through reorganization of Bank of Municipalities the Bank of Provinces (4759 sayılı yasayla kurulan İller Bankası) were established. By the establishment of the bank the municipalities obliged to prepare their master plans. The bank was responsible for execution of the preparation of maps and plans of the municipalities.

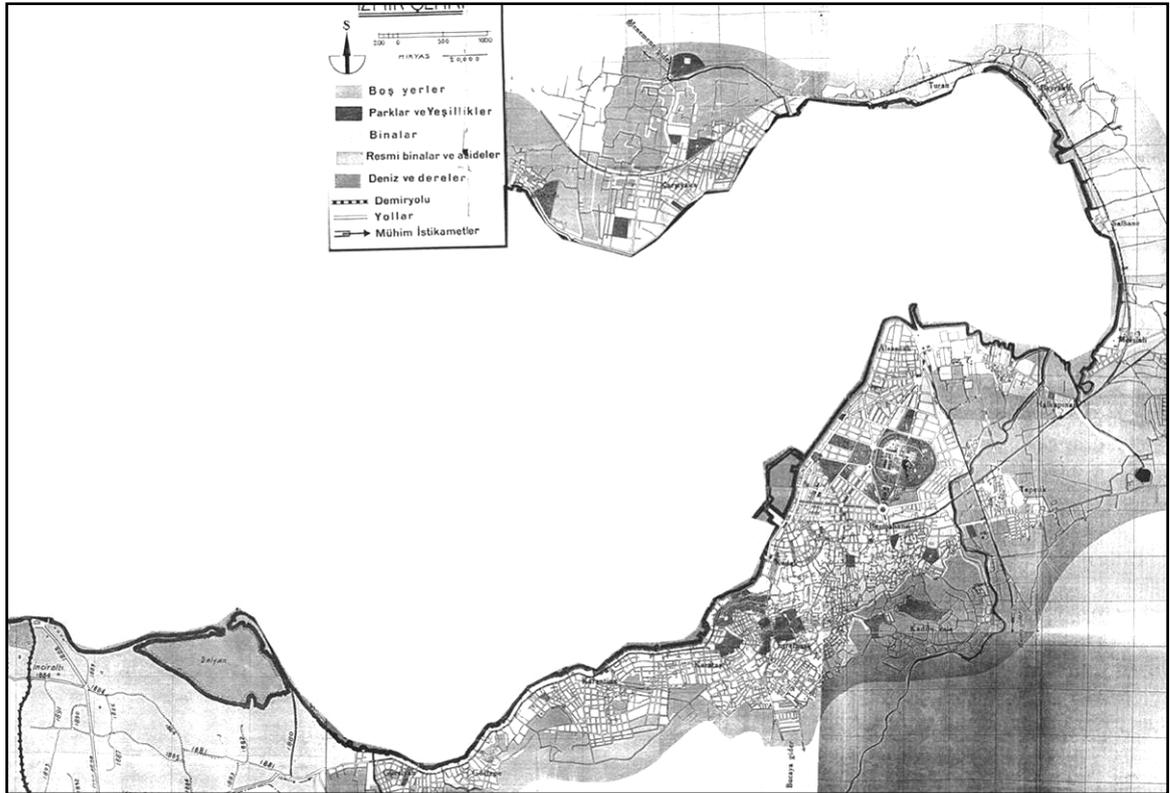


**Figure 16.** Konak Square and Environs, 1946 (YA, 06.10.1973)

#### **4.3.5. Spatial Structure of İzmir City after World War II**

During the period in between 1939-1948 because of the stagnant economy conditions depending on the war the building structure of the city did not change so much. While major residential areas continued to be the districts like Güzelyalı, Göztepe, Karantina, Karataş, Bostanlı, Karşıyaka, Turan, Bayraklı, Salhane and Alsancak and the suburbs Bornova and Buca, on the other hand new squatter areas like 2.Kadriye, Gürçeşme, Kadifekale, Boğaziçi, Gültepe and Ferahlı neighborhoods emerged in the postwar era. (Figure 17)

There was no new planning or construction effort during the war period. Even the construction works of the public facilities were stopped. While the construction of the city hotel stopped the constructions of wholesale market and municipality building were postponed because of the war conditions. The rare exceptions were the constructions of Behçet Uz child hospital which was completed and opened in 1946 and the central bus station in Basmane which was completed partially and opened during the war period. In the postwar period there were attempts to enlarge the port and complete the airport in Cumaovası, the city hotel and finalize the bus station.



**Figure 17.** The City Map of İzmir, 1943 (İzmir City Guide, 1943)

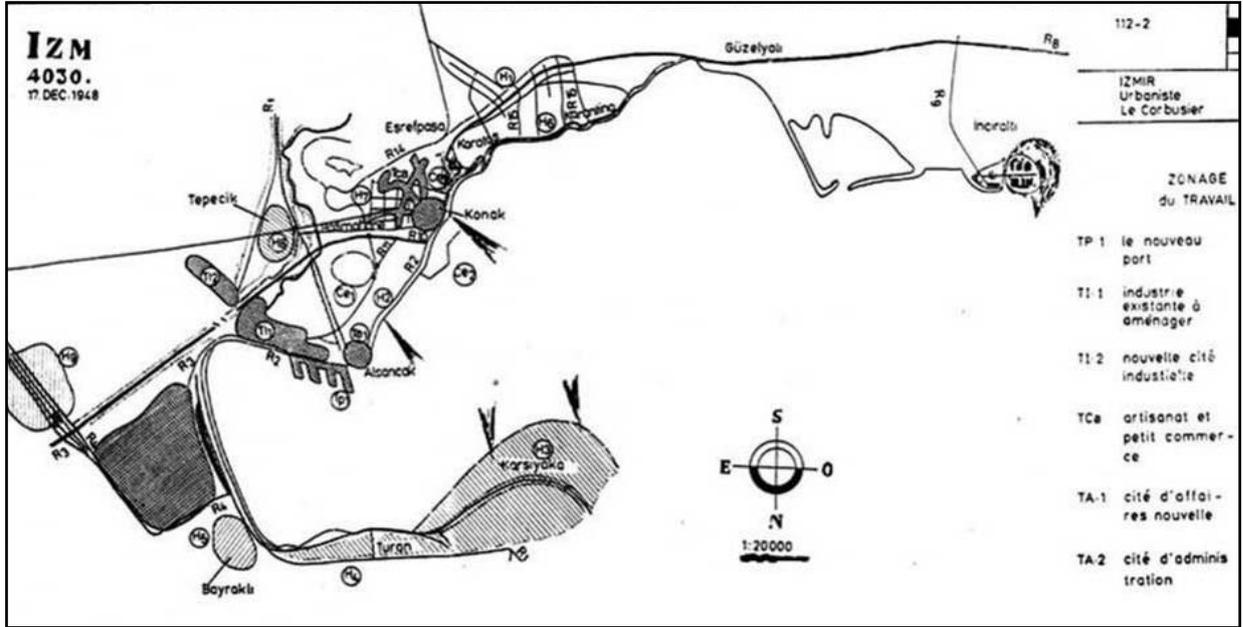
#### **4.3.6. Planning Process- The Process after World War II**

In the postwar era, depending on the potentials that it had, İzmir became one of the most migrated and rapid urbanizing cities of the country. Within these conditions to meet the emerging demands according to a plan and to finalize the planning studies started by Le Corbusier before the war in 1948 the governmental and municipal authorities decided to prepare the master plan immediately. In 1948 the mayor Reşat Leblebicioğlu (1941-1949) during his travel to Europe met with Le Corbusier and invited him to İzmir. During the budget meetings of the municipality Leblebicioğlu explained that Le Corbusier who promised to come to İzmir before the war would come then and complete the planning studies started before the war.

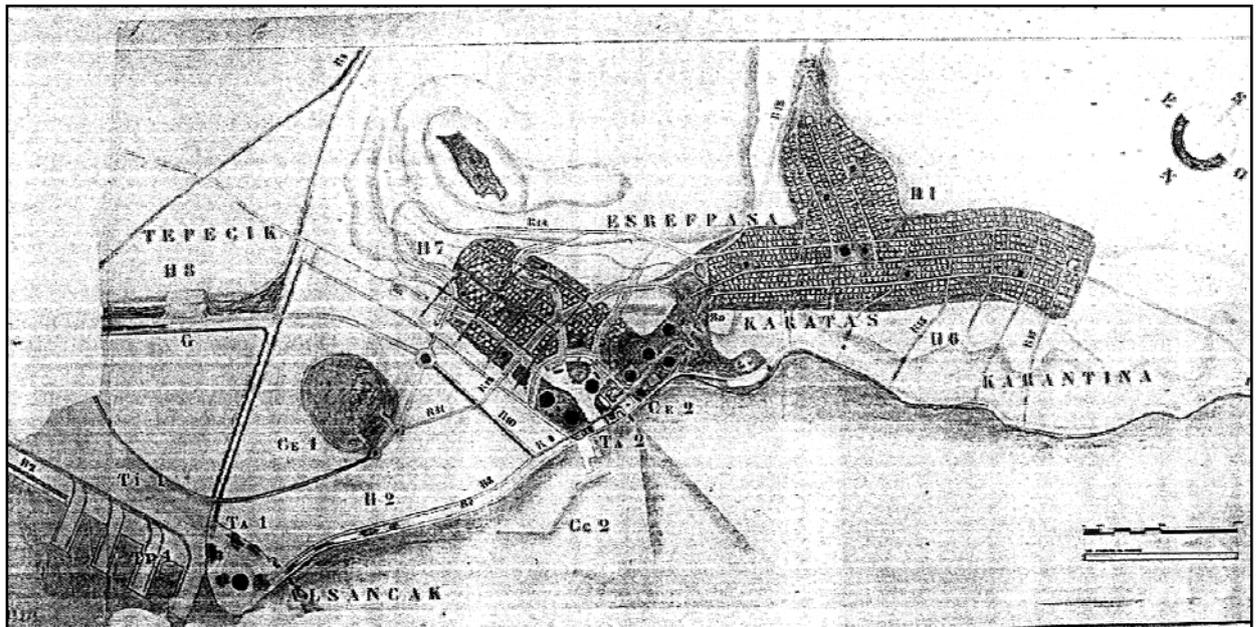
Before his arrival in İzmir, Le Corbusier firstly arrived in İstanbul and together with Rıza Aşkan -the director of Technical Works Department of the Municipality of İzmir (Belediye Fen İşleri Dairesi) visited historical and touristic sites of İstanbul. The academicians and professionals did not pay much attention to the arrival of Le Corbusier as at that period Turkish architects were against the working of foreign architects and planners in Turkey. In 4.10.1948 Le Corbusier arrived in İzmir, stayed one week and made some surveys in the city. Beside built up areas he traveled the surroundings of Hatay street, İnciraltı and Yamanlar together with the mayor Leblebicioğlu, Çeçen, Aşkan and other engineers from the municipality. During the surveys he prepared sketches and based on his observations he considered that most of the traditional structure was in a bad state and defined Kemeraltı district as a dump. The newspapers of the period pay attention and informed the public about the arrival and surveys of Le Corbusier and his preparation of the new master plan for İzmir. Some people were against the preparation of the plan by Le Corbusier as they were either against the foreign planners or considered his ideas as too utopist or not feasible to be practiced. (Beyru, 1994, 20-23)

In his return to Paris Le Corbusier prepared a schematic plan consist of 22 plates and a report for the future development of the city and to guide the future planning studies. Le Corbusier submitted the plans and the report to the municipality in 1949. The plan was prepared to meet the need of the city for 50 years. It brought proposals at different scales ranging from 1/20.000 to detailed scales. (Figure 18, 19, 20, 21)

The proposal at 1/20.000 scale was a schematic plan presenting density of settlements, the circulation network and major zones of land uses and at detailed scales the proposals for housing and industrial units.



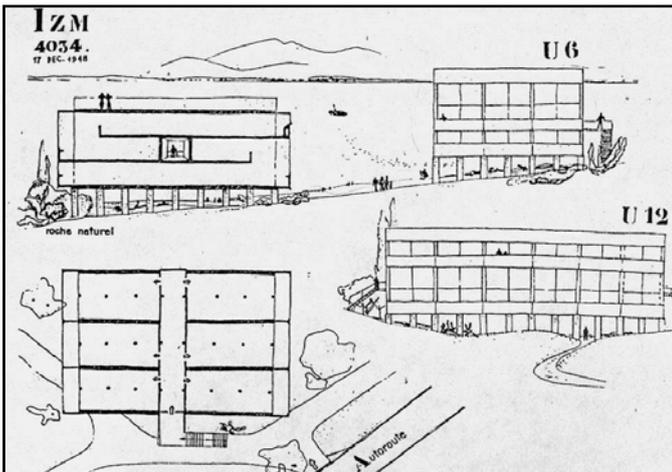
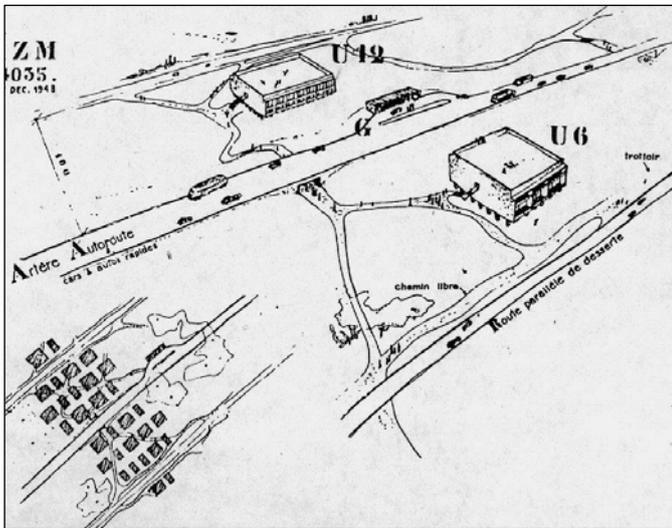
**Figure 18.** The Plan of Le Corbusier, 1949; Schematic proposal prepared at 1/20.000 scale (İzmir Metropolitan Municipality Archives)



**Figure 19.** Proposal for Central and New Residential Areas (Bilsel, 1996)

Main decisions of the plan:

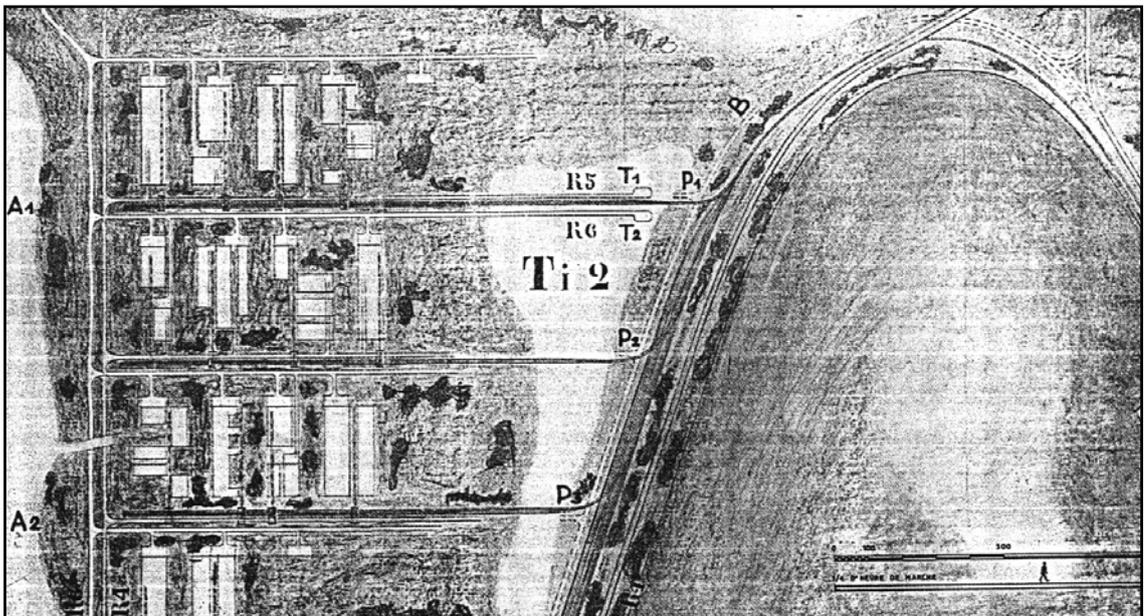
- The existing population of the city was 198.000 according the population census 1945. The population given to the planner was projected to be 400.000 for the plan year 2000.
- Some of the unimplemented decisions of the first plan as combination of the railway stations, expansion of the port in Alsancak district were accepted.
- New land use decisions proposed were:
  - A business center in Alsancak and an administrative, cultural and commercial center in Konak would take place and around Konak Plaza new theaters, museums and other cultural buildings were located.



- Beside the development of existing residential areas as Tepecik, Mersinli, Bayraklı, Turan, Karşıyaka districts, new residential developments located in greenery on the upper parts of Karataş - Karantina districts. Residential districts were located as independent units involving all the necessary facilities and for each residential unit covering a population of 10.000 a standard of 5 hectares of open space was proposed.

Figure 20. Proposals for Residential Units (Beyru, 1994)

- In addition to the industrial areas proposed in the first plan in Halkapınar and on Şehitler street, a big industrial zone connected to the railroads and motorways was located between Mersinli and Bayraklı.
- A sports center was located in İnciraltı.
- A campus of 120 hectares
- The new urban pattern: The plan proposed the renewal of the traditional residential and commercial areas by transforming the organic pattern into a grid-iron pattern with large streets and open spaces. The historical buildings proposed to be preserved Kemeraltı district.



**Figure 21.** Proposal for Industrial Areas (Bilsel, 1996)

The plan or prepared by Le Corbusier himself but not together with the technical staff of municipality as was decided before the war. As the plan brought radical changes for the existing structure of the city it was considered as not implementable by the municipality authority. Consequently the second planning effort for İzmir could not go beyond other than materializing with a plan and report and remained as a reference to guide the following planning efforts.

#### **4.3.7. Theoretical Background**

While planning approaches based on pure aesthetic vision of the city began to be replaced by the approaches of more practical and functional attempts in the period after Great Depression in the West these developments had their impacts on institutional structure of Turkish planning. The choice of the government towards a more practical and a healthy living environment was stated in the speech of Atatürk in 1935 as: “Each place which will become a home for a Turk will be the model of health, hygiene, beauty and modern culture.” (Tekeli, 1980, 64) This approach was adopted by the mayor Behçet Uz who was a medical doctor himself and had a special interest on creation of an organized hygienic urban environment and a green city by the help of practical and functional interventions. Osman Kibar, the mayor of İzmir during 1960s and 1970s stated that in the period of Uz, the city had gained the title of ‘clean city’. (YA, 04.12.1970)

Both central and local authorities considered that the technical staff of the municipality was not qualified enough to apply the new planning approaches and while the municipality recommended to organize an international competition the municipality authority chose to work with Le Corbusier. However the atmosphere was changed after the war and there were reactions to work with foreign planners.

The plan followed a simple survey-analysis-plan method. It did not follow a participatory process as the decisions of the plan were determined by the staff of the central and local governments initially before the war and in the postwar era when the planning effort was decided to be finalized the plan was completely prepared by Le Corbusier himself. Le Corbusier as a personality who claimed that the design of cities was too important to be left to the citizens (Hall, 1989, 211), did not pay attention to the demands of the public, even to the opinions of the municipality staff.

Le Corbusier applied the functionalist planning approach and modernist principles of urban space design that he developed according to CIAM principles. The plan of Le Corbusier, was a comprehensive land use plan in the sense that it was a long-range plan and that it included the whole area within the municipality boundaries and some of the surrounding land for the future spatial requirements of the city, particularly for the industrial uses. The major concern of the plan was to provide strict zones like commercial center, business center, industrial areas, residential areas etc. and an effective circulation between these zones. Instead of the radial pattern proposed by the

previous plan Le Corbusier proposed a grid-iron pattern and aimed to create uniform spaces. For the arrangement of urban space he applied his principles of building high on a small part of the total ground area to decongest the centers of the cities by increasing density, to improve the circulation by separation of motorized and pedestrian traffic and to increase the amount of open spaces. His proposals were very close to the ideas of Tony Garnier which he developed for industrializing cities.

#### **4.3.8. Implementation**

The post war conditions of the city were not the same as the municipality prepared the plan report and decided to work with Le Corbusier in 1939. One of the major handicap of the plan was that in its analysis it did not consider the ownership pattern and socio-economic and political conditions of the country and the city. While the previous plan had been criticized as preserved the traditional districts this plan was criticized as it completely renewed the traditional districts.

The municipality authority considered the plan as impractical and did not put it into implementation. This approach of the municipality may be because that it would not be possible to apply all these radical renewal and utopist development decisions of Le Corbusier within the new conditions of the post war era because of the liberal tendencies and insufficient financial means. As well the new municipality authority may actually never preferred to get use of it as an mplementation plan but rather as a reference for the new plan. One of the rare partial implementations of the plan was the construction of Varyant road in 1950s to connect the upper neighborhoods surrounding the center to Konak square parts of the city Consequently although the plan was not approved and turned into a legal document, it may be considered that it does not have any legal impacts on the current urban structure, however as it became an important reference for the later planning studies, main zoning decisions like Konak square and industrial areas around Salhane, Mersinli and Halkapınar districts and residential developments in Karşıyaka, Bayraklı, Mersinli, and upper parts of Karataş reflected to the space through following planning efforts.

#### **4.4. The Plan of Kemal Ahmet Aru, Gündüz Özdes and Emin Canpolat, 1955**

At the end of 1949 after submission of the second plan of İzmir by Le Corbusier, the municipality authority considered it as impractical and sought another method for the preparation of the master plan of İzmir. The third planning practice of İzmir developed in a different political and socio-economic atmosphere and in a period which was an important turning point in terms of urbanization process of Turkey.

##### **4.4.1. Political and Socio-Economic Structure of Turkey during 1950s**

Depending on the criticisms of the ruling party governed and the effects of liberalization, Democratic Party was chosen to be the ruling party in the elections of 14 May 1950. With the success of Democratic Party in the elections, the administrators of this new government -Celal Bayar as the president and Adnan Menderes as the prime minister, followed the development policies which were mainly based on improvement of agriculture through mechanization and supporting the agricultural production with subventions; import substitution through domestic production of main consumption goods and finally improvement of the roads and transportation network. In this period state interventions regarding to economic development were distributed as 35 % of the interventions allocated to motorways, 33 % allocated to the purchase of tractors and 32 % allocated to the industry. (Seymen, 187)

During 1950s major policies of the government were put into implementation through construction of new roads, bridges and dams with the aim to improve the physical infrastructure and through establishment of new universities with the aim both to improve the social infrastructure and to educate the experts who would be responsible for carrying out the necessary work for improvement of the country. In this period greatest dams of the country like Keban and Atatürk dams were constructed and greatest universities like Atatürk, Ege and Middle East Technical University were established.

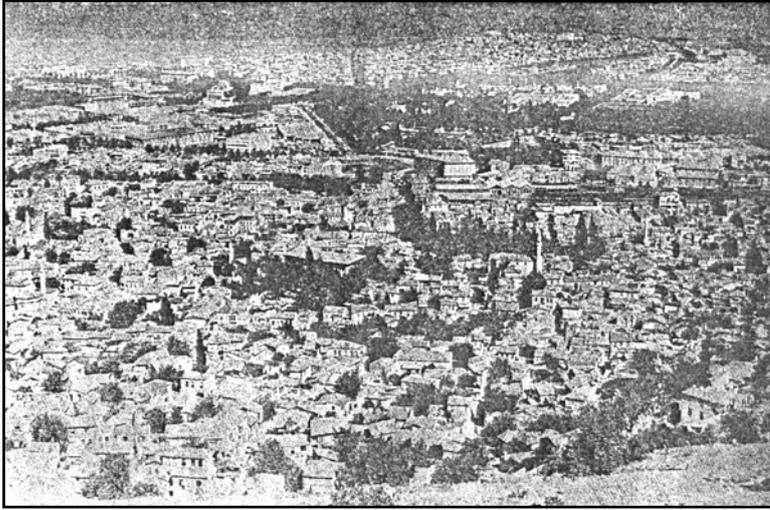
On the other hand agriculture policies of the government had many negative impacts as they were to the benefit of large land-holders and small land-holders lost their lands and became agricultural labors. Those people with the hope to find better jobs and to get benefit from the merits of urban life migrated to the cities, particularly to big cities. The tendency towards rapid urbanization Which was started just after the end

of war was furthered by the policies of the new government. Due to absence of sufficient industrial investment possibilities and increasing need for urban land depending on migration, some of the capital holders in those cities directed towards land speculation. Most of these issues were not specific to Turkey. As a developing country, Turkey shared the common problems of developing countries as overgrowth of major cities, underdevelopment of rural settlements, unbalanced growth of the regions and cities, and the problems of squatters in big cities. Although there appeared squatters in the previous periods, the number of squatters increased at great deal in parallel to rapid urbanization after 1950s.

In 1950 Ministry of Interior Affairs decided to reconsider the plans of towns and cities to overcome the shortcomings of the existing plans and to meet the emerging demands of urban and rural areas. (YA, 25.12.1950) In 1951 the Bank of Provinces was qualified by the Ministry of Interior Affairs to make the necessary revisions and additions for the master plans of the big cities. (YA, 30.04.1951) In this frame the bank guided to the organization of international competitions for the master plans of İzmir in 1951 and Ankara in 1955. On the other hand Buildings and Roads Act which directed the practice of planning since 1933 was criticized in the early 1950s as it was not effective enough to solve the problems of this rapid urbanizing environment and there were efforts to prepare a new planning act. This effort could be put into reality in 1957.

#### **4.4.2. Spatial Structure of Izmir during 1950s and Emerging Developments**

In this period the municipality boundaries covered the costal zone surrounding the bay between Yenikale region in the south-west and Ahırkuyu region in the north. (Figure 24) During the meetings of the municipality council there was a need to enlarge these boundaries as to involve new development sites and new neighborhoods like Bozyaka, Karabağlar and Kañçeşme (Gürçeşme) which were mostly emerged illegally. (Municipality council meeting, 26.2.1950) The central functions were located around Konak square, starting from this square along the streets of Varyant, Eşrefpaşa, İkiçeşmelik, Fevzipaşa and 2<sup>nd</sup> Kordon and in the subcenter Karşıyaka and partially in Güzelyalı.



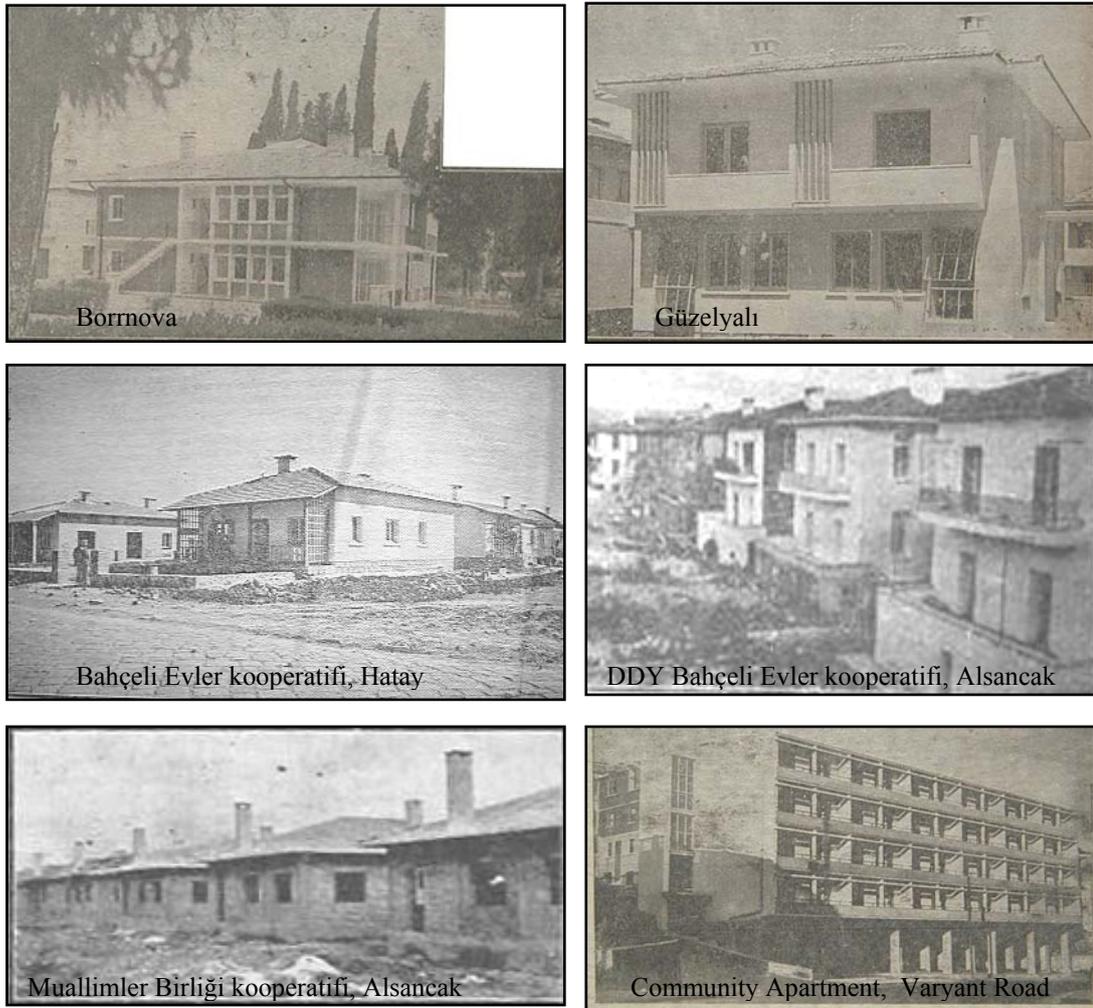
The major nodal region of the city, Konak square and Kemeraltı region was composed of one to three story traditional buildings became crowded because of the population increase and increase in the number of cars.

**Figure 22.** Central parts of İzmir in 1950s (Canpolat,1954)

The densely used roads in the central parts of the city were 1<sup>st</sup> and 2<sup>nd</sup> Kordon, Anafartalar, Tilkilik, Fevzipaşa and Gazi streets. The main roads connecting this central part to the surrounding settlements were Halilrifaşa street between Konak and Karatina, İkiçeşmelik street between Mezarlıkbaşı and Eşrefpaşa, Hatay street Eşrefpaşa and Hatay, İnönü (Mithatpaşa) street between Konak and Üçkuyular, Şehitler street between Alsancak and Mersinli, Eşrefpaşa-Buca road and Fevzipaşa-Gaziler street. The outcity connections of these roads were Karşıyaka-Menemen-Çanakkale road, Mersinli-Bornova-Manisa road, Halkapınar-Kemalpaşa-Ankara road, Kemer-Buca-Aydın road and Üçkuyular-Urula-Çeşme road. Beside these existing roads in the early 1950s construction of Varyant road started, construction of Eşrefpaşa-Ballıkuyu road was completed and in terms of sea transportation in Alsancak an intercity passengers port which was designed by Prost was completed and brought into use.

In addition to the existing built up areas like Alsancak, Konak, Basmane, Eşrefpaşa, Tepecik, Güzelyalı, Göztepe, Karantina, Karataş, Mersinli, Bayraklı and Karşıyaka districts, other districts mostly composed of squatters like Kadifekale, 1<sup>st</sup> and 2<sup>nd</sup> Kadriye, İstiklal, Zeytinlik, Yeşildere, Cumhuriyet, Naldöken, Kuruçay, Kançeşme, Boğaziçi, Gültepe, Ferahlı became the densely populated districts of the city. To overcome the problem of squatters the municipality authority attempted to supply low-cost housing depending on the Decree no: 5218 (5218 nolu Kararname). With this decree it became possible to sell the land which was transferred from the National Estate to the municipalities to be paid in ten or twenty years. The land would be sold to

low-income groups who did not own a house and had been inhabiting in İzmir at least for two years. At first the land in Kadriye, Eşrefpaşa, Aziziye, Beştepeler and Halkapınar were subdivided into parcels on which one story houses could be built according to prototypical projects prepared by the municipality. (YA, 28.02.1950) In addition to the migration from other cities, İzmir also got Turkish migrants from Balkan countries who were settled to different regions of the country through interventions of the government. Those who came to İzmir were settled mostly to the environs of Hatay and Buca districts. The other residential development was that the building lots owned by the municipality, particularly around Kültürpark, were sold to the cooperatives formed by teachers, officers and bankers both to meet the housing demand and to provide financial support. (YA, 15.04.1951) (Figure 23)



**Figure 23.** Houses Built in 1950s (Yeni Asır Newspaper)

In parallel to the development policies of Turkey new investments were made by the help of Marshall aid and other foreign aids. The city of İzmir took a big share from these investments. Marshall aid supported the constructions of Bandırma-İzmir motorway (YA, 07.01.1950), a cement factory in Kokluca (Altındağ) (YA, 06.03.1950), a silo in Alsancak (YA, 19.07.1950) and provision of urban services of the distant neighborhoods (YA, 30.04.1950); with the credits of International Bank of Public Works and Development, Ministry of Reconstruction planned to construct Alsancak port. (YA, 04.07.1950) The warehouses, factories and workshops located in Konak-Çankaya region because of the proximity to the port and other industrial areas located throughout the city transferred to Alsancak port region along Şehitler street depending on the potentials of the region in terms of improvement of the port, transportation connections and existence of the wide empty land. These industrial developments and housing areas emerged around them dispersed towards Halkapınar, Mersinli and Salhane directions and the city began to grow beyond the municipality boundaries.

Socio-cultural facilities of the city were insufficient in this rapid urbanization period. There were increasing demands for a theater sports and recreation sites and a university. Some citywide health, education or sports facilities and industrial uses began to locate in the surrounding settlements -Bornova and Buca which had not been integrated with the central municipality yet. There were no attempts to form new recreation areas except for partial afforestations. Instead the green areas of the major parks which have been formed since the early Republican period like Kültürpark, Cumhuriyet groove, Bahribaba park, İnciraltı beaches and the foots of Kadifekale diminished in size as they were replaced by either legal or illegal buildings. (YA, 03.08.1950; 14.12.1951) On the other hand as the bay had been polluting the public beaches were deteriorated and the beaches within the central areas were closed. (YA, 02.07.1950) In terms of archeological sites a group from the Research Institute of West Anotolia with the executive Ekrem Akurgal had been working on the excavations of Bayraklı since 1947. Besides in 1951 it was decided to restorate the Agora and in 1952 to repair the walls of Kadifekale which was destroyed by the owners of the squatters.

With the establishment of Bank of Provinces in 1945 and as the municipalities were obliged to prepare their base maps, the municipality of İzmir made an agreement with Kemal Söylemezoğlu - from Academy Fine Arts to update the base maps of the

city. In addition to preparation of the maps Söylemezoğlu together with the municipality staff made partial planning studies. Besides in between 1950-1951 the geological maps of the city was prepared. (YA, 10.02.1950) The study was completed by Dr. Ervin Lahn -from Ministry of Reconstruction- and accordingly the land between Göztepe and Kadifekale which was earlier classified as the first degree earthquake zone was reclassified as the second degree zone on which cheaper structures could be constructed (YA, 24.03.1951)

#### **4.4.3. Planning Process –Preparation of the Competition Project: 1951-1952**

Since 1949, after refusal of Le Corbusier's plan the municipality authority chose another method to prepare the master plan. Bank of Provinces claiming that the municipality of İzmir was not qualified enough to carry out the new planning effort suggested to organize an international competition. In the municipality budget meetings of 1950 the subject was put on the agenda again<sup>1</sup> and in the meeting of municipality council in 22.06.1950 the proposal of the Bank of Provinces were accepted.

As soon as the plan was decided to be obtained through competition technical staff of the municipality together with the authorities of Ministry of Reconstruction and Bank of Provinces began to study on the plan. (YA, 18.11.1950) Before announcement of the competition important issues of the plan were put on discussion in municipality commission frequently. The mayor Rauf Onursal (1950-1954) made several meetings with the president Bayar, the prime minister Menderes and other ministers to clarify the main planning and investment decisions that would shape the future structure of the city. (YA, 09.1950 - 04.1951)

The municipality authority organized a meeting in which approximately 100 people including members of the municipality council, architects and engineers, academicians, representatives of the Aegean Tourism Society, director of Bank of Provinces and other interest groups participated in the preparation of planning decisions. In the meeting compulsory decisions of the competition project were determined as: İzmir would be considered as an economic and commercial center; main development sites of the city would be the upper parts of Karantina; no development would be

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<sup>1</sup> See Appendix A1-1 for the explanation of N.Emre in his article in Yeni Asır Newspaper in 22.01.1950 and Appendix A1-2 other people's explanations published in the same newspaper at various times.

allocated to the upper parts of Karşıyaka and Yamanlar as they were outside the municipality boundaries; Alsancak would become a freight port as was determined by the Ministry of Reconstruction and existing port would be transformed into a passenger port; Alsancak stadium would be kept and new sports fields would be proposed at different parts of the city; entertainment and recreation areas would be proposed in the place of barracks and military buildings around Konak square<sup>1</sup>. The first competitor would consult to the successive planning efforts. Other proposals that might be considered during the preparation of the plan were determined as to locate the building structures perpendicular to the sea in order to let the sea winds to the inner parts of the city; to locate the workers neighborhoods more in detail, to emphasize the touristic characteristics of the city, to propose a university site and cultural facilities, to forbid the construction in Namazgah because of the existence of the historical monuments, to transfer the slaughterhouse, etc. (YA, 23.11.1950) Besides the municipality announced that the public could have inform the municipality about their opinions and demands during the preparation of the competition documents. (YA, 25.11.1950)

After meetings and determination of the decisions of the competition project which would form a basis for the master plan, the staff of the Bank of Provinces began to prepare the necessary documents for the competition. The ‘International Competition for the Master Plan of the City of İzmir’ was announced by the bank in 20.04.1951.

Contract of the Competition: The contract included such points:

- Turkish and foreign experts who dealt with planning could participate to the competition.
- The competitors were obliged to go to İzmir within the first three months of the competition period (01.05-01.12.1951) and examine the city at least fifteen days.<sup>2</sup>
- The competitor who took the first prize had to carry out the required revisions demanded by the jury.
- If the municipality could make an agreement with the first competitor for the successive planning efforts, the competitor would take a would work as a

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<sup>1</sup> See Appendix A1-3 for explanations on removal of the barracks-Sarıkişla building in Yeni Asır Newspaper

<sup>2</sup> See Appendix A1-4 for explanations of the competitors who visited İzmir during competition period.

consultant in the planning office that would be established by the municipality and would take a salary at international standards. If an agreement could not be made the municipality would made agreement with the successor competitors who would accept to apply the decisions of the first project.

- The projects would be evaluated in terms of implementation and fit to the characteristics and needs of the city.
- The projects that took prize would be owned by the municipality and the municipality could get use of them.
- In the case of technical conflicts Union of International Architects (UIA) would guide as the referee.
- The projects would be evaluated by the jury composed of the mayor Rauf Onursal, the director of the Technical Works Department of the Municipality Kemal Ardoğa, Prof. Paul Bonatz from İstanbul Technical University, the chairman of the Union of International Architects Patrick Abercrombie, Assistant Director of the Bank of Provinces Mithat Yenen, Director of the Urban Works Department of Bank of Provinces Cevat Erbel, Assistant Director of the Construction and Development Works Department of the Ministry of Reconstruction Orhan Alsaç Chairman of the İzmir Branch of the Union of Architects Necmettin Emre and architect Muammer Tansu.
- With the contract the documents as the program, base maps at 1/5000 scale, base maps for Konak and Alsancak districts at 1/1000 scale, schematic plan at the 1/20000 scale, report of the Development Commission, map showing the city boundaries were given to the competitors and the competitors were obliged to submit the documents as the citywide master plan at 1/5000 scale, road network and regional plan, action area plans for Konak and Alsancak districts at 1/1000 scale, perspectives and a plan report. (Master Plan Competition Report)

#### Program of the Competition:

- The competitors were to take into consideration the following points:
  - Character of the city: The proposals had to be brought considering that the city of İzmir was the most important port of the West Anatolia.

- Population projection: The population within the municipality boundaries in 1950 was 230.000 and this population was projected to increase to 400.000 in the year 2000.
- The boundaries of the plan: The area in between Yenikale region in the west Bozyaka and Karabağlar region in the south, Çamdibi district in the east and Ahırkuyu region in the north.
- Development areas: the main development sites of the city would be the upper parts of Karantina; there would also be a development site in Karşıyaka
- Motorways: The roads to be shown within the plan: İnönü street and its extend towards Seferihisar -Urla -Çeşme- Karaburun directions, Eşrefpaşa Street and its extend towards Kızılçullu -Karabağlar -Cumaovası -Aydın -Denizli directions, the road between Kızılçullu junction -Bornova -Manisa, Gaziler street and its extend İzmir -Kemalpaşa -Turgutlu -Uşak, the road between Halkapınar - Mersinli -Bornova -Manisa -Turgutlu and Akhisar, the road between Alsancak - Menemen -Balıkesir -Bandırma -Bursa.
- Railways: The existing lines would be accepted and determination of the connections of the passenger and freight stations with the port and the other parts of the city.
- The Port: Ministry of Reconstruction determined to improve Alsancak port as the freight port and the existing port would be transferred into a passenger port.
- The competitors were to bring proposals at the following points some of which were included in the program of the municipality to get realized:
  - Connection of the Hatay street to the south of Güzelyalı.
  - Connection of the Hatay street to the Hacı Ali (574) street.
  - Connection of the Hacı Ali Street to Kemer-Gaziler Street.
  - Connection of the Karantina-9 Eylül street to İnönü Street.
  - Consideration of the second peripheral road as a touristic road.
  - Consideration of the connection between İnönü and Eşrefpaşa street.
- The competitors were to bring new proposals at the following points:
  - As Alsancak Stadium will be removed a proposal for the new stadium and other sports areas.
  - Reorganization of the existing parks and proposals of new green areas.

- Proposals for new hospital sites.
  - Proposals of new functions and structure in the place of barracks and military buildings around Konak square.
  - Proposal of a university campus.
  - A detail plan at 1/1000 scale that shows the roads between Alsancak railway station, 26 Ağustos Square and port region.
  - Reorganization of the unhealthy neighborhoods and rehabilitation proposals.
- The competitors might get use of the documents as the Danger plan, Le Corbusier plan, arial photographs, city guide and the exhibition on the history of İzmir.

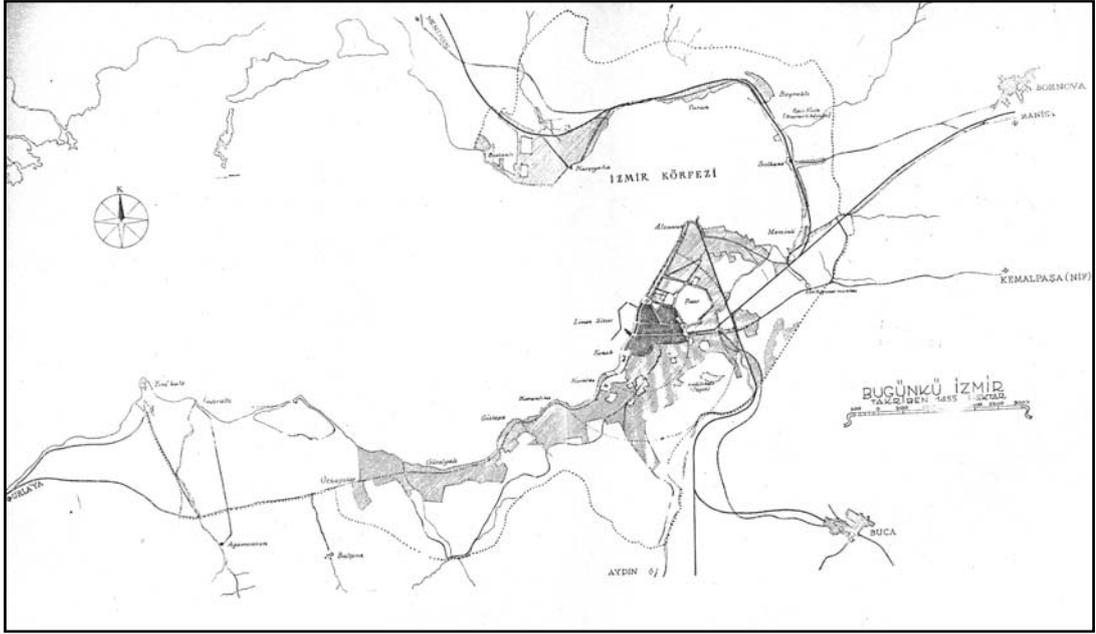
Results of the Competition: The competition projects were submitted to the municipality in December 1951 and were evaluated by the jury throughout a week starting from 08.01.1952. According to the results of the jury the following competitors took the prizes:

- 1st Prize: Prof. Kemal Ahmet Aru, his assistants Gündüz Özdeş and Emin Canpolat (İstanbul) (Figure 25, 26, 27)
- 2nd Prize: Alexander Freiker von Branca, his assistant Reinhold Wierl (Munich)
- 3rd Prize: Rauf Beyru (Ankara)
- Mentions: Richard Braun, Anna Braun, Otto Grün (Vienna)  
Leo Hofner, Nuri Yüksel (Switzerland)  
Doç.Dr. Eyüp Kömürcüoğlu, Ertuğrul Menteşe, their assistant Reha Erkızan (İstanbul)  
Harika Söylemezoğlu, Doç. Kemali Söylemezoğlu (İstanbul)  
Fritz Jelpke, Willi Schütte, 8 assistants (Germany) <sup>1</sup>

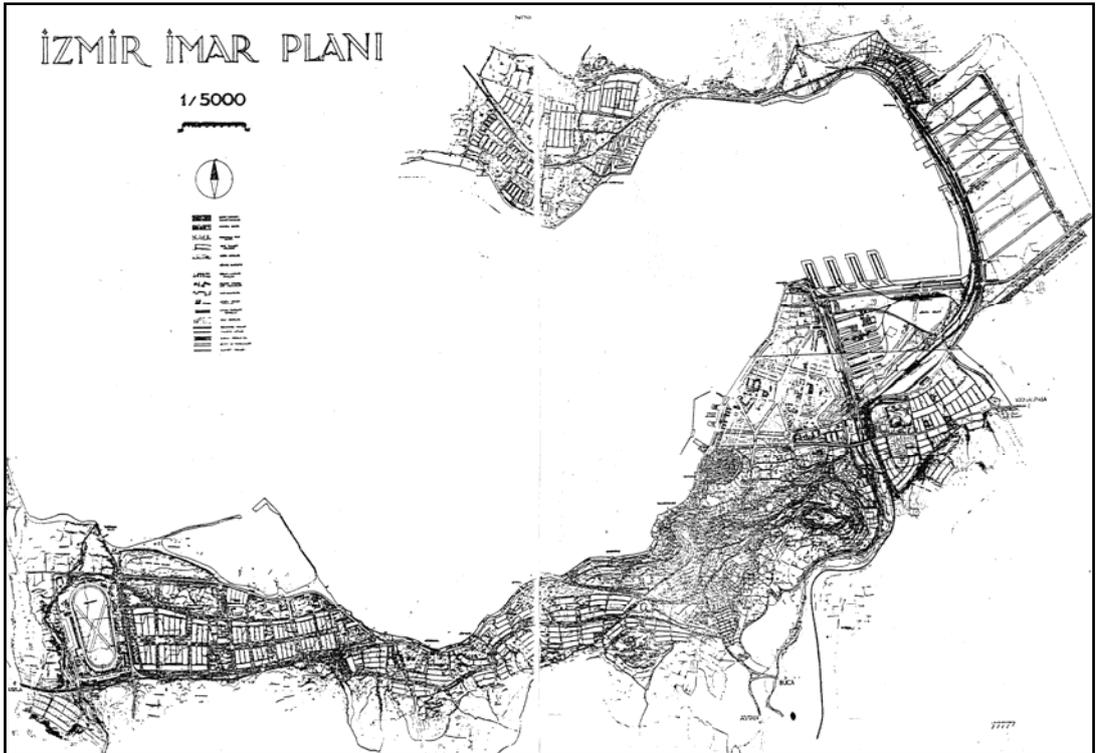
The jury prepared a report explaining positive and negative aspects of the first plan and recommended to get use of the other projects which took prize and suggested some revisions to be applied during preparation of the master plan. The results of the competition were announced in the newspapers and the public paid great attention to projects. (YA, 17.01.1952, 18.01.1952)

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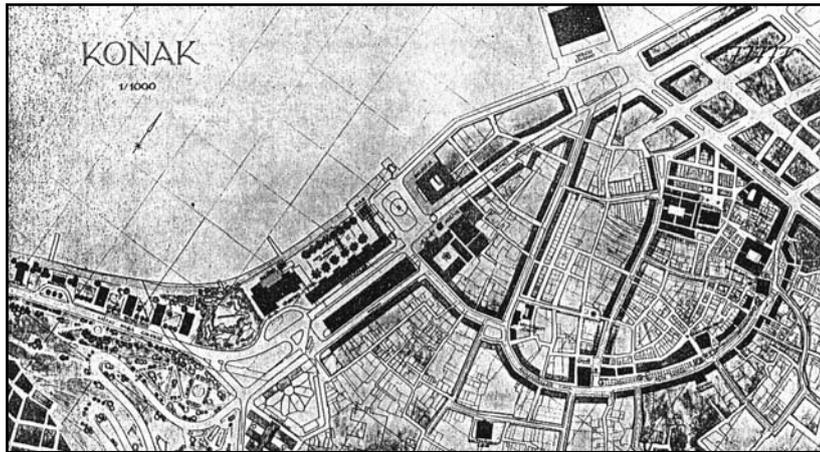
<sup>1</sup> See Appendix A2-1 for competition projects.



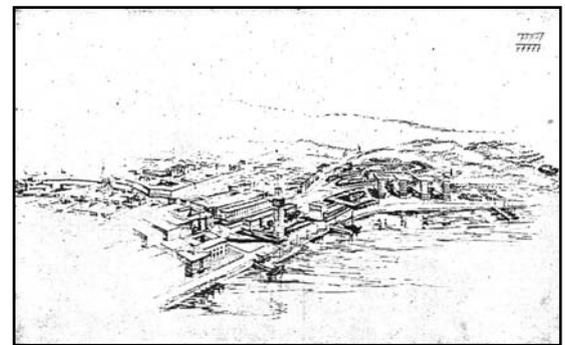
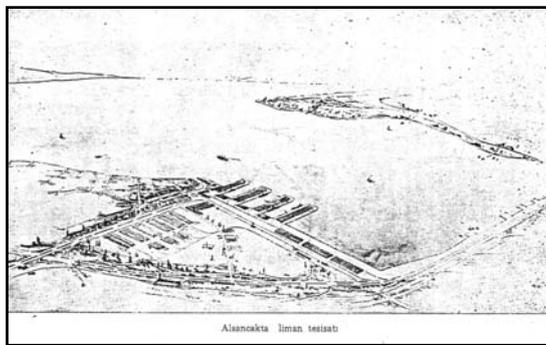
**Figure 24.** The City Map of İzmir, 1950 (Canpolat, 1954)



**Figure 25.** The Plan of K.Ahmet Aru, Emin Canpolat, Gündüz Özdeş, 1952 (Master Plan Competition Report)



**Figure 26.** Action area Plan for Surroundings of Konak Square and Kemeraltı



**Figure 27.** Perspectives for the New Port and Konak Square

#### **4.4.4. Planning Process: Preparation of the Master Plan: 1952-1955**

Following the announcement of the results of the jury the municipality authority attempted to establish the planning office for the preparation of the master plan through advancing the competition project by using some ideas of the other projects that took prize and with some revisions depending on the new requirements and demands.

As was decided earlier in the contract of the competition the municipality authority made a proposal to the planner of the first prize project for his appointment as a consultant to this office for the preparation of the master plan.<sup>1</sup> Aru accepted the proposal of the municipality and signed a contract with the municipality authority.

<sup>1</sup> The municipality authority decided to appoint the planner of the winner project with a salary of 2500 TL. Considered with the salaries of the municipality staff the amount of this salary was rather high. We can have some information about the salaries of some of the municipality staff from an advertisement published in Yeni Asır newspaper in 10.10.1951: vice director of Technical Works Department: 90TL, chief of the road constructions: 80TL, engineer of the road constructions: 50TL, cartography engineer: 50TL, Chief of the construction works: 80TL, technical works officer: 50TL, mechanical or electronics engineer: 70TL

According to this contract Aru would take salary from the municipality, he would come to İzmir to work on the master plan for 100 days in a year and his assistant Canpolat would be present in İzmir continuously. (YA, 27.03.1952) A planning office was established in the municipality and the studies for the final proposals of the master plan and for implementation plans started in 1952. After establishment of the office the planning office while the master plan at 1/5000 scale (Nazım İmar Planı) and action area plans at 1/500 and 1/1000 scales. (Tafsilatlı İmar Planları) began to be prepared on the other hand there were attempts to prepare the base maps of the city and with this aim Bank of Provinces made the maps prepared for the maps covering an area of 1800 hectares of built up area and 300 hectares of unbuilt area. (YA, 10.06.1952) Within the year 1952 in the frame of preparation of detail plans maps of population density, irregular constructions and industrial areas and the plans of the areas along İzmir-Aydın and Menemen - Manisa roads within the municipality boundaries and the plans of Karşıyaka-Turan districts were prepared.

At first the master plan was approved by the municipality council partially for the surroundings of Anafartalar, Eşrefpaşa, Karantina districts and Varyant road. (10.10.1952) In parallel to this work the municipality prepared a five years development program and the issues to be considered primarily were considered as: Finalization of the master plan, action area plans of the main streets and after their approval expropriation works (Altınyol motorway, 2<sup>nd</sup> Kordon street, İkiçeşmelik, Eşrefpaşa-Hatay-Üçkuyular, Gaziler and Anafartalar streets, Ballıkuyu-Basmane, Agora,



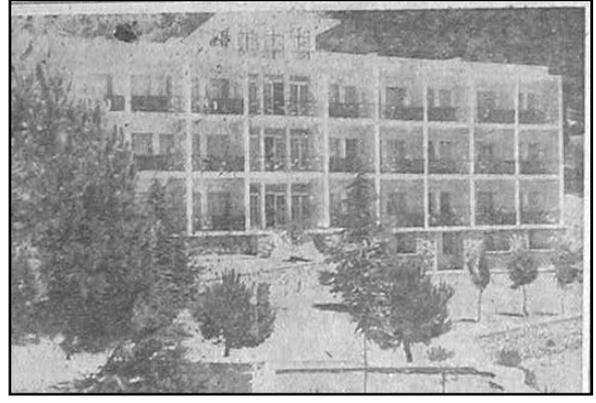
**Figure 28.** Project of Karşıyaka Beach  
(YA, 28.02,1953)

Eşrefpaşa-Buca and Konak-Güzelyalı-İnciraltı coastal road), action area plans of Konak square and Deniz Bostanlığı, rearrangement of the major squares, finalization of the construction of military buildings to be built in return to Sarıkışla building, Şark café, Eşrefpaşa market, Karşıyaka beach, new

buildings in Alsancak and Karşıyaka markets, slaughter house, cooling rooms, wholesale market, Şehitler bridge, water storage in Yelkenkaya, a pool, a restaurant and a sports and exhibition hall in Kültürpark, allocation of building lots to the cooperatives to built low cost houses, repair of Fevzipaşa, Cumhuriyet and Gaziler street, purchase of Agamemnon thermal bath, connection of Yamanlar to the city by an asphalt road and building a sports site in Halkapınar.



**Figure 29.** Agamemnon Thermal Baths  
(YA, 13.04.1954)



**Figure.30** Yamanlar Resort  
(YA, 21.07.1965)

The master plan composed of 81 plates in sizes of 40\*60 cm<sup>2</sup>, prepared at 1/2000 scale was completed in 1955 and examined by the municipality council. (YA, 21.02.1955) After this examination and before it was approved by Ministry of Reconstruction, the report of plan was published in the newspaper –Yeni Asır throughout ten days in between 23.02.1955 - 04.03.1955.

The Report of the Master Plan: Main decisions of the master plan were:

- İzmir is the biggest gate of Turkey in Aegean Sea, in second rank of importance in terms of import and export port, a historical and touristic city, it has a wide hinterland in terms of agriculture and economy, its population increased twice in twenty five years; all these factors denoted that in the future the city will be the first degree greatest city.
- The population within the municipality boundaries in 1950 was 230.000 and this population was projected to increase to 400.000 in the year 2000. (this was given to the planner) The city covered an area of 1455 hectares between Üçkuyular and Karşıyaka Bostanlığı with a net density of 158 person/ha for the built-up areas of the

city. The area within the boundaries of master plan was 4300 hectares with a gross density of 93 person/ha.

➤ Land use and transportation decisions:

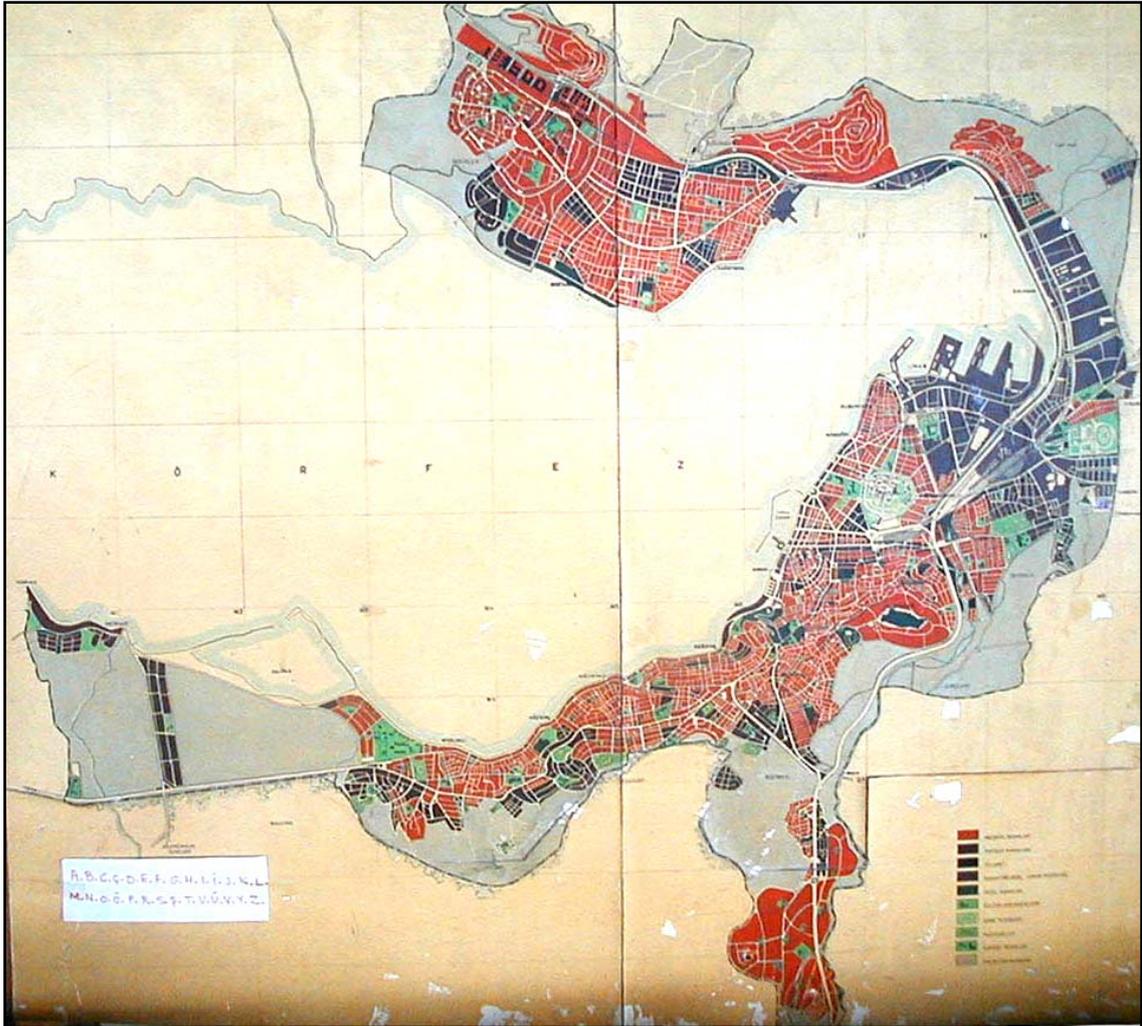
- Alsancak port was improved to be a freight and trade port taking into consideration the plans prepared by Ministry of Reconstruction which would be finalized later and Gümrük port was transformed into a passenger port.
- Existing commercial areas in all districts of the city were accepted and developed. The area between Gümrük and Konak square and surroundings of Alsancak port was allocated to big size department stores and office buildings.
- Built-up areas were preserved except for some roads were widened to improve circulation.
- As the small scale industry and warehouses located around Gümrük port expected to be transferred next to the new port the land around Alsancak port was arranged for these uses. Industrial areas surrounding Alsancak port was accepted and a new industrial zone was located on the bay between Mersinli and Bayraklı.
- Alsancak railway station was completely removed, Basmane station became the main station for two lines and railway connection provided to Alsancak port.
- New residential sites were located on the west axes towards south of Karataş, Karantina, Göztepe, Güzelyalı and Üçkuyular districts and towards north and west of Karşıyaka. The agricultural land between Güzelyalı and İnciraltı partially developed but mostly conserved. Two summer resort districts were accepted on the east of the İnciraltı beach road. For the workers of railway, port and industry neighborhoods are proposed around Tepecik, Eşrefpaşa-Beştepeleler district, along Buca road and on the south of Bayraklı.
- The surroundings of Konak square -area between Gümrük and Community center was planned as a commercial, administrative and cultural center. To decongest and provide easy connection, major roads in Kemeraltı were widened. In the places of barracks Province building, Municipality building, Courthouse, offices, department stores, shops, an opera house and a theater were located. The height of the office and commercial buildings on this site would be partially 25.80m and partially 19.80m.

- For the plan period it was determined that the city would need 66 primary school. The Plan included 31 school to the existing 38 school and included two high school –one in Güzelyalı and second in Karşıyaka to the existing three secondary and four high schools. On one portion of the land used by the military school in Güzelyalı was allocated for a university site.
- An Olympic sports site and a cultural center was located in Halkapınar region and the surroundings of Halkapınar lake planned as recreation areas.
- Public beach in İnciraltı was widened hotels, restaurants, entertainment facilities and new beach houses were proposed.
- Within green areas hotel, restaurant, entertainment facilities could be constructed. In Kültürpark, Bahribaba park, Cumhuriyet groove, on the foot of Kadifekale and within the built up area playgrounds and small parks were preserved and connected to each other with green axes.
- Afforestation on the foots of Kadifekale was proposed.
- The graveyards in the planned area transformed into parks.
- Various districts and uses were separated from each other by organic public green areas and development-restricted areas, however buildings for public uses might have been located in such areas in case of need.
- Major new roads proposed by the plan were the express road between Buca and Şemikler (Altınyol), Konak-İnciraltı coastal road, Ballıkuyu Varyant road, by the shift of railway towards north of Karşıyaka a green road between Naldöken and Bostanlı. Most of the major roads of the city were widened like Konak-Varyant road-Eşrefpaşa street-Kızılçullu-Buca connection, Fevzipaşa boulevard-Basmane-Gaziler street connection, Mithatpaşa street (Konak-Güzelyalı-Urla connection), Hatay street (Eşrefpaşa-Üçkuyular connection), İkiçeşmelik street (Mezarlıkbaşı-Eşrefpaşa connection), Halilrifatpaşa strret (Konak-Karantina connection), Kemeraltı strret (Konak-Fevzipaşa connection), Tilkilik street (Mezarlıkbaşı-Basmahane connection), 2<sup>nd</sup> Kordon street, Çamdibi street (Mersinlistret-Gaziler street connection), Ballıkuyu road, Naldöken-Bostanlı coastal road, Alsancak-Şehitler street-Bornova road connection and Alsancak-Şehitler street-Karşıyaka-Menemen connection. Besides after widening of the

2<sup>nd</sup> 2nd Kordon street, with the aim to be primarily used by the pedestrians on 1st Kordon a sidewalk of 4.5m would be constructed.

- Undeveloped areas within the plan boundaries which were mostly composed of agricultural land it was permitted to construct houses and agricultural facilities with a minimum plot size of 5000 m<sup>2</sup> and a maximum construction area of 5% of the total plot size and a maximum height of 6.5m.

Following the approval of the master plan by the municipality council in February 1955 and by the province council in April 1955, finally it was approved by the Ministry of Reconstruction in June 1955 and the earlier plans prepared at 1/1000 and 1/5000 scales became ineffective. (YA, 04.06.1955) <sup>1</sup>



**Figure 31.** The Master Plan of İzmir, 1955 (İzmir Metropolitan Municipality Archives)

<sup>1</sup> See Appendix A1-5 for explanations of the mayors of İzmir and journalists about the 1955 master plan.

#### **4.4.5. Planning Process: Subsequent Developments after the Approval of the Master Plan: 1955-1957**

In this period to be able to put into implementation the master plans of İstanbul and İzmir, the government prepared a draft law to provide financial support for the implementation efforts. Before approval of the plan the mayor Selahattin Akçiçek (1955) went to Ankara to take organizational and financial support of the government for the implementation of planning decisions and in his return he explained by the help of the government they would make an investment of 60 million TL. (YA, 07.05.1955)

After the plan had been put into implementation a five years program is prepared based on the master plan. The planning office of the municipality continued to prepare the alteration and detailed plans. The main concerns of the subsequent planning efforts were the preparation of the action area plans and application of the planning decisions, particularly for Altinyol (express road), Konak square, Konak-İnciraltı coastal road (Figure 32), expropriation and construction of the road between Eşrefpaşa market and Cumaovası airport, expropriation of Hatay and Ballıkuyu roads and arrangement of Karşıyaka coast. They also decided to remove the squatters and construct community apartments in the place of squatters in long term. (YA, 08.10.1955, 06.06.1956)



**Figure 32.** Construction of Konak-İnciraltı Coastal Road (YA, 18.10.1956)

Firstly a national competition was announced for Konak square in 01.09.1955. The program of the competition was formed by the municipality staff, the period of the competition was three months and the competitors were to design a Municipality building, a Courthouse, a theater and office buildings. The jury was qualified to make necessary changes on the plan. (YA, 23.12.1955) The jury composed of Kemal Ahmet Aru, Seyfî Arkan, Rıza Aşkan, Selahattin Akçiçek, Lami Eser, Reza Erkızan, Harbi Hotan, Zahit Mutlusoy, Ferruh Orel and the reporter Ergun Unaran examined the projects and among fourteen projects the following projects took the prize:

- 1st prize: Doğan Tekeli, Tekin Aydın, Sami Sisa
- 2nd prize: Güngör Kaftancı, Zihat Fındıkoğlu
- 3rd prize: Metin Hepgüler<sup>1</sup>

However as none of the projects were considered to be practical a commission composed of eleven member including Prof. Sedat Hakkı Eldem from Academy of Fine Arts, Zahit Mutlusoy from Ministry of Reconstruction, Rıza Aşkan from İzmir Municipality, Alp Türksöy a member of the municipality council and architects of the first prize project, began to study on the project. (YA, 16.05.1956) During this study the municipality authority approached with foreign experts like Bernard Wagner and Richard Neotre from USA. (YA, 07-080.06.1956) The plan for Konak square, together with the master plan of İzmir were sent to the municipalities of London, New York and Rio de Janeiro to be informed about their opinions and advices on the plans. (YA, 18.07.1956) During its examination by the Ministry of Reconstruction most parts of the plan was altered: In the place of the theater the city hotel was located and the theater, restaurants and entertainment activities were located on the coast of Vali Rahmibey Park; three star-shaped buildings proposed by the plan were not accepted. Touristic shops were located on the coast between Konak and Gümrük square. Office and commercial buildings were accepted as shown in the plan. (YA, 20.09.1956) Including these changes the plan was approved in 1957 and following the completely removal of the Sarıkışla building technical staff of the municipality began to work on determination of the locations of the roads and building plots to be sold on Konak site. (YA, 06.01.1957) (Figure 33)

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<sup>1</sup> See Appendix A1-6 for explanations on the Projects of the Competition of Konak Action Area Plan.



**Figure 33.** Sarıkışla building and its removal during 1950s (Yeni Asır Newspaper)

Another intervention for the implementation of the plan was regarding to the housing provision. The municipality collaborated with the Bank of Estate and Credits to provide housing and to overcome the problem of squatters. They decided to build low-cost garden houses on the municipality-owned land which had been transferred from the state land and to sell them to those who did not own a house to be paid back in 10 or 20 years. The revenue gained from the sale of these houses would finance the removal of the squatters and construction of new houses. (YA, 08.10.1955)

With this aim subdivision plans and projects of the 1000 garden houses on the municipality-owned land in Karşıyaka Denizbostanlısı were prepared by Bank of Estate and Credits (YA, 28.10.55) and the constructions of the 80% of 10.000 houses of the Workers Insurance Institution were started. (YA, 20.02.1955)

While preparation of the action area plans and application of the plan decisions on the other hand the master plan had been criticized by many including the planner himself. After the approval of the plan Aru did not want to continue to work on the plan alterations and quit his work in municipality. Before his departure new demands to revise the plan began to be discussed in the meetings of municipality commission. In a municipality council meeting in June 1956 Başar declared that in between 1951-1956 the public brought 398 suits against the municipality mostly depending on the delays in planning and technical works and some members of the council claimed that demands

for plan alterations had been resulted from the fail of the plan as it had been depended on insufficient analysis and they recommended to prepare a new plan. The demands for plan alterations generally included increase of building heights, transformation of the green areas into residential areas, inclusion of the industrial areas within the municipality boundaries to provide better infrastructural services and demands for new residential and commercial areas. Some of the demands accepted by the ministry like preservation of the built-up areas; at some parts transformation of the green areas into schools or other public uses; transfer of the university site from Güzelyalı to Bornova and bus station from Basmane to Halkapınar; transformation of the residential areas into green areas in Asansör district; inclusion of some parts of the adjacent areas within the municipality boundaries like Örnekköy, Yamanlar and Şemikler, industrial areas towards Bayraklı and Bornova, the land in Çamdibi and its southern part and the land around Urla road in Balçova, the land towards Serinkuyu stream, Gürçeşme and Samantepe districts and assessment of Buca district as a sub-province. (YA, 21.05.1955, 19.01.1956, 20.10.1956, 07.03.1957) Most of plan alteration demands which were refused were new developments for residential and commercial uses.

#### **4.4.6. Theoretical Background**

In the early Republican period until 1950s the first planning practices of the biggest cities of Turkey –İzmir, İstanbul, Ankara were carried out through the efforts of foreign planners Although there were no planners yet, during 1950s as the country had its own qualified architects who could work on the physical arrangement of the cities those architects began to take part in the planning practices of Turkish cities. In this transition period the central and local government preferred to organize an international competition in which both foreign and Turkish experts could be participated and the competition was resulted with the success of a Turkish group. However both in terms of planning efforts and implementations the authorities preferred to follow western experiences and continued to work with foreign experts For instance before announcement of the competition Brian Lewis -a planner from Great Britain visited İzmir and gave a series of lectures on planning experiences of Britain (YA, 18.2.1951) and accordingly three experts from USA together with two experts from Ministry of Reconstruction visited İzmir and to have some idea on the planning practices. (YA

09.05.1951) In addition to these the mayors with their teams had been making trips to USA and particularly to Europe to make use of these countries planning experiences.

Following the European experience the plan of Aru was prepared as a land use plan by the functionalist principles with an aim to arrange the basic land uses and circulation network of the city. The program and method of the plan was prepared under the conditions where the planning of the cities was considered as a matter of physical design and as a large scale architectural effort. Both in terms of its approach and type of land uses, the plan followed the ideas and proposals of Le Corbusier but with an important difference as its decisions were not that radical. Practicability was the major goal of the plan. It followed a survey - analysis - plan method, most of the survey and analysis were carried out during the preparations for the competition, earlier than the planners take part in plan preparation process. The analysis did not cover socio-economic and demographic issues and no prevention was taken for the emerging problems of rapid urbanization, development of surrounding settlements and squatters. Just like the previous plans, it did not include public participation to the plan preparation process but considered the opinions of a large group of technocrats, bureaucrats and the elites. However this plan during the implementation process, through plan alterations considered the public demands.

Although there were attempts to prepare comprehensive plans in the west Turkey remained behind these developments as necessary changes could not be carried out in institutional structure which would consider the cities with their surroundings. The approach used within this planning practice was not an efficient method in a period of rapid urbanization as the city was growing very fast and was integrating with surrounding settlements. This was also agreed by Aru in his comments on the plan:

“We were to plan one of the biggest port cities of Turkey.....The plan was to consider the city within the municipality boundaries. The analytical information given to the planners were in adequate, there were no information about the country or the region and there were no analysis related to population projections or planning periods. However the acceptance of the contract and the program of the competition on which the master plan was based by the Union of International Architects proved that the situation was not so much different from Turkey.” (Aru, 1-9)

#### **4.4.7. Implementation**

Even though the population projection (a population of 400.000 for the year 2000) exceeded during 1960s and planning efforts remained behind the developments in the city, the plan was changed incrementally through revisions and remained in



implementation and shaped the urban environment for almost 30 years. When the plan compared with the city map of 1989 it can be seen that most of the central parts of the city have been shaped in accordance with the land-use decisions proposed by the plan.

**Figure 34.** The City Map of İzmir, 1989

An important problem with the plan was that when it was prepared the base maps were incomplete, therefore the planning decisions were not based on a true information about the land properties and existing buildings. Both in terms of natural and historical aspects the plan did not follow a conservative approach. Although was not that radical as Le Corbusier, the implementation of the plan required some renewals, particularly for widening of the roads and by the plan some part of the agricultural land was brought into use. Beside the practicable decisions proposed by the plan, the success of the plan was depended on the policies and interventions of the ruling party who followed the development approach and aimed to provide the cities with lots of investments.

The initial implementation attempts were put forward for the investments like port or express road to be carried out by the government and like coastal road or Konak square to be carried out by the municipality. However because of the worsened economical conditions of the country in the 2<sup>nd</sup> half of 1950s, the projects could not be completed for many years, some of which like coastal road between Konak and Güzelyalı was on implementation during 1990s. The Aru plan has many impacts on

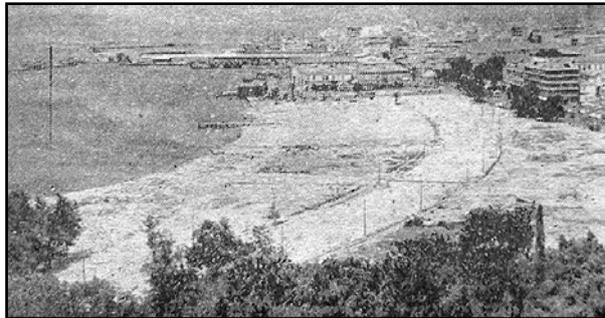
current structure, although had many revisions most of the decisions proposed by the plan applied to the space. Decisions about most of the roads, Alsancak port development, railway stations-although Alsancak station was not removed, the two lines were combined and Basmane station become the main station for out city travels,



**Figure 36.** Halkapınar Sports Center  
(YA,05.10.1971)

Halkapınar sports complex, residential and industrial areas all have their impacts on current structure. The unaccepted and revised decisions of the plan were the widening of the roads in Kemeraltı which was cancelled during 1970s by the Preservation Law, Konak square (Figure 37, 38, 39) which was reconsidered at various times and never finalized, university in Güzelyalı which was transferred to Bornova, recreational area around Halkapınar lake, afforestation of foots of Kadifekale and active and passive green areas at other parts of the city which were turned into built areas by revisions or illegal

buildings.



**Figure 37**  
Konak Square, 1958  
(YA, 27.06.1958)



**Figure 38**  
Konak Square, 1967  
(YA,19.10.1967)



**Figure 39**  
Konak Square, 1972  
(YA, 16.03.1972)

#### **4.5. The Plan of Albert Bodmer, 1960**

The 1955 plan remained behind the emerging developments and demands as it was prepared for a limited size and a limited population. Soon after the plan approved and put into implementation, hundreds of demands for plan alterations came to the municipality. In the beginning of the implementation process of the plan, preparation of the action area plans and alteration plans were carried out by the planning office of the municipality. However these efforts and the municipality staff were not efficient and fast enough and the municipality authority decided to prepare a new revision plan only one year later the Aru plan approved in 1955.

##### **4.5.1. Changes in the Institutional Structure of Planning in Turkey**

During the 2<sup>nd</sup> half of the 1950s because of the increased foreign debts and decreased aids the government obliged to follow savings policies and a need for a planned development became evident.

In this period the problems of the cities, particularly the problem of squatters, grew and the Buildings and Roads Act directed the practice of planning began to be criticized as was not effective to solve the problems of this rapid urbanizing environment. The new Planning Act (6785 sayılı İmar Yasası) was completed in 1956 and put into implementation in 16.01.1957. By this act the right for the control of the physical development of the cities shifted from local authorities to central authority. Following this act in 1958 the Ministry of Development and Settlement (7116 sayılı yasayla kurulan İmar ve İskan Bakanlığı) established with the aim to determine and implement the policies for the optimum allocation of investments and population and policies on housing and to prepare the regional plans. The ministry became responsible for the approval of master plans.

On the other hand because of rapid urbanization and increasing problems of cities it was realized that different methods and professionals with different skills were required for the arrangement of cities. Therefore at the end of 1950s, urban and regional planning education started in Turkey. The initial attempt for the constitution of planning education came from an housing expert from USA, C.Abrahams, who was invited by the government in the early 1950s. He had explained to Menderes his proposals to solve the problems of housing demand by imperts not by experts and to

constitute a school for this. Another point was that Menderes during his travel to USA was influenced by the American cities and wanted Turkish cities to be developed like the American cities. (Tekeli, 1990,12) In 1955 experts from USA came for the pre-studies of the establishment of the Middle East (Technical) University with the aim to start the education of urbanism and urban planning. (YA, 27.05.1955) Although the education started later, the university with the departments of architecture and urban planning was established in 1956. ( YA, 16.11.1956) Nevertheless as the first master students of planning education were graduated in 1962 and undergraduates in 1967, the affect of planning education on the practices was not observed until the mid of 1960s.

#### **4.5.2. Spatial Structure of İzmir During the 2<sup>nd</sup> Half of the 1950s**

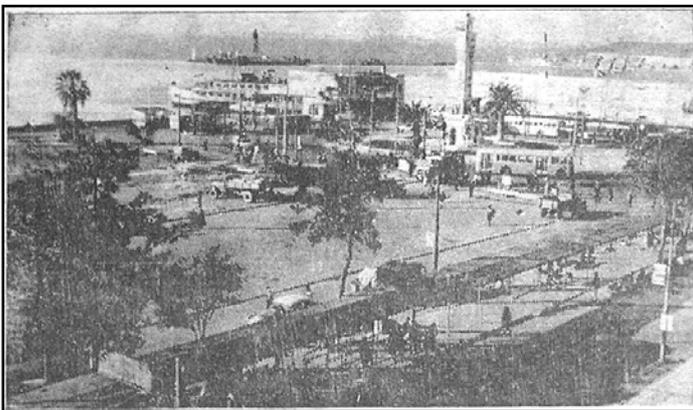
The spatial structure of İzmir during 1950s have been presented in detail in section 4.4.2. That structure of the city did not change much during preparation of the fourth planning practice of İzmir except for partial implementation attempts of the Aru plan and expansion of the squatter areas. As there were many demands of plan alterations from private property owners and as the public investments proposed or accepted by the plan were long term and high-cost projects, constructions according to the plan were not completed or even started yet as to change the spatial structure of the city.



**Figure 40.** Central parts of İzmir, end of 1950s (Metropolitan Municipality archives)

### **4.5.3. Planning Process - Preliminary Work: 1957-1959**

The demand to prepare a revision plan came in 1956 depending on the criticisms of the Aru plan and new demands of various groups. At first the mayor Enver Dündar Başar (1955-1957) declared that they would revise the five years development and expropriation program of the municipality. (YA, 15.02.1956) Then a commission composed of 23 municipality staff was formed to examine the demands of the public. The commission decided to invite an urbanist for the revision of the 1955 plan. (YA, 12.07.1956) With this aim they made contacts with several foreign experts for their advice on the revisions and to work with them. At first, Wagner -a planner from USA who was invited by the municipality for the action area plan of Konak square and surroundings- dealt partially with the master plan and suggested his comments and recommendations on the plan. (YA, 07-08.06.1956) Another intervention was that the master plan was sent to the municipalities of London, New York and Rio de Janeiro particularly to be informed about their opinions on the action area plans for Konak district. (YA, 18.07.1956) Following that Başar invited Prof. Hans Högg –a planner from Germany who was earlier worked on the master plan of İstanbul and sent the master plan report to him. (YA, 04.09.1956) Before his arrival to İzmir the municipality authority invited another planner Richard Neotre from USA. Neotre accepted the invitation, arrived in İzmir and worked on the plan. He considered the plans as mostly appropriate for the city and the municipality authority considered his works and advices on the revision of the plan as very useful. (YA, 14.10.1956) A week later they announced that Prof. Hans Högg would come to study on the plan. (YA, 27.10.1956) In



**Figure 41.** Konak Square, end of 1950s

the meetings and studies of the Development and Consultation Commission of the Municipality (Belediye İmar ve İstişare) decided the full-time appointment of a foreign expert for the preparation of the revision plan.

Within the following one year, after getting the advices of foreign experts technical works department of the municipality prepared plan alterations and action area plans. Finally Başar during his travel to Europe in 1957<sup>1</sup>, met with the Swiss planner Albert Bodmer who was appointed for United Nations at that time and invited him to İzmir. In October 1957 Bodmer arrived in İzmir. In the first step Bodmer made a meeting with the mayor Faruk Tunca (1957-1960). They agreed on Bodmer's cooperation with the technical department of the municipality to analyze the necessary changes and prepare a final document including the recommendations about revision of the master plan. Some of the issues that Bodmer was responsible for were to put undeveloped land into the plan because of population growth, to make a decision about green areas and to register the squatters which were built on the municipality and state land, which have not been located along the roads and which were in accordance with the master plan and the subdivision plans. (YA, 18.10.1957) He stayed a few months in İzmir and together with the municipality staff he carried out a preliminary work for the preparations of the revision plan. For 15 days he made surveys in all parts of the city with Harbi Hotan -architect, the director of the Development Department of the Municipality. During his survey in Karşıyaka Bodmer said that:

“The city of İzmir resembles Zurich of Switzerland, therefore architectural development of such a beautiful city should be considered accordingly.”

(YA, 19.10.1957)<sup>1</sup>

He made a survey in Kemeraltı and İkiçeşmelik regions on foot and experienced the difficulties personally. To understand the living conditions of a family settled in a moderate house he visited a flat in Güzelyalı community apartment. He also made surveys to determine the residential development sites of the city and examined the sewer system of the city. During his survey around Kültürpark he examined the most important streets of the master plan like Anafartalar, Mithatpaşa, İkiçeşmelik, Eşrefpaşa streets and the sites on which Ballıkuyu Varyant road and Hatay-Eşrefpaşa-Karabağlar connection would be constructed. On the other hand since enlargement of the Kemeraltı-Başdurak-Arasta part of the Anafartalar street would be costly due to expropriation prices, instead he proposed a wide street beyond Anafartalar street. (YA, 24.10.1957) He also made a boat trip on the bay in order to observe the panoramic view

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<sup>1</sup> See Appendix A1-7 for explanation of Başar about his travel to Europe.

<sup>1</sup> See Appendix A1-8 for other explanations of Bodmer.

of the city from the sea and wandered around Kadifekale to observe the top view of the city. (YA, 26.10.1957) During his surveys he had a detailed idea on typical neighborhoods of the city, the roads to be rehabilitated, building structure, green areas and parks and residential development sites. After these observations he declared that the most important problems of the city had been the housing scarcity and the sewer system and recommended to start construction regarding to these issues.

After completing his analysis Bodmer began to work in the planning office established in Kültürpark. (YA, 01.11.1957) He prepared a report composed of twenty-five pages, submitted that report to the Ministry of Development and Settlement and departed from İzmir.<sup>1</sup> According to the agreement made between Bodmer and the municipality after participating some conferences in foreign countries Bodmer would turn back to İzmir in March to stay and work for the revision studies of the master plan for two years. (05.11.1957)<sup>2</sup> However Bodmer did not arrive in İzmir in the given period<sup>2</sup> and the municipality authority with the collaboration of Bank of Provinces continued to work on the preparations of the revision plan and sought for another method. At first in 1958 Medeni Berk –the Minister of Development and Settlement declared that together with the Director of Bank of Provinces and Italian planners he would come to İzmir, work on the master plan and establish a planning office. (YA, 14.03.1958) The same year the municipality authority invited Prof. Luigi Piccinato for his advice on the plan revisions. Piccinato prepared a report and submitted to the ministry in which he brought some proposals for the future development and transportation problems of the city and for the organization of a new planning office. (Beyru, 1991, 79) Following this in a meeting in which the authorities from Minister of Development, Bank of Estate and the municipality participated, Berk explained that the government paid great attention to the reconstruction and development of İzmir according to the modern planning principles and with the aim to meet the current and future needs of the city a planning office would be established within the municipality which would be responsible for the revision plan with the collaboration of an urban planning expert. (YA, 20-23.07.1958)

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<sup>1</sup> See Appendix A1-9 for explanation of Tunca after Bodmer's departure.

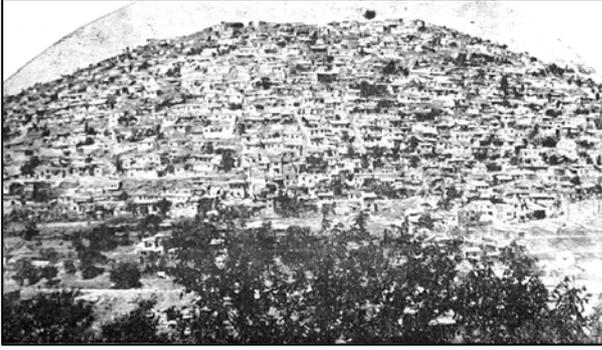
<sup>2</sup> It is not clear why Bodmer did not come back to İzmir. No documents could be found on this subject.

The preparations for the establishment of the planning office like established earlier in Ankara, İstanbul and Bursa started in 1958. The office would be composed of five person including the representatives from the ministry, Bank of Provinces and municipality, a planner to be appointed by the bank and the director of the planning office. The office would consider firstly the subdivision areas, green areas, adjacent areas, undeveloped areas and city entrances. (YA, 24.10.1958)

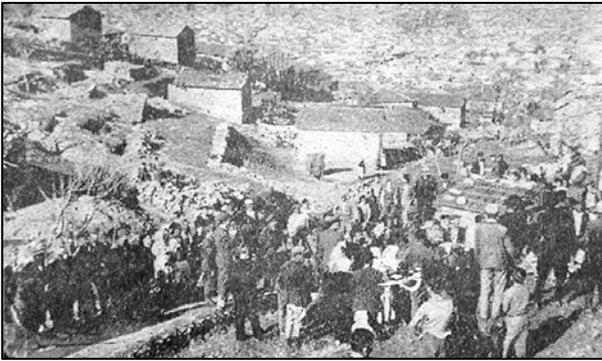
#### **4.5.4. Planning Process: Preparation of the Master Plan: 1959-1960**

While organization of the planning office was lasting after approximately two years with the invitation of the municipality and the ministry in 1959 Bodmer came back to İzmir and was appointed as the consultant of the planning office that would prepare the revision. Together with Harbi Hotan -the vice director of Development Department of the municipality Bodmer was expected to make the necessary revisions based on the inefficiencies of the previous plan and on the new demands like conversion of some part of the green and undeveloped areas into development areas and to bring proposals for the squatters. (YA, 29.07.1959) On the other hand at the end of the same year the 'Regional Planning Office' as planned to be earlier was established by Bank of Provinces through interventions of the municipality. Hotan was appointed to be the director and Bodmer to be the planner of the office. (YA, 08.11.1959)

Bodmer continued to work on the plan revision. He also worked on the ownership pattern and proposed to combine the small lots of municipality properties and to establish a certain land policy. He suggested that the primary concern should have been on the problems of the squatter dwellers and considered entertainment facilities to be the secondary importance and believed that unless the problem of squatter resolved the other development proposals would be no good. He mainly made surveys in squatter areas and during his surveys he visited many squatters and observed the living conditions of squatter dwellers. (YA, 31.07.1959, 09.08.1959) To overcome the problems generated by the squatters and the problems that the dwellers of the squatters faced with, he marked on the necessity to establish cooperatives organized by the dwellers of the squatters within the control of municipality and he prepared an eight years rehabilitation program. (YA 26.09.1959)



**Figure 42.** A Squatter District in İzmir, 1960s  
(YA, 08.08.1963)



**Figure 43.** Squatters in Gültepe, 1960s  
(YA, 22.12.1960)

Depending on the analysis and the current laws<sup>1</sup> they decided to rehabilitate and revision of the squatter areas which destroys the appearance of the city or create problems for the city and which were constructed before the year 1953. With this aim to register the squatters they prepared subdivision plans of squatters and presented it to the Ministry of Development and Settlement. The plans were appreciated by the ministry. According to the plans the government would finance the municipality -20 million TL and then the land transferred from the state land into municipality land would be subdivided and turned into developed land, in such areas 2000-2500

house/year would be constructed, squatters which correspond to road, green areas and development-restricted areas according to master plan would be removed and houses from new residential areas would be given to the dwellers of those squatters and green areas and development-restricted areas would be preserved. In parallel to that work they prepared subdivision plans of an area to involve 2000 houses in Boğaziçi and Gültepe districts and sent the plans to the ministry for approval. (YA, 14.10.1959) Besides Bodmer and Hotan made survey on the industrial zone of the city. Thinking that it would create air pollution the industrial zone located in Halkapınar and Bayraklı region in earlier plans are decentralized at a distant location. (YA, 21.11.1959) Bodmer made an analysis on the İzmir bay and considered unplanned industrialization and

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<sup>1</sup> Law on support for building construction, 1953 (1953 tarihli bina yapımını teşvik ve izinsiz yapılan binalar hakkındaki kanun)

Law: 7367 on transfer of the property of state land and building lots which were involved in the municipality boundaries and in development areas into municipality property, 1959 (7367 sayılı, 1959 tarihli hazinenin mülkiyetinde ve devletin hüküm ve tasarrufu altında, belediye sınırları içinde ve inkişaf sahalarında bulunan arazi ve arsaların bedelsiz olarak belediyelerin mülkiyetine alınmasını sağlayan kanun)

urbanization as the major factors of the pollution of the bay. He brought some proposals to prevent the pollution of the bay in terms of location of the new industrial areas in Bergama, Kemalpaşa, Torbalı, Tire and Urla regions which would also prevent the migration to the central city. (YA, 04.10.1975) In a meeting in which Tunca, Bodmer and experts from the government and municipality they decided to alter some of the major road directions like Şirinyer junction-Yağhaneler-Eşrefpaşa street-Varyant road connection, Şirinyer junction-Kemer-Şehitler street connection (Altınyol). (YA, 16.12.1959)

Following these studies the municipality council decided to establish a planning office with the consultation of Bodmer and a commission composed of council members. (Municipality Council meeting, 24.12.1959) After the establishment of the office Mithat Yenen –Director of the Planning Department of the Ministry of Development and Settlement came to İzmir and work with Hotan and Bodmer on the determination of the tasks to be carried out –particularly subdivision and planning studies of squatter areas, planning of 1<sup>st</sup> Kordon street, new development areas and green areas to be preserved. During these studies the minister İzzet Akçal declared that depending on the laws prepared in 1953 and in 1959 (shown in the above) after İstanbul and Ankara they would begin to register the squatters built on state land in İzmir before 1953. (YA, 13.3.1960) Then while the municipality staff began to prepare the base maps of those sites and to register the squatters on them (YA, 15.03.1960) the planning office and Bodmer began to prepare the plans of those sites. (YA, 05.04.1960) The planning office prepared a plan for Şemikler at 1/2000 scale and approved by the ministry. The plan covered an area of 275 hectares to inhabit a population of 20.000. Besides the office prepared the subdivision plans in Güzelyalı, Hatay and Üçkuyular districts and worked on the action area plans at 1/500 scale for the site between Konak and Gümrük squares. (YA, 24.06.1960)

The year 1960 was one of the important turning points in Turkey's history. The military take over in 1960 followed by crucial changes in terms of political, institutional and socio-economic structure of the country. A new constitution was put on preparation. All the administrative structure including the municipalities was changed. The mayor Faruk Tunca (1957-1960) was discharged and military administrators had governed the city until the local elections of 1963. Under these conditions the master plan which was

prepared at 1/20.000 scale and in which the plan alterations which were carried out after the approval of the 1955 plan and Buca and Bornova districts were included was completed by the planning office with the collaboration of Bodmer and submitted to the Ministry of Development and Settlement in 1960. (YA, 01.08.1960)

Main decisions of the plan were:

- Population of the city for the year 2000 was projected to be 900.000 and was given to the planner as an input for his studies.
- Konak and Alsancak districts including industrial zones on the south of Alsancak port were considered as central districts.
- Small-scale industry was located in Halkapınar, Mersinli and Salthane districts.
- Heavy industry zone was located in Işıklar, Pınarbaşı region and a railway connection provided between port and industrial zone.
- Residential areas were developed towards north of Karşıyaka district, south of Üçkuyular, Hatay districts and along the axes of Bornova, Buca and heavy industry region.
- An extended green system was proposed to form a chain of recreational areas and to separate different districts.
- The road system improved, most of the existing road pattern was accepted and a new peripheral road connecting north and south parts of the city and new connections for heavy industry zone on the east of the city were proposed.

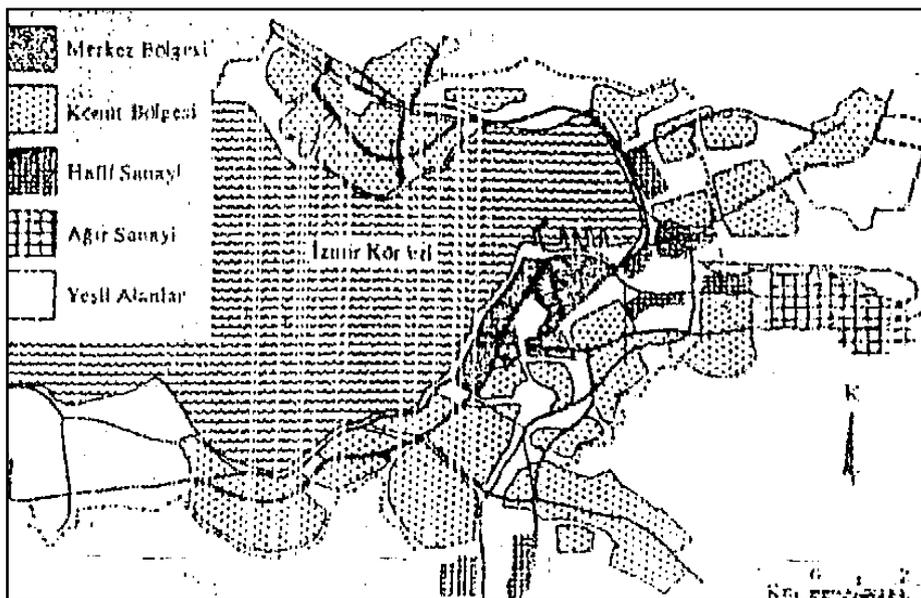


Figure 44. The Plan of Bodmer, 1960

The ministry did not accept the plan and sent it back to the municipality for revisions. While the ministry appreciated the comprehensiveness of the plan as it involved surrounding settlements like Buca, Bornova and other suburban developments, they demanded to revise the plan and prepare a report that would include the following analysis to the planning effort:

- To explain the shortcomings of the previous master plan and the reasons for the alterations and new demands,
- Principles of the plan,
- Population projections, dispersal of this population within the city and densities,
- Employment types,
- Commercial facilities,
- Main circulation network. (YA 01.08.1960)

#### **4.5.5. Subsequent Developments until Departure of Bodmer: 1960-1963**

By the military take over the an officer Safa Poyraz (!960) was appointed as the mayor of İzmir Municipality. At first he made a meeting with the businessmen and the journalists to have their opinions about the city works. (YA, 01.07.1960) In the next step he attempted to make some changes in the municipality. He declared that firstly he would consider the Technical Works (Fen İşleri), Development (İmar) and Planning Departments (Planlama Müdürlükleri) Works and Development Departments. On the other hand a commission composed of the mayor, the consultant (Bodmer), directors of Technical Works and Development Departments, chief of the Planning and Analysis Office, representatives of the Chambers of Engineers and Architects was formed with the aim to follow the studies of the Activity Office and organize the planning efforts in according to the public demands. In the first meeting of the Commission which would be assembled one in fifteen days they decided to complete the deficiencies of the master plan which had not been approved by the ministry, to finalize the revision demands related to the densities proposed by the 1955 plan, to open the secondary roads which were closed earlier, to minimize the green areas proposed by the 1955 plan within the limits of modern planning standards, to determine the adjacent areas with the aim to control the unplanned development along the city entrances. (YA, 03.08.1960)

Within these organizations Bodmer continued to work on the revision plan. The plans and projects prepared by him had been given to the related institutions. He was wandering in the city to observe the application of planning decisions and he was dissatisfied with the implementations as he declared that:

“ I wonder why they pay me if they are not going to implement the plan I prepared. I expect that the Burhanettin Uluç<sup>1</sup> will pay attention to this situation” (YA, 10.09.1960)

The mayor Uluç (1960-1962) showed reaction to this explanation of Bodmer and the municipality authority made an explanation as a response to Bodmer:

“According to a contract which was also accepted by the municipality Bodmer’s salary is paid from the fund of United Nations and again according to the same contract he can not make an explanation on anything without the approval of the mayor and governor. His main task is to prepare master plan revision, projects for new residential sites, to inform the planning commission about his recommendations as an expert and consultant. The municipality authority and the expert were agreed on carrying out the necessary work taking into consideration to minimize the costs and difficulties.” (YA, 26.09.1960)

Following these explanations, a problem arose about the appointment of Bodmer. Although previously his salary was aid from the fund of UN since then as the municipality had to pay his salary for six months because of some formalities, the Ministry of Development and Settlement reevaluated the amount of the salary to be paid to Bodmer. (18.12.60) Although no document could be found related to the following developments as there was no news about Bodmer within the following year in the newspaper and depending on a news published in January, 1962 which explains that Bodmer would continue to stay in İzmir and could get his salary from the government of Switzerland (YA, 19.01.1962), it may be claimed that Bodmer departed from İzmir in 1961 and turned back in 1962.

During this period the municipality began to work on preparation of the four years development program. The program included the expropriation of the buildings in Konak square between Courthouse and Gümrük square, the buildings on two sides of

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<sup>1</sup> In this period the municipality and the province were administrated by the same person. Burhanettin Uluç was appointed to be both the mayor and the governor.

İkiçeşmelik street and the buildings on one side of Eşrefpaşa street around Bayramyeri neighborhood. (YA, 19.11.1960) Development Department of the municipality attempted to complete the revision efforts of the site between Üçkuyular and Konak. The municipality also organized to prepare the revisions of base maps of Karşıyaka district and when the maps finalized would carry out the revision efforts. (YA, 10.12.1960)

Before the revision studies completed and approved by the ministry implementations had been started. In a letter sent from Ministry of Development and Settlement to the Province about the implementations of master plans the ministry explained that they have ascertained that there were constructions different from the master plan and commanded to apply the decisions of the existing master plan until the new one completed and approved. (YA, 01.09.1961) Eight months later from this letter İzmir Branch of Bank of Provinces sent a letter to the municipality in which they explained that they observed that the municipality gave permits to the buildings before their subdivision plans completed or to the buildings on the sites where planning efforts were lasting. They also observed that the constructions did not follow the projects and more than one building constructed on a single building lot. They commanded to carry out the implementations according to the subdivision plans and structure analysis, for plan and project alterations to take the approval of the Ministry of Development and Settlement and to prepare the action area plans plan before starting to the constructions even though the construction site was involved within the boundaries of master. (YA, 01.05.1962)

In 1962 Bodmer again started to work with Technical Works Department of the municipality. In this frame they altered the location of the heavy industrial zone of the city. The area between Halkapınar and Bayraklı which was planned for this use in the earlier planning efforts was planned partially for small-scale industry and heavy industry zones were located around Çiğli district and Bornova-Pınarbaşı directions. For the reason of transportation availability for industrial workers residential areas were proposed around these industrial zones. Some of the undeveloped land and development areas were included in the built up areas. (YA, 23.01.1962) The boundaries of the earlier master plan enlarged as to include Buca, Bornova, Balçova and Bozyaka districts. (YA, 15.11.1962)

In a meeting in which the mayor Enver Saatçığıl (1962), Bodmer, municipality staff representatives of the chambers and journalists participated, the mayor brought explanations on squatters, construction of theater, Konak square, Tepecik market place, cold-storage plant, garbage plant. Then Bodmer brought some explanations:

“Kültürpark is the tourism center of İzmir, however it had to be transferred to Bornova after fifteen years. Şemikler will become a settlement composed of summer houses with a population of 30.000. In Kordon street there have been constructed five or six story apartments in front of two story houses. I can not understand how the municipality permits to do this. The tall buildings block the air circulation towards the inner parts. If this situation is going to continue the municipality will not need to have an planning office, it may be closed down. I have been working in İzmir for three years, against to all my requests the municipality did not provide an assistant to help me and I could only prepare the master plan according to my own ideas.” (YA, 12.12.1962)

Actually in parallel to the opinion of Bodmer the authorities explained that there was a need for 50 architects and engineers and 100 technicians in order to implement the decisions of the master plan successfully. However total number of architect and technicians appointed in the Technical Works Department of the municipality was 30. This staff could have only deal with the daily works and were not efficient to meet the demands of the public on time. (YA, 16.02.1963) Three months later the meeting Bodmer was discharged. While departing from İzmir in 1963 he said:

“I was happy of working for the municipality of İzmir, I wished to leave a good work for the city of İzmir which I like very much. The population of the city will increase from 400.000 to at least 1.000.000 in the next thirty years. The city was considered as a flat area of 6000 hectares in 1955 master plan; this does not suit with the modern planning approach. If that plan will not be put into implementation the city will live big problems in terms of its development and settlement pattern. In the future the city will need to pay an amount ten to twenty times more than the amount to be paid now to revise the plan. Accordingly the cost of development will increase. However the existing municipality staff is not efficient to carry

out necessary work. The citizens will live problems in terms of housing, traffic, hygiene and city aesthetics as well. The apartments built on the 1<sup>st</sup> Kordon street do not only form a bad silhouette but also create hygienic problems because of the absence of playgrounds, green areas, parking lots. Touristic and cultural development of the city which has an history of 5000 years can be carried out through a master plan which is based on the modern planning approach. I wish happy days to the polite and friendly citizens of İzmir.”

On the other hand Saatçiođlu explained the followings related to the departure of Bodmer:

“Bodmer told us that he would leave in June. Because of that we agreed on his leave four months earlier, as well the architects and engineers said that Bodmer could not help them.” (YA, 13.03.1963)<sup>1</sup>

After his leave the municipality continued to work on the revision studies until the establishment of the Metropolitan Planning Office in 1968. At first a commission was formed to direct the planning efforts in the period of the mayor Rebi Bařol (1963). The commission made meetings throughout a week which were concluded with the following decisions:

1. Existing land use maps and partial plans would be prepared immediately in order to turn undeveloped land surrounding the city into settlement area.
2. The construction conditions which were determined at building lot scale will be determined at block scale to provide the harmony among the building lots in a block.
3. The partial revision of the master plan will be discussed once in a month by the municipality committee (Encümen) and speculative plan alterations would be prevented.
4. If problems would emerge during the preparation of plan alterations by the Technical Works Department a Development Department would be established to carry out the plan implementations.
5. The plans which were prepared by the commission would sent to the Ministry of Development and Settlement for approval. (YA, 18.07.1963)

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<sup>1</sup> See Appendix A1-10 for other explanations related to the departure of Bodmer.

Beside development of the above decisions regarding to the planning efforts some of the governmental policies were put into implementation in 1960s. Particularly there were interventions to implement housing policies. In a press conference Başol declared that squatter areas would be involved in the settlement boundaries and when the plans of such places were approved by the Ministry of Development and Settlement the housing demands of 200.000 people would be guaranteed. Then the municipality authority together with the Squatters Department of the Ministry of Development and Settlement declared that a sample area of squatters had been established on the ridge of Kadifekale. (YA, 16.08.1963) Through the efforts of the ministry the construction of infrastructure network of the social housing site of 70.000 m<sup>2</sup> in Üçkuyular district was started. Also the ministry and Bornova municipality collaborated to construct 10.000 social housing site in Dağdibi neighborhood which was determined to be the squatter prevention zone like Cumhuriyet neighborhood. (YA, 06.02.1965)

#### **4.5.6. Theoretical Background**

The fourth planning practice of İzmir was carried out with the comprehensive planning approach. In this period there was a passage from simple spatial arrangement methods towards more comprehensive attempts in institutional structure of planning in Turkey. The new planning act put into implementation in 1957 and the new ministry established in 1958 municipality were based on this approach. This approach had its impacts on the practices municipality of İzmir. In addition to the laws and regulations, the approach was recognized by the municipality staff. In 1957 the mayor Başar became a member of the Institute of Urbanism and Settlement of Ankara University which was established with the aim to make researches on optimum allocation of the population in the country taking into consideration natural, hygienic, social, economic, legal and aesthetical aspects and resources of the country. (YA, 11.06.1957) Rıza Aşkan who was the former director of Development Department of the municipality in a meeting put forward the need to carry out the planning efforts through comprehensive planning approach:

“ ...In the period of mechanization there appeared the need for the functioning and development of the cities according to modern needs. A city plan have to be prepared based on the analysis of geological,

economic, social, legal, political and cultural aspects of the city at present or in the future, growth pattern of the society, future projections and demands and the necessary tools for the future development of the city.” (YA, 14.04.1958)

In comparison with the previous planning efforts the works of Bodmer covered a wider area as he considered surrounding settlements like Buca, Bornova, Çamdibi, Yeşilyurt, Örnekköy and Şemikler districts in addition to the central municipality boundaries. He mainly concerned with the problem of squatters. The approach proposed by the act was comprehensive planning. It proposed a process including the steps of analysis and synthesis, preparation of the draft plan by planners, examination of the plan by the ministry authority and after feedbacks preparation of the final plan and approval of the plan by the ministry.

The plan of Bodmer was the first comprehensive planning effort for İzmir in the sense that it considered the city beyond the municipality boundaries by including and bringing proposals for the surrounding settlements which were actually in close relation with the center; and brought the first ideas on urban physical structure in relation to social policies. It made analysis and brought proposals not only in terms of land uses but also in terms of socio-economic structure of the city. In terms of physical arrangement the plan followed the functionalist approach by bring distinct zones separated by green areas. Beside the revision demands came to the municipality, during the surveys Bodmer and the director of the planning office informed about the demands of the public. In this sense although a participatory method was not proposed for the planning process, actually most of the demands of various groups were reflected to the plan.

#### **4.5.7. Implementation**

Although the planner prepared a comprehensive plan actually he worked on the partial revisions of the master plan until 1963 but the plan never approved and became a legal document.

Like the previous ones the population projection that was given to the planner (900.000 for the year 2000) was not successful as it exceeded during 1980s. The plan was completed in a period when great changes occurred in the country and the approval

of the plan might be affected by these changes. On the other hand, although it was not approved and did not become an official document and Aru plan remained in implementation until the end of 1970s, the land use decisions of the Bodmer plan were mostly realized through revision studies of the Aru plan and as were accepted by the later planning efforts. While the green system and new roads proposed by the plan had no impacts on the urban structure, the land use decisions in terms of residential and industrial areas almost completely realized. The planning efforts carried out during the studies of Bodmer rather than completely a new planning practice was more like the continuation of the previous planning process.

#### **4.6. The Plan of İzmir Metropolitan Planning Office, 1973, 1978**

As a result of rapid urbanization movement of 1950s during 1960s İzmir started to integrate with its surroundings and to transform into a metropolitan city. The previous methods for planning efforts became insufficient to solve the problems of the city. There was a need to prepare a plan that would consider the city its surroundings and according to the five years development plans of the government. The fifth planning practice of İzmir was carried out in a different socio- economic and political atmosphere and through different organization.

##### **4.6.1. Political and Socio-Economic Structure of Turkey during 1960s**

At the end of 1950s, 'planned development model' was proposed by the creditor developed countries for the debtor developing countries to overcome the bad state of their economies and to guarantee repayment of the credits. In Turkey, the military take-over in 1960 brought the required change in political order which would follow by a new economic order. With this change Turkey entered in a period of planned development. The initial attempt was the establishment of the State Planning Organization in 1960 and first one of the five years development plans began to be prepared by this institution. The major goal of these plans was to follow a development policy based on industry.

In the previous decade because of rapid urbanization, major cities had grown in size so that they began to integrate with surrounding settlements and emerged as metropolitan centers. Under these conditions to provide the industrial development proposed by the national development plans and to deal with the problems of metropolitan cities under a single authority, the authority of Ministry of Development and Settlement in 1965 decided to establish metropolitan planning offices in İzmir, İstanbul and Ankara. Accordingly the master plans of metropolitan cities would be prepared by the metropolitan planning offices under the control of the ministry, a fund would be allocated from the budget of government to support the municipalities financially for the preparation of metropolitan master plans, and regulations would be prepared for the effective implementation of the plans by their municipalities. The other institution that dominated the planning efforts of the cities was the Bank of Provinces. It provided the planners and planning studies by its efforts in terms of collection, analysis

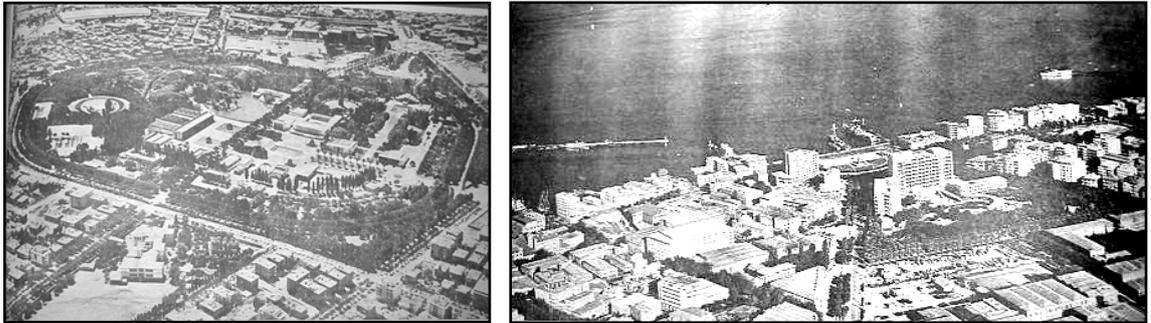
and synthesis of information on many aspects of the city. Two important practices of Turkish planning history carried out in this period by the bank were the planning studies of Zonguldak ve Gaziantep.

Beside these efforts in 1966 a new act, the Act of Squatters (775 sayılı Gecekondu Yasası) was put on execution to overcome the problems of squatters. According to this act the public land within the municipality boundaries and adjacent areas, if not planned for another use, would be transferred into municipality ownership and the plans and programs for rehabilitation and removal of squatters would be prepared and squatter prevention zones would be formed.

During 1960s the first students of planning education were graduated. In 1962 master students and in 1967 undergraduate students graduated from the Department of City and Regional planning of METU. This was followed by the institutionalization of urban planning as a profession by the foundation of Chamber of Turkish City Planners, Architects and Engineers in 1969.

#### **4.6.2. Spatial Structure of İzmir during 1960s**

During this period, the city had grown as to become a metropolitan city. Because that most of the land in the central municipality had been planned and built-up or as the land prices of the planned areas were higher, the surrounding settlements began to grow and most of them established their municipality organizations: Güzelbahçe (1957), Narlıdere, (1962), Balçova, Yeşilyurt and Çamdibi (1963), Gültepe (1964), Altındağ (1966), Pınarbaşı (1968), Işıkkent (1977). Beside İzmir municipality Buca and Bornova municipalities were preparing their master and implementation plans independent of the central municipality and of each other.



**Figure 45.** Central parts of İzmir, 1960s (YA, 09.08.1967, 18.03.1968)

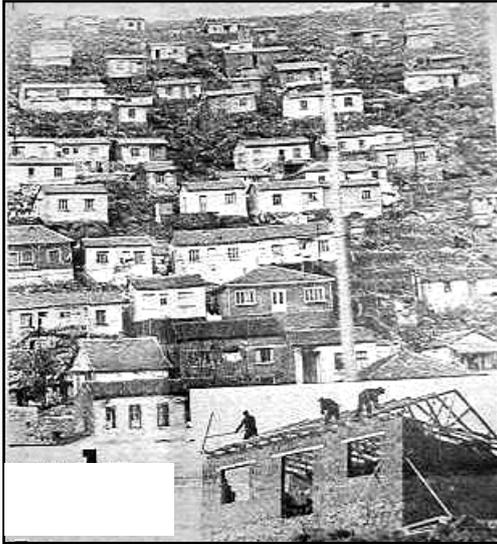
In terms of land use Kemeraltı was considered to be the historical center in which new retail and wholesale trade functions took place while new CBD was considered to be Gümrük-Basmane-Atatürk Statue in which offices, banks, insurance, import and export functions would take place. CBD would expand along 4 axes: Mezarlıkbaşı-Eşrefpaşa axis: retail for low income; Basmane-Tepecik-Kemer axis: retail and functions for agricultural groups and squatters; Atatürk Statue Anıtı-1<sup>st</sup> and



**Figure 46.** Residential areas towards Güzelyalı, 1960s (YA, 03.12.1968)

2<sup>nd</sup> Kordon axis: retail for high income groups and service functions; Konak-Güzelyalı axis: retail for high and middle income group.

The residential areas were located in the city as high income groups along the bay, like Alsancak, Karşıyaka, Göztepe and Güzelyalı districts and in recent years in Hatay, middle income groups in old districts and Karşıyaka and low income groups in squatter areas developed around the central city. The residential areas of high income groups were surrounded by other urban uses and as these places did not have expansion sites they grew vertically and increased in density.



**Figure47.** Squatter areas, 1960s (YA, 17.01.1968)

The amount of industrial facilities had been increased in İzmir depending on the development policies of the government. Beside the industrial areas located around Alsancak port, Halkapınar, Mersinli and partially towards Bayraklı the new industrial uses located towards Karabağlar, Kemalpaşa and Çiğli districts.



**Figure48.** Industrial areas between Halkapınar and Bayraklı, 1960s (YA. 16.07.1967)

The main transportation connections of the city to the outer parts were provided through Ankara, Bornova-Manisa, Karşıyaka-

Menemen-Çanakkale and Çeşme motorways; Basmane-Balıkesir-Bandırma, Basmane-Menemen-Afyon and Alsancak-Aydın railways; Pasaport passengers port and Alsancak freight port; and Gaziemir and Çiğli military and Cumaovası civil airports.

In this period major problems of the city were traffic congestion, water scarcity, pollution of the bay and expansion of the squatters.

#### **4.6.3. Planning Process: Preparation of the Master Plan: 1968-1973**

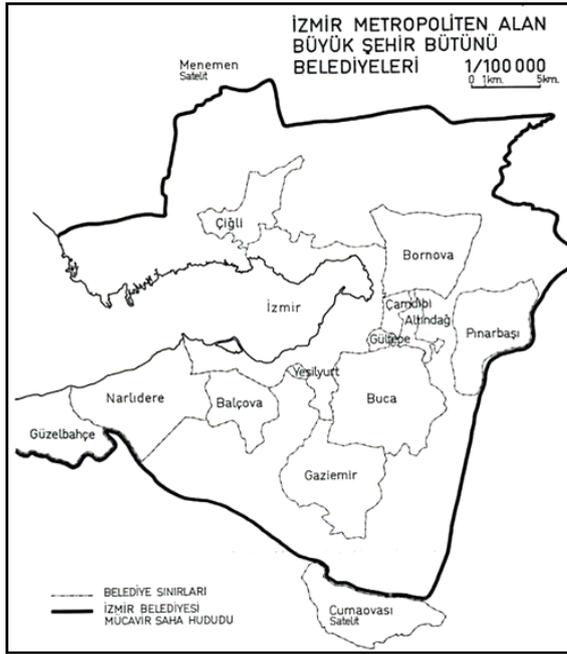
The fifth master plan of İzmir was prepared by the İzmir Metropolitan Planning Office. The office was established in 1968, based on a protocol made between the Municipality of İzmir, Ministry of Development and Settlement and Bank of Provinces. However the municipality and the ministry authority began to make analysis earlier in 1965. (Beyru, 1991, 81) The responsibilities were shared among these institutions as the ministry would provide the technical staff, the municipality would provide the office room and help during the analysis, establish the secretary of the office and the bank would finance the office. The office staff was composed of different experts including new graduated urban planners and occasionally foreign experts participated to the studies of the office. To guide to the process of planning a flowchart, a program and time schedule were formed before the planning studies began. The plan preparation process began by comprehensive analysis. As the analysis took many years to be completed, before analysis and synthesis finalized the office started to prepare the plan because of the demand of the municipality. In 1971 before it was completed and submitted to the ministry the master plan was presented to the municipality council for discussions and necessary alterations. (YA, 28.03.1971) In 1972 the plan was completed and submitted to the ministry with a consideration that it was not a final document and was open to revision. The plan approved in 1973.

The plan was considered within three frames as:

- Aegean Region included the provinces of İzmir, Manisa, Aydın, Denizli, Muğla. The analysis brought in this frame includes the function of İzmir at international, national, regional and urban scales, transportation network. (Master Plan, 1972, 13-22) In this frame proposals on agriculture, industry, tourism and infrastructure were brought. (Master Plan Report, 1972, 76-90)

- Metropolitan Area (metropolitan alan) included central İzmir, Karşıyaka, Bornova, Karaburun, Çeşme, Urla, Seferihisar, Selçuk, Torbalı, Bayındır, Kemalpaşa, Menemen, Foça, Dikili, Bergama, Kuşadası and central Manisa sub-provinces. Analysis at this scale: physical conditions, social, economic and demographic aspects (population potential population and development rate, urban population ratio, density and relative growth rate, ratio of service sector, flow of people and goods). (Master Plan Report, 1972, 23-35) For this frame a plan prepared at 1/250.000 scale in which the office determined the major characteristics of the settlements in the metropolitan area and decentralized some of the central functions or allocated new functions to these settlements. Main decisions of the plan:
- Aliğa, Torbalı, Turgutlu, Kemalpaşa and Manisa would become the growing and population-concentrated centers.
  - Because of their natural, historical and archeological potentials the settlements Çeşme, Karaburun, Seferihisar-Sığacık, Gümüldür, Ahmetbeyli, Selçuk, Kuşadası, Foça, Yeni Foça, Dikili, Çandarlı and Bergama would become tourism centers.
  - Menemen and Cumaovası would grow as polar satellite centers on the north and south axis and Urla and Güzelbahçe on the east and west axis.
  - Action areas for industrial, social and technical infrastructure investments would be determined.
  - Fertile agricultural land and rural areas would be preserved and developed.
  - Beside recreational areas on Samsun mountain, Sipil mountain, Efes, Bergama and Dilek peninsula a national park and a center for winter sports proposed on Bozdağ.
  - Petroleum industry and others based on petroleum industry would be developed in Aliğa region.
  - New sources of energy and water would be found in the frame of regional technical infrastructure projects.
  - Because of the above developments Aliğa-Menemen-Manisa and Aliğa-Menemen-İzmir-Cumaovası-Torbalı suburban railway lines would be electrified.





**Figure 51.** Boundaries of the Metropolitan City (Master Plan Report,1972)

Yaka, Doğançay, K.Çiğli, Örnekköy, Asarlık, Sancaklı, Yamanlar, Harmandalı, Balatçık, Koyundere, Kaklıç, Sasallı, Ulucak. It covered an area of 76.000 hectare.

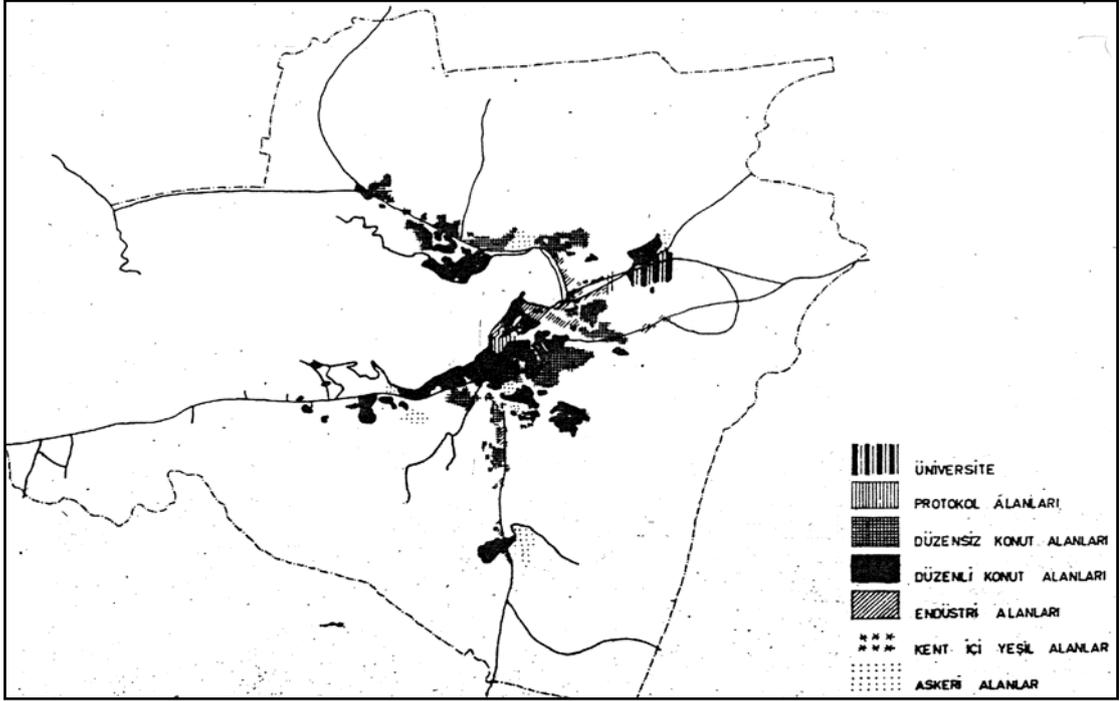
The analysis brought in this frame included natural conditions, topography, slope, geology, vegetation, soil capability, climate, ownership pattern, social structure, urban land use, transportation, circulation, historical sites, primary investment projects.

(Master Plan Report, 1972, 35-75)

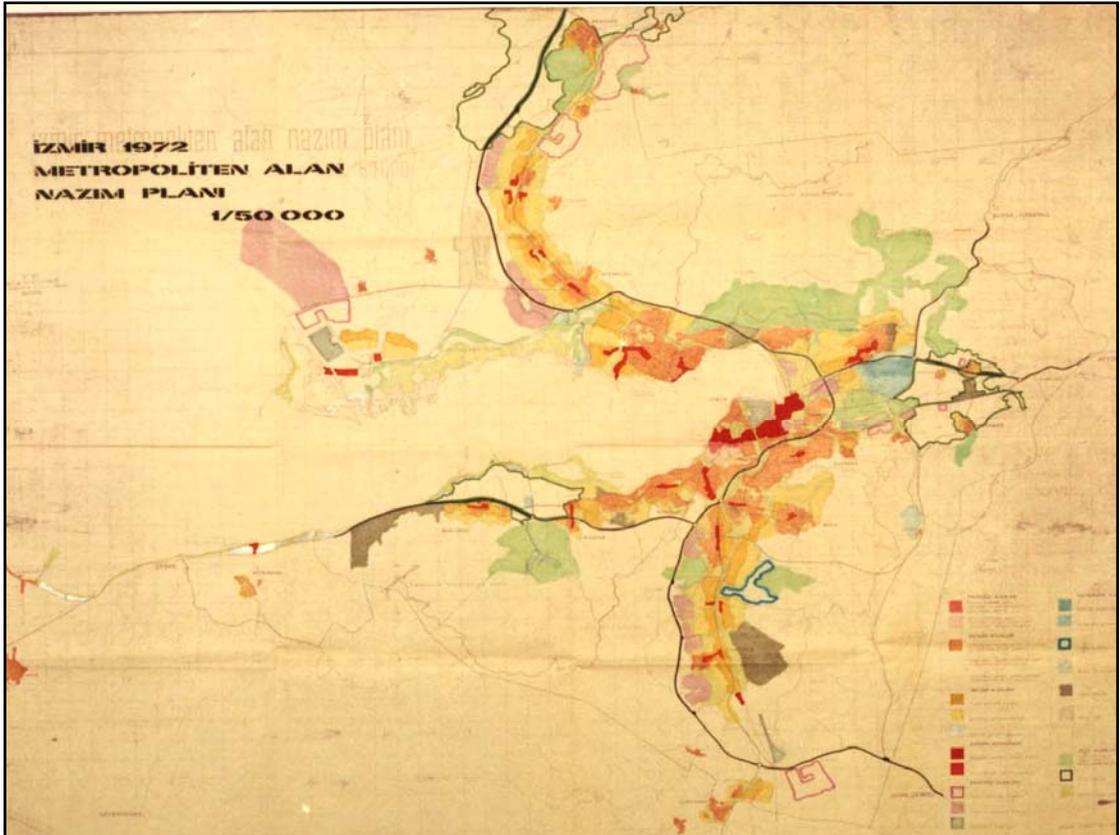
The proposals developed at this scale were based on those assumptions:

- The city will continue to grow rapidly.
- It will perform international and regional functions.
- As the family size will diminish the need for housing units will increase.
- Young population will increase and this will cause an increase in the service sector.
- Small industrial units will tend to integrate, the need for wide industrial areas will increase.
- New work-house relations will increase car ownership.
- The need for public transportation will increase.
- Although financial means for implementation of plan decisions are limited, there are effective groups and institutions in İzmir which will provide easy carrying out of the planning efforts. (Master Plan Report, 1972, 96-107)

According to these assumptions Metropolitan Planning Office developed four alternative schematic plans. After evaluation of the alternatives they decided on the alternative which proposes a linear macroform along north-south axis. For metropolitan city the office prepared a master plan at 1/25.000 scale. The plan was completed in 1972 and approved by the Ministry of Development and Settlement in 1973. (Figure 53)



**Figure 52.** Existing Land Use Map, 1970 (Metropolitan Planlama Bürosu, 1985)



**Figure53.** The master plan of Metropolitan Planning Office, 1973  
(Photograph by Semahat Özdemir)

Main decisions proposed by and included to the plan were:

- The population projected to be 1.466.000 for the year 1985 and 2.024.000 for the year 1995.
- Macroform: The major concept of the plan was to provide a linear macroform and this would be realized by a linear transportation system and industrial zones on both sides of this linear axis. This type of macroform was chosen due to its advantages in terms of maximization of the transportation possibilities and passenger capacity, on the other hand minimization of the travel distance and infrastructure costs. The direction of the linear macroform was determined to be north-south axis with the aim to preserve the agricultural land on east and west axes and to prevent the development on the east axis because of the inappropriate ground characteristics.
- Urban Land Use:
  - In historical core examples of civil architecture would be preserved in Kadifekale, Alsancak, Bayraklı and Güzelyalı districts; Kemeraltı and other historical districts would be preserved completely; Kadifekale district would be cleaned from bad annexes.
  - New CBD was located at the junction of major roads, it would include activities related to port, main bus station, wholesale market and warehouses.
  - The existing commercial activity centers of all settlements would be developed.
  - For industrial uses an area of 1280 ha. was proposed and located mainly on two axes; Şemikler-İlişka axis on the north and Karabağlar-Cumaovası axis on the south. Organized industry zones in the existing structure, if not polluting its surroundings could be kept on their locations, but small-scale industry and warehouses would be transferred to development axes, the surrounding municipalities would have their own industrial sites. Industrial development on the east axis was restricted as it caused the of the ground water. A free
  - For residential uses including the existing 3695 hectares of built up area the plan provided a residential area of 9723 hectares in total with a gross density of 110 person per hectare. Old districts like Kemeraltı, Tilkilik, Bayraklı and modern districts like Kordon, Cumhuriyet Square, Karşıyaka Yalı Street, Konak-Üçkuyular coast and Hatay Street would be preserved. Other districts

would be reorganized by partially changing the structure, the density and by developing infrastructure. Squatter districts would be rehabilitated and reorganized. Summer resort developments would be developed on the west axis. Restricted uses were proposed in adjacent areas. New residential areas located according to the industry development areas.

-An international fair site was proposed in Çiğli-Çamaltı Tuzla region.

-The plan aimed to increase the amount of recreation and sports areas up to 3.4 m<sup>2</sup>/person. Kavacık-Çatalkaya and Yamanlar-Karagöl recreation areas would be reconsidered in a new plan. Agricultural lands would be preserved. İnciraltı and fair site in Çiğli would be afforested, for public use some part of the seaside could be enlarged by filling.

- Transportation: The major goal for all modes of transportation was to provide an effective public transportation.

-To provide a linear macroform an express road was proposed which formed the backbone of the city structure and involved almost all of the new developments along it. The west and east axes were connected to this backbone.

-A rapid-rail network was considered as not feasible depending on the geographical conditions of the city and high investment costs, therefore existing railways would be developed by connecting north and south lines and by electrification. A multi-purpose railway station was located in Halkapınar where intercity functions of Basmane and Alsancak stations would be combined. Junctions on the major roads and road-railway connections were proposed.

-Alsancak port would be widened, and a new industrial port was proposed in Çamaltı Tuzla region, the port in Gümrük-Pasaport district transformed into a tourism port. Yacht facilities and shelters were proposed in Bostanlı, İnciraltı and Güzelbahçe.

- To overcome the bay pollution a treatment plant was proposed in Çiğli within the frame of big channel project. (Master Plan Report, 1972, 108-132)

#### **4.6.4. New Developments in Turkey in 1970s**

In the early 1970s the economic, social and environmental problems of the developed countries generated by the Welfare State policies became apparent and

resulted with the World Economic Crisis. The crisis was followed by new developments towards more democratic society on one hand and more liberal economy on the other hand. Social movements characterized the decade and public participation was introduced in the decision processes of government. These developments had their impacts on economic, social and spatial policies of Turkey and on Turkish cities. In 1970s both in central and local governmental elections the party (CHP) that aimed to follow social democracy policies succeeded all over the country. In the place of İnönü Ecevit took the leadership of this party and put forward new approaches to local governance, housing policies, squatter deliverances. In 1978 to implement new local governance policies and make the local governments more effective Ministry of Local Governments (Yerel Yönetimler Bakanlığı) and to overcome environmental problems Consultation of Environment (Çevre Müsteşarlığı) were established. Another development was the formation of a coordination committee (Bakanlıklararası Koordinasyon Kurulu) to provide effective implementation of planning and investment decisions with the participation of the ministries of Transportation, Tourism, Energy and Natural Resources, Industry and Technology, Interior Affairs, Development and Settlement, Reconstruction, Health and Social Aid, Local Governments. These developments was cut by the military take over in 1980.

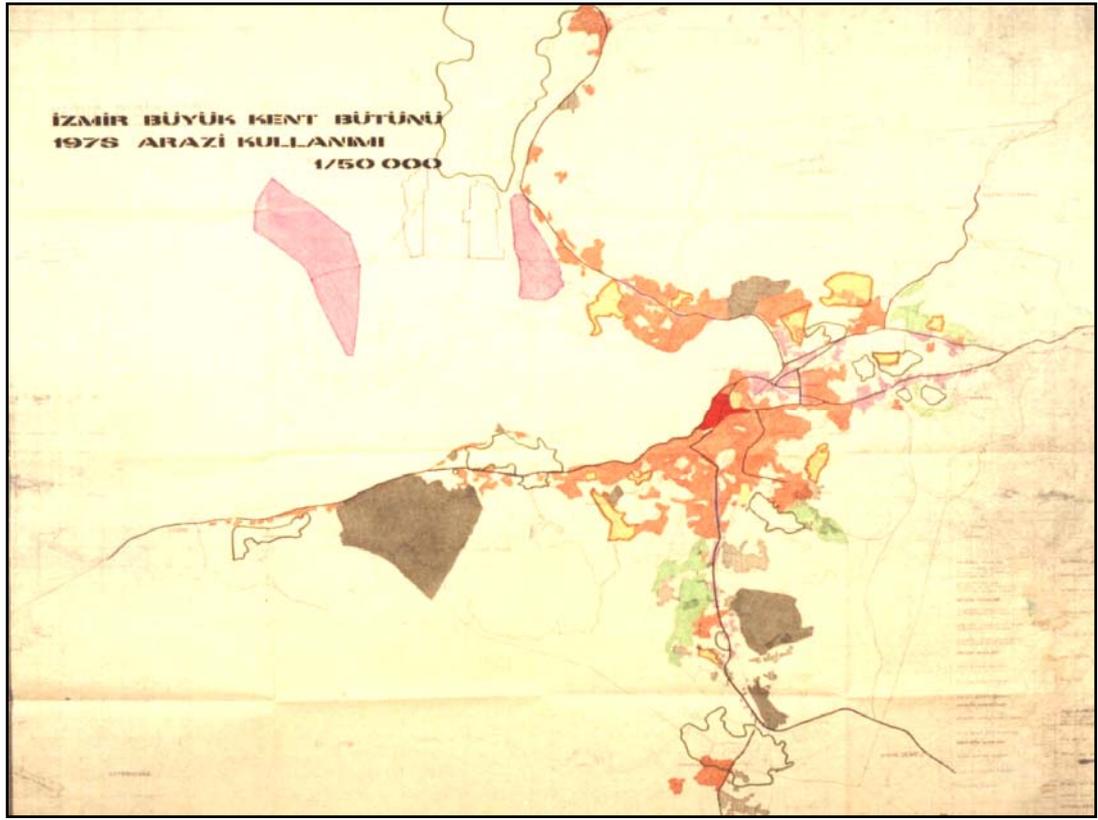
#### **4.6.5. The Process: Preparation of the Revision Plan: 1973-1978**

The master plan of 1973 was submitted to the ministry before the planning office completed the analysis. because of the obligations of the ministry. In this sense just after the plan approved the office continued to work on the plan and carried out many revisions. The revision studies continued until 1978. The 1973 plan had some problems as it overlooked the existing urban developments particularly the industrial areas along east axis, ownership pattern of the sites on which public uses were located by the plan, the planning decisions and development rights brought by the previous plans. There were also technical problems, during the preparation of the plan the base maps were completed, the following district plans at 1/5000 and 1/1000 scales could not be prepared immediately, as transitory construction instructions could not be prepared the earlier master plan had been on implementation until the end of 1970s. the investment decisions that would support the linear macroform could not be realized.

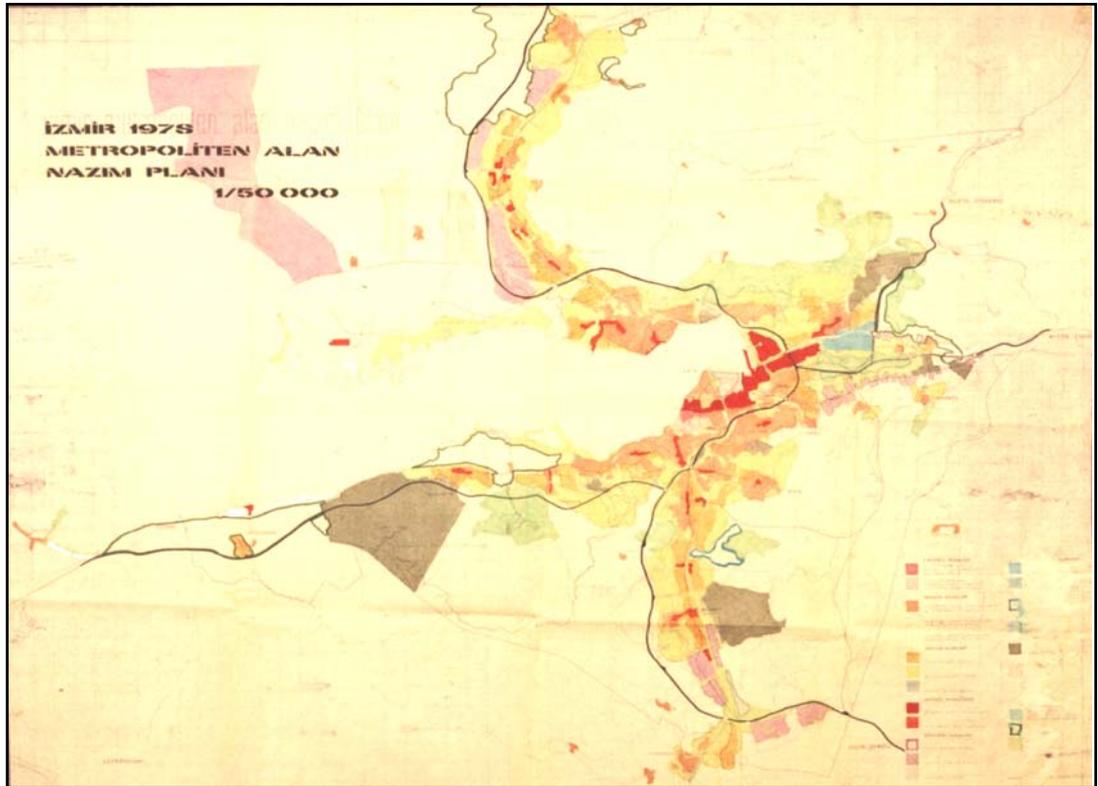
In this period the mayor of İzmir Municipality, İhsan Alyanak (1973-1980), in parallel to democratic policies of the ruling party CHP, explained that for the subsequent planning studies he wished to collaborate with previous mayors and representatives of the chambers. (YA 11.12.1973, 26.04.1974) However this was not put into practice successfully.

Within this environment, by the approval of the master plan, the central and surrounding municipalities sought for the method for the preparation of district plans. The central municipality authority, after discussions in the municipality council, in 1975, decided to establish a planning office in municipality for revision and subdivision plans. For the surrounding municipalities the office and settlements they decided to made the plans prepared by the private planning offices under the control of İzmir Metropolitan Planning Office. The private offices prepared the master plans of the related municipalities at 1/50.000 and 1/25.000 scales and submitted to Metropolitan Planning Office. During this period the office advanced the macroform and land use decisions of the 1973 plan by taking into consideration of the unplanned developments and new demands determined during preparation of implementation plans. In 1978 the final decisions of the plan were determined.(Figure 55) Main decisions of the revision plan were:

- The proposal for the port in 1973 plan was not accepted and in 1978 plan was not considered within the boundaries of Metropolitan City.
- The CBD proposed by the 1973 master plan was directed towards north east directions.
- Salhane district which was planned as an industrial area in 1955 plan and as a recreation area in 1973 plan, included in CBD in 1978 plan.
- The existing industrial areas on the east axis that was overlooked in the 1973 plan was accepted by the 1978.
- On the south axis industrial areas between the existing road and express road as was not developed as planned to be in 1973 plan located along the existing road in 1978 plan.
- On the west axis the express road shifted to the south of the settlements in 1978 plan.
- A civil airport is proposed in Kaklıç.



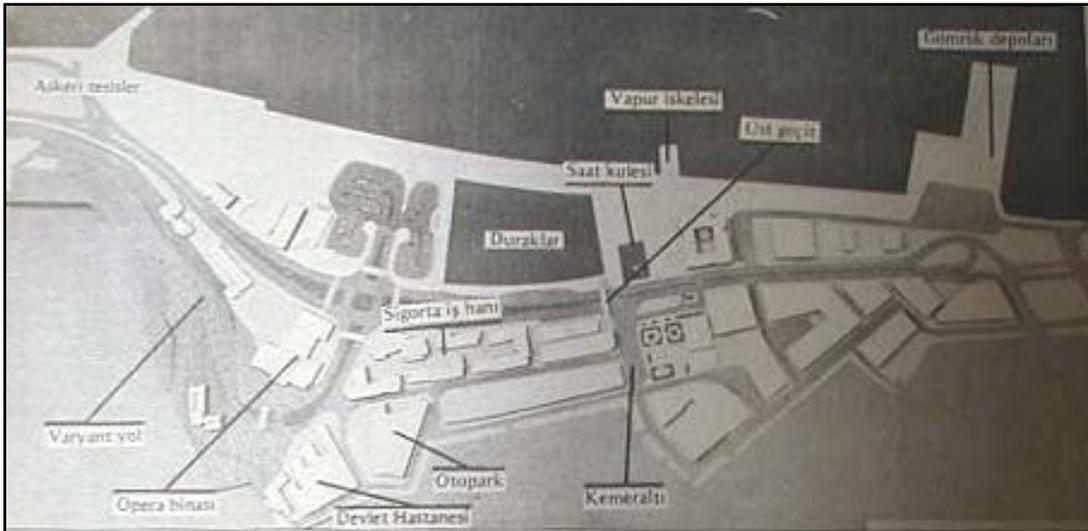
**Figure 54.** Existing Land Use Map, 1978



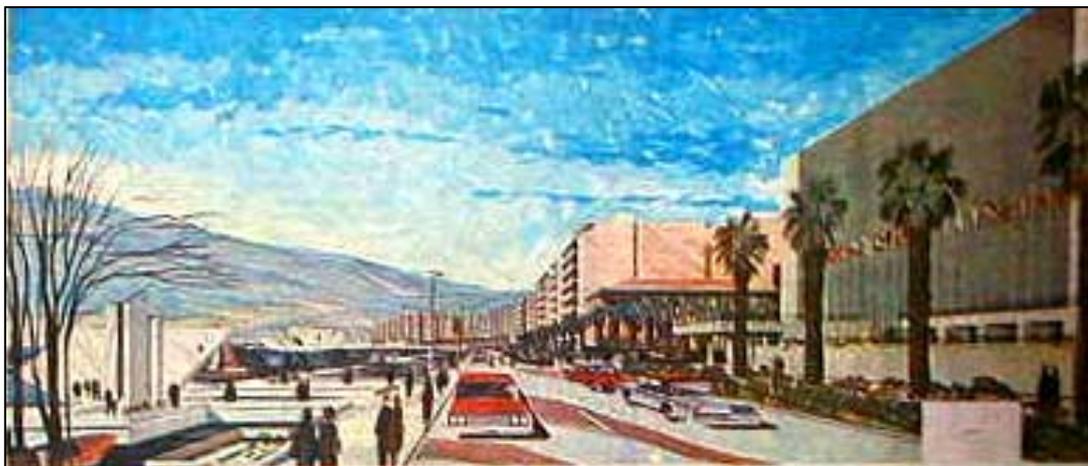
**Figure 55.** The Plan of Metropolitan Planning Office, 1978  
(Photograph by Semahat Özdemir)

he revision plan was given to the planners of the surrounding municipalities and these planners prepared their plans according to this revision plan. Most of the district plans were completed during 1982-1983 and some of them completed later. By the military take-over in 1980 surrounding municipalities became the branches of Municipality of İzmir. In 1984 by the Greater City Municipalities Act (3030 sayılı Büyük Şehir Belediyeleri Yasası) metropolitan planning offices were closed down and the planning efforts carried by the office brought to an end. The staff of the office appointed to various departments of the Metropolitan Municipality of İzmir.

Beside these master plans many action area projects prepared for the central parts of the city, particularly for Konak square. (Figure 56, 57)



**Figure 56 .** One of the Action Area Plans for Konak Square and Surroundings, 1976 (YA, 24.04.1976)



**Figure 57.** Action Area Plan for 1<sup>st</sup> Kordon Street, 1973 (YA, 28.08.1973)

#### **4.6.6. Theoretical Background**

The fifth planning effort of İzmir was carried out by a big group of experts including urban planners. It was the first planning practice in which Turkish planners took part. At the end of 1960s the first graduates of urban planning education began to take part in the planning practices of Turkey. These planners were qualified with a theoretical background based on rational comprehensive planning approach. The approach that was adopted directly from western models, had been accepted not only by education but also by the institutional structure since the announcement of the Planning Act (no:6785) in 1957.

In this frame the method chosen for the planning efforts of the Metropolitan Planning Office was based on rational comprehensive planning approach. The method was determined in the beginning of the studies and was presented in a flowchart. The planners attempted to make precise projections based on effortless comprehensive analysis to determine the future requirements and tendencies. While practicing the rational comprehensive approach model as the method for their planning efforts the planners faced with almost all of the shortcomings of this approach. The analysis and synthesis took many years to be completed and the plan had to be prepared before the necessary data collected and processed. The plan attempted to bring comprehensive proposals in terms of the area it covered and the aspects to be considered, but the strong control mechanism required to put such comprehensive proposals into reality could not be realized. However -perhaps considering these shortcomings- before the plan completed and sent for approval, planners suggested that it was not a final plan but was open to revisions. The office considered the public demands in the frame of its comprehensive analysis, but in terms of active participation to the plan preparation and implementation processes, opinions of an only limited group were considered. As the plan based on important investment decisions, several meetings made by the authorities of municipalities and various ministries and as the plan mainly concentrated on industrial development, opinions of the directors of possible industries were taken into consideration.

#### **4.6.7. Implementation**

The plan of Metropolitan Planning Office included many big scale investment projects to be carried out by different public and private institutions. While there were some interventions in terms of industrial and residential uses the proposals for transportation as the primary decision of the plan which would provide the desired macroform could not be realized. Although most of the decisions proposed by the plan accepted by the coordination committee because of financial and bureaucratic problems most of the decisions postponed and some of them like the improvement of railway system or bay treatment project could only be realized at the end of 1990s. Beside financial and bureaucratic problems, the proposal for the development of the city along a linear axis was not that realistic for a city located around a bay and mostly had grown around the bay and along 5 main intercity connections (İstanbul, Ankara, Aydın, Çeşme, Çanakkale) Another shortcoming of the plan was that although it proposed new residential development areas including mass housing sites for low income groups, it did not bring effective sanctions for the prevention of the development of squatters and some part of the passive green areas covered by the squatters.

However some of the proposals of the plan put into implementation in terms of residential, industrial and recreation areas, particularly on north and west axes. By the establishment of Aliğa Refinery in 1969 chemical industry began to locate along north axis and through the interventions of Ministry of Development and Settlement preparations for an organized industry zone on this axis started at the end of 1970s. Through the interventions of the Ministry of Development and Settlement and Bank of Estate and Credits (Emlak Kredi bankası) preparations for mass housing started on the same axis and put into use since the end of 1980s. At the end of 1970s Alsancak port widened and freight port functions transferred from Gümrük district to Alsancak port. Low density housing development was realized on the west axis. The coasts of the bay filled and recreational areas formed. While Çiğli fair and recreation area could not be implemented, the proposal for İnciraltı recreation area partially implemented and became one of the most densely used spaces of the city.

#### **4.7. The Plan of İzmir Metropolitan Municipality, 1989**

The 1973 plan had been revised in 1978 to overcome the shortcomings of the plan and to include new partial planning decisions. Although through this revision the authorities attempted to catch up the emerging demands, soon after the urban structure began to develop different from the 1973 plan and its revision in 1978 mostly depending on the changes in government's investment decisions and illegal residential and industrial developments. The sixth planning practice of İzmir was a revision plan which was a local planning effort carried out after an important break point of Turkish history within the guidance of a new planning act.

##### **4.7.1. Political and Socio-Economic Structure of Turkey during 1980s**

By the year 1980 Turkey entered a new period by the military take-over and amendment of the constitution which were followed by crucial changes in economic policies and administrative structure. During the period of prime minister Özal new liberal economy policies were put into implementation to integrate with the global system, like free foreign trade, privatization of public investments, new monetary policies. To revitalize the economy, tourism and construction sectors were supported primarily. These goals were followed by the construction of big mass housing sites, skyscrapers, campuses outside the city, international trade centers, new airports, infrastructure facilities. Rather than through a comprehensive master plan cities began to grow through big-scale projects. Investment and location decisions brought by the government replaced the decisions of master and implementation plans.

Some of the new laws related to urban planning and new plan types brought in this period were:

-1981: Mass Housing Act (toplular Konut Yasası): State land could be transferred into mass housing use.

-1982: Tourism Act (2634 sayılı Turizm Yasası): Public land could be allocated to tourism uses and tourism plans could be prepared by Ministry of Tourism.

-1982: Amnesty Act (2805 sayılı İmar Affi Yasası): Illegal buildings could be legalized and squatter districts could be arranged through rehabilitation plans.

-1983: Conservation Act (2863 sayılı Kültür ve Tabiat Varlıklarını Koruma Yasası): Conservation plans could be prepared by Ministry of Culture.

- 1983: Environment Act (2872 sayılı Çevre Yasası)
- 1983: National Parks Act (Milli Parklar Yasası): National park development plans could be made by Ministry of Agriculture and Forest.
- 1983: Ministry of Development and Settlement combined with Ministry of Reconstruction in the name Ministry of Reconstruction and Settlement.
- 1984: Greater City Municipality Act (3030 sayılı BüyükŞehir Belediyeleri Yasası): Metropolitan City master plans could be prepared by metropolitan municipalities.
- 1985: Planning Act (3194 sayılı İmar Yasası): The plan types involved in this act were regional plans that would be prepared by State Planning Organization, master plans at 1/25.000 scale that would be prepared by the Ministry of Reconstruction and Settlement, master plans at 1/5000 scale (nazım imar planı) and implementation plans at 1/1000 scale (uygulama imar planı) plans by the municipalities, revision plans and partial plans. Before the announcement of the act each municipality could prepare its own construction regulation, with this act, except for the municipalities considered by the Greater City Municipality Act, a standard regulation was brought for all municipalities. Theoretical background of the law was comprehensive land use planning.
- 1990: Coastal Act: (3621 Kıyı Kanunu): Coastal implementation plans would be prepared by Ministry of Reconstruction and Settlement.

#### **4.7.2. Spatial Structure of İzmir during 1980s**

In this period the city continued to grow both vertically and horizontally. Instead of developing along a linear axis in the north-south direction, although some of the land use decisions proposed by the previous metropolitan master plan had been put into implementation the macroform of the city dispersed outwards along all directions of the city. As well as north and south directions the city also developed along east and west axis. For two decades the surrounding settlements had established their municipality organizations and prepared their master plans. In 1981 the master plans of Gaziemir, Narlıdere, Balçova and Çamdibi municipalities were approved and put into implementation, the master plans of Buca municipality and Bornova municipality were approved at different stages and the master plan of Buca was put into implementation in 1983 while Bornova in 1985.



**Figure 58.** Karataş, Güzelyalı Districts 1980s



**Figure 59.** Konak Square Surroundings 1980s



**Figure 60.** Konak-İnciraltı Coast, 1980s(YA, 27.09.1980)

Most of the central parts of the city had been built up according to the 1955 master plan and its revisions mostly in terms of decisions increasing the density. (Figure 58, 59) However most of the major infrastructure decisions and public projects proposed by the earlier plans were incomplete.

While one of the major roads of the 1955 plan peripheral road –Altinyol was completed the other important road proposed by the plan Konak-İnciraltı coastal road was still on construction. (Figure 60) Although the peripheral road had been brought into use, it fell short to provide an efficient circulation and to overcome the traffic problems.

The most important problems of the city was traffic congestion, air and bay pollution and absence of the sufficient green and open spaces. Recreational areas proposed by the former plans were not organized yet. For road constructions and to provide recreational areas along the bay or even for residential areas, the bay had been filling. (Figure 61)

While the existing squatters had been legalized through amnesty acts, the new ones established outside the boundaries of the municipalities and planned areas within the adjacent areas of the metropolitan municipality. One of the important attempt put forward in this period was the development of mass housing constructions on state land with the aim to overcome the housing shortage.

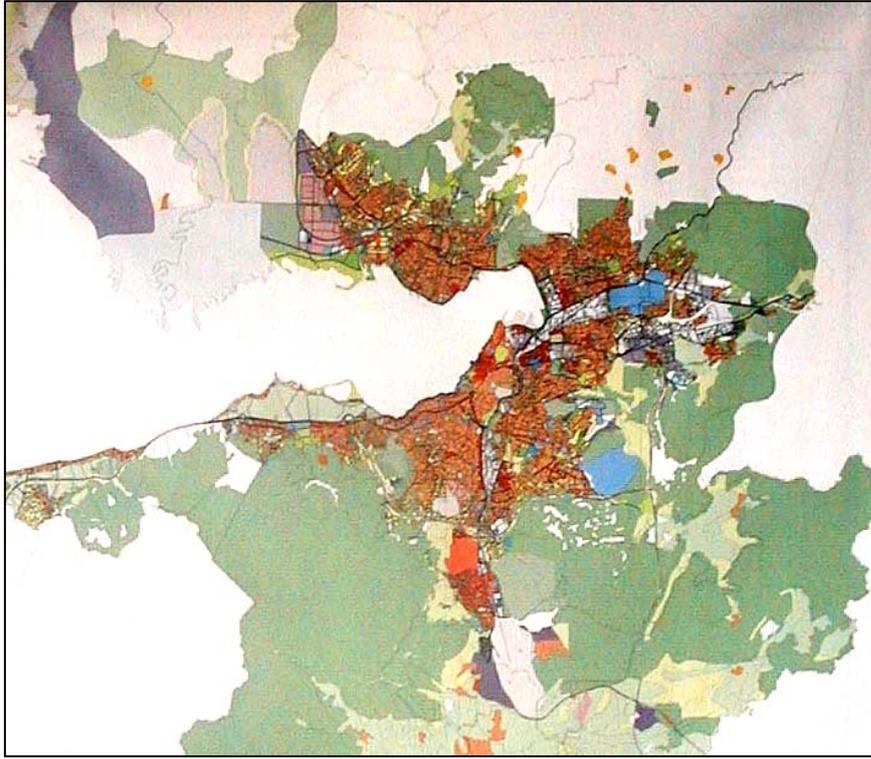


**Figure 61.** Filling works on the coasts of İzmir bay in Konak-İnciraltı and Bostanlı Districts, 1980s (YA, 05.05.1980)

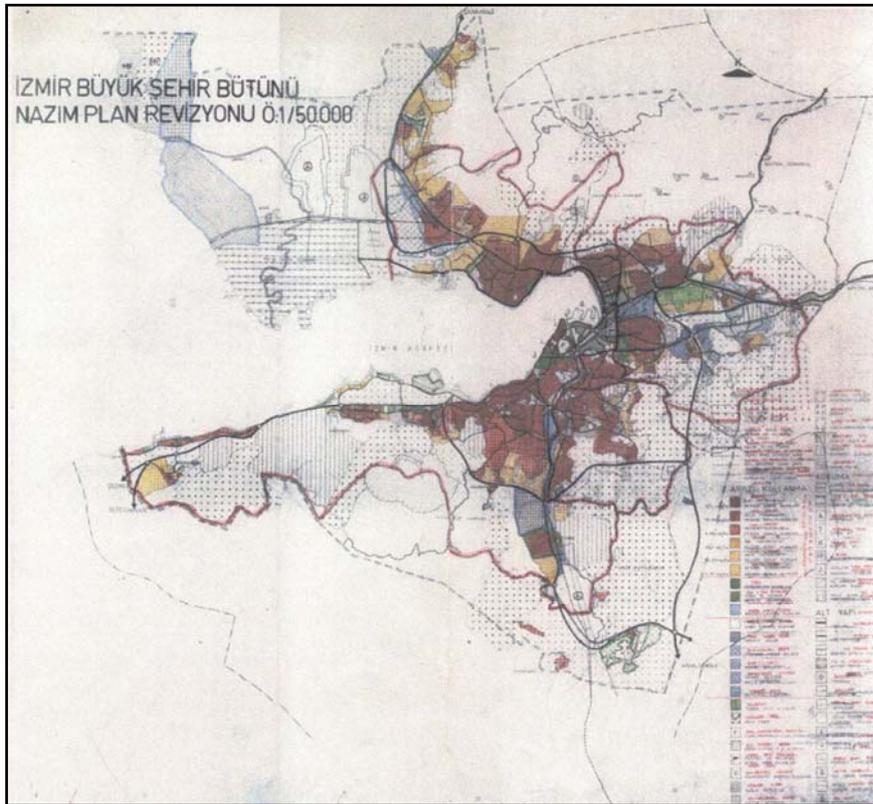
#### **4.7.3. Planning Process**

Because of the change in the administrative structure of Turkey in 1980 and subsequent developments, the planning office was closed down. Under new conditions a new planning process started in 1985 and the decisions brought by the plan of Metropolitan Planning Office reconsidered. The studies for the preparation of the master plans at 1/5000 scale and implementation plans at 1/1000 scale since 1978 completed in 1987. Depending on these studies in order to update the previous master plan and to include new developments, Metropolitan Municipality authority decided to revise the plan. In 1987 Department of the Planning, Programming, Coordination and Project (İzmir Büyük Şehir Belediyesi Planlama Programlama Koordinasyon ve Proje Şubesi) began to prepare the revision plan. In 1988 the plan was accepted by the Reconstruction Commission (Bayındırlık Komisyonu) and in the same year in the period of the mayor Burhan Özfatura was approved by the municipality council. Because of the criticisms on the plan, it was put on discussion in the municipality council meetings and in 1989 with some alterations was reapproved by the council and Ministry of Reconstruction and Settlement.

The plan, actually, was formed by combining the implementation plans and bringing some proposals for undeveloped areas rather than a revision plan carried out through a comprehensive reconsideration of the city structure and future demands. The plan composed of 15 sheets covered an area of 87.000 hectare. (Figure 63)



**Figure 62.** Combination of the Implementation Plans,1978-1987  
(Metropolitan Municipality Archives)



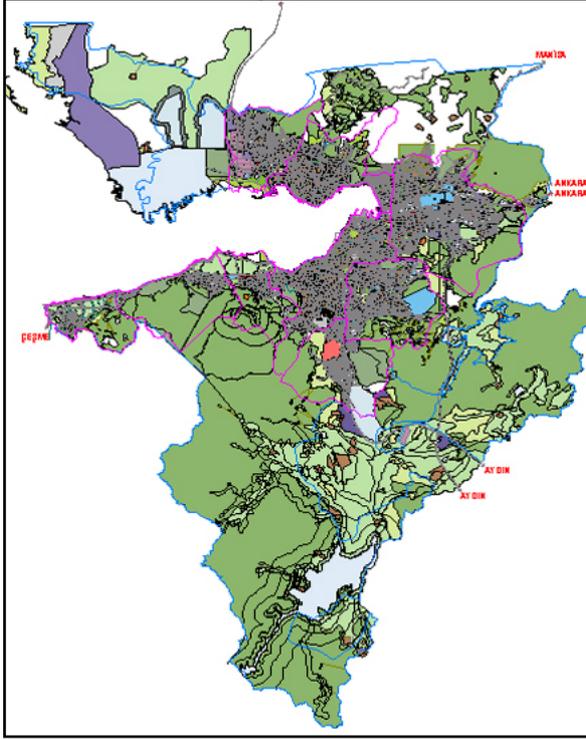
**Figure 63.** The Master Plan of Metropolitan Municipality, 1989  
(Metropolitan Municipality Archives)

Main decisions proposed by the plan were:

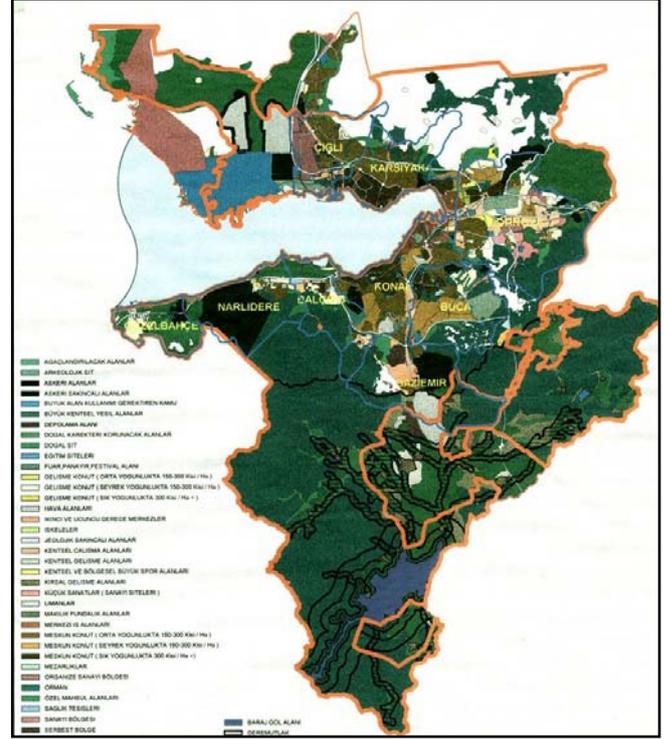
- The population was projected to be 4.200.000 for the year 2005.
- The directions of the peripheral road and motorway proposed in 1978 plan were changed.
- The airport in Çiğli remained as a military airport and civil airport located in Gaziemir and Cumaovası.
- The free zone in Aliğa transferred to Gaziemir.
- Considering the Tahtalı dam basin the developments on the south axis limited around Gaziemir and Cumaovası.
- Considering the free zone and airport a business district of 50 ha was located in Gaziemir.
- In Buca a campus site was allocated to the Dokuz Eylül University which was established in 1982.
- The fair and recreation area proposed by the previous plan in Bostanlı-Çiğli was transferred into residential uses and treatment plant.
- Bird Paradise was proposed to become a national park and Tuzla district would be preserved as shown in 1973 plan.
- Residential areas proposed by the 1978 plan on the west of Çanakkale road were removed.
- On the east axis existing residential and industrial areas were accepted and some changes are brought for the industrial, agricultural and business districts around Işıkkent and Pınarbaşı.
- On the south and southeast of Balçova a land about 30 ha was allocated to residential use.
- On the west of Güzelbahçe a land about 160 ha was allocated to residential use.
- Existing green areas were preserved.
- Alterations were made to accept the built-up areas and to increase the building heights through exemptions of the illegal buildings, partial plans, rehabilitation plans, etc. ( Metropolitan Municipality Archives; Arkon, 20)

Within the boundaries of Metropolitan Municipality of İzmir the 1989 master plan of is currently on implementation. On the other hand some subsequent planning efforts are carried out since 1996 like the environmental plan for Tahtalı dam basin in

1996 (Figure 64), Çiğli recreation area in 1997 and the international competition for the new CBD of İzmir covering the surroundings of Alsancak port in 2001. The latest efforts of the Metropolitan Municipality in 2002s is to develop strategic decisions for the city at many scales by a council composed of the representatives of various institutions.



**Figure 64.** Existing Land Use Map, 1990s (Metropolitan Municipality Archives)



**Figure 65.** The Plan of Metropolitan Municipality Including Tahtalı Dam Plan, 1996 (Metropolitan Municipality Archives)

#### **4.7.4.Theoretical Background**

The Plan of Metropolitan Municipality was a revision of the plan prepared by Metropolitan Planning Office in 1973 and 1978. However it is not a revision plan which was prepared according to the legal instructions. The plan did not follow the instructions recommended by the Planning Act 3194.

Rather than a comprehensive reconsideration of the city development the major concern of the plan was to combine the districts plans prepared according to 1978 but had some differences afterwards and to include changes and additions in planning decisions, particularly for main investment decisions to be carried by the government. In this sense the plan did not have an institutional background.and the planning studies

did not start with a method referring to an theoretical approach. On the other hand probably, depending on the problems of previous planning efforts which assumed to have an overall control on urban structure and realizing that urban structure developed mostly through incremental decisions in terms of public investments or private interventions, the planners (or other non-planners who have role in the planning process) preferred just to turn the emerging developments into plan rather than turning the plan decisions into reality.

#### **4.7.5. Implementation**

As it accepted the most of the emerging developments and public or private interventions the plan and the current urban structure are almost parallel. Most of the planning decisions were either implemented or prepared for implementation. The main proposals brought by the plan, following the previous planning studies was to develop the transportation network. The proposals for a peripheral road, a motorway and the coastal road proposed by the previous plans put into implementation in 1980s and 1990s together with the partial implementation of light-rail system and construction of ferryboat ports to improve the sea transportation relatively reduced the traffic congestion which was an important problem for the city during 1970s and 1980s. Other major implementations of the plan were the airport and free zone in Gaziemir, the university campus in Buca, residential areas and treatment plant in Çiğli, recreation area in İnciraltı except for the relocation of fair, industrial zone in Pınarbaşı, Işıklar region, National park in Tuzla, residential developments in Güzelbahçe.



**Figure 66.** Implementation of coastal road (Metropolitan Municipality Archives)

## **CHAPTER 5**

### **CONCLUSION**

With the aim to analyze the interaction between theory and practice in urban planning this study attempted to clarify

- The role of planning theory on planning practice, and
- The impacts of planning practice on urban structure

The analysis on the interaction between planning theory and planning practice involved a three-fold aim as to understand the theory of planning, to understand the practice of planning and to understand the interaction between them. In this sense a two level of research was required as a study on planning theory and a study on planning practice. Based on the assumption that the way of interaction between theory, practice and urban structure varies according to local conditions, beside a general analysis on planning theory and on planning practice the study included an analysis on planning practices of the city of İzmir as the case study. Depending on these two level of research the planning practices presented in the case was analyzed in terms of theoretical background and implementation.

The finds of the study are categorized as conclusions on planning theory, conclusions on planning practice and general evaluation as presented in the following sections.

#### **5.1. Conclusions on Planning Theory**

At first level the study analyzed the framework of planning theory and major theoretical planning approaches. This part involved a short review of history of planning thought and action. At this level the aim was the clarification and systematic presentation of planning theories with a focus on major planning approaches for detailed analysis. Beside to be used for the analysis of the interaction between theory and practice this part of thesis on planning theory aimed to provide the readers with a simplified framework of planning theory and with a short summary of planning theories and to provide the necessary bibliography that may be needed for other studies on planning theory.

The conclusions derived from the study of planning theory can be stated as:

- ✓ The analysis of planning theory showed that planning theory is problematic at the following points:
  - Planning theory is a very complex and comprehensive field of study because of the existence of numerous of theories within the framework of planning theory Which deal with the issues both related to the planning process and the urban structure and both concerned with the explanatory and the normative aspects.
  - Planning theory does not have a common terminology. While identical concepts may used in different meanings, on the other hand many different concepts may be used in the same meaning.
  - There is no overall theory for planning, instead there are partial efforts focused on some parts of the discipline.
  - The interdisciplinary characteristics and wide scope of the field of study of planning make it difficult to comprehend all the theories involved in this wide scope and to determine a full framework.
  - Planning theory mostly depends on the methods and theories developed for other fields of study, therefore to understand the theories in planning there is a need to have some idea on other fields.
  - The theories either derived from experiences or developed to guide the practice mostly depends on prevailing conditions of time and space, therefore may not be valid for the general.
  
- ✓ The analysis of planning theory in historical context showed that contemporary planning efforts initially originated by the industrialization and moved in parallel to the enlightenment philosophy. During the second half of the 20<sup>th</sup> century the paradigm in planning broke down and the concern of planning theory shifted from the analysis of urban physical structure and development of spatial arrangement principles to the issues related to the planning process and development of urban policies and the absolute rationality that the planning paradigm was based on began to be replaced by the communicative rationality.

- ✓ The analysis of theoretical planning approaches showed that these approaches differ at the following points:
  - The context of the problems it defines
  - The way that it defines the scope of planning and the role of planners
  - The type of analysis it makes and implementation techniques it uses
  - The actors it includes to the planning process
  - The principles it offers about urban structure
  - The type of plan documents it presentsThese points helped to determine the theoretical background of planning practices analyzed in the case study

## **5.2. Conclusions on Planning Practice of İzmir**

At second level, this study analyzed and evaluated the planning experiences of İzmir in terms of theoretical background and implementation in which six citywide planning practices of İzmir studied in a historical context in relation to major developments in the history of planning and history of Turkey. This part involved a review of 75 years of planning history of İzmir and an analysis of the planning decisions, as how and by which actors these decisions initially put forward and changed through the planning process.

The conclusions derived from the analysis of theoretical background of the planning practices of İzmir can be stated as:

- ✓ In order to find out the theoretical background of planning practices of İzmir, each planning practice is analyzed and evaluated by considering the points put forward in the conclusions on planning theory section. According to this analysis the study has found out that the first five of these planning efforts were carried out through models based on theoretical approaches stated in planning literature and the last one was carried out without any method based on a theoretical approach, however it was possible to explain the process that in the planning practice in theoretical terms.

- ✓ The general study on the six citywide planning practices of İzmir showed that:
  - The first plan was carried out by French architect Henri Prost and engineers Rene and Raymond Danger. It was based on the French tradition of Urban Restructuring in terms of its approach to the urban environment as it transformed the old traditional districts with new functions and forms designed by the principles of Ecole de Beaux Arts like large boulevards, commercial and administrative plazas, green neighborhoods...etc. However although the existing structure of the city attempted to be restructured with the aim to create a modern image and living, the planners preferred to preserve the old districts and renewal proposals were brought only for the burnt districts and new development sites.
  - The second plan was carried out by a planner who was himself was one of the forerunners of the Functionalist approach and a radical advocate of principles modernist urban space design. This plan proposed completely renewal of the city and applied the functionalist planning approach and modernist principles of urban space design that the planner developed according to CIAM principles. The plan of Le Corbusier, was a comprehensive land use plan in the sense that it was a long-range plan and that it included the whole area within the municipality boundaries and some of the surrounding land for the future spatial requirements of the city, particularly for the industrial uses. The major concern of the plan was to provide distinct zones like commercial center, business center, industrial areas, residential areas etc. and an effective circulation between these zones. The plan proposed a grid-iron pattern and aimed to create uniform spaces. For the arrangement of urban space the planner applied his principles of building high on a small part of the total ground area to decongest the centers of the cities by increasing density, to improve the circulation by separation of motorized and pedestrian traffic and to increase the amount of open spaces. The plan followed a simple survey-analysis-plan method and did not follow a participatory process, even the planner and the municipality did not work together.
  - The third plan initially as a competition project was carried by a group of Turkish architects –Aru, Canpolat and Özdeş whose approach was greatly determined by the authorities who organized the competition and who chose to follow the functionalist approach as the previous plan in the sense that it divided

the city into basic land use zones and aimed to provide an optimum relation among these uses but in opposite to the previous plan in the competition implementation possibility of the project was considered to be the primary concern. The winner project was chosen as it was seen the most practical project. The decisions of the Aru plan were based on the decisions brought by Le Corbusier which were mostly determined by the municipality authority who governed the city in the period before World War II; and based on the competition program which was prepared by a large group composed of authorities of Municipality of İzmir, Ministry of Reconstruction and Bank of Provinces. On the hand the initial decisions of the plan were changed during the preparation of the final master plan through plan alterations and action area plans which were determined by a larger group including public demands in addition to the above authorities. Even though the method of the plan did not proposed a participatory process it followed a kind of a participatory process as it considered most of the demands of the public who could get into contact with the municipality or even through legalization of the illegal developments during the preparation of the master plan and plan alterations.

- The fourth plan was carried out by a Swiss planner –Albert Bodmer and was based on the comprehensive planning approach as it considered the city beyond the municipality boundaries including the surrounding settlements, as it was based on more comprehensive analysis including the social aspects of the city and as it not only brought proposals related to physical arrangements but also related to socio-economic policies particularly related to the squatters which were the major problem of the city in that period . However the plan was not put into implementation. Although institutional structure was changed and comprehensive planning approach was adopted in this period, the municipality authority actually did not want to follow a comprehensive plan but preferred to develop the previous plan through revisions which were based on the demands of the public, including either legalization of the illegal developments or new demands of the public.

- The fifth plan was the first plan in which Turkish planners –a large group of experts appointed in the Master Planning Office participated. It was based on the rational comprehensive planning approach as it considered the city at different scales ranging from regional scale to city scale, as it made very detailed analysis and projections in all aspects of the city, and as it developed a method for the carrying out the study which was completely based on the rational comprehensive planning model. The planning process attempted to follow a coordinative and a participatory process to be more effective and to have the possibility to implement the planning decisions, but as it lived most of the problems that a rational comprehensive planning approach lives, like it could not provide the overall control that it suppose to have or it could not finalize the analytical work and derive right projections in the given period or the financial means were not adequate to realize the investments proposed by the plan, since then the plan had to be revised twice.
- The sixth plan was the revision of the fifth plan which was formed by the combination of district plans and was carried out by the planners appointed in the Metropolitan Municipality of İzmir. Beside district plans the municipality staff had to deal mainly with the partial revision studies and combined these studies in a citywide master plan also including new proposals for the future development of the city, particularly for main investment decisions to be carried out by the government. In this sense the plan did not have an institutional background and the planning studies did not start with a method referring to an theoretical approach. On the other hand probably, depending on the problems of previous planning efforts which assumed to have an overall control on urban structure and realizing that urban structure developed mostly through incremental decisions in terms of public investments or private interventions, the planners (or other non-planners who have role in the planning process) preferred just to turn the emerging developments into plan rather than turning.
- ✓ The theoretical approaches used within the planning studies was determined by the municipal or governmental authorities either by their choice on the planner or on requirements of valid laws and regulations.

- ✓ The planning practices of Turkey, usually with a delay, followed the developments in the planning efforts of western countries. –mostly the German and French models until 1950s and Anglo-Saxon models afterwards. In this context the planning practices of İzmir followed the western models on one hand and on the other hand developed in parallel to major political and socio-economic events and turning points in Turkey’s history. Besides the mayors together with their technical staff made trips to Europe to have some idea on the European experiences. However even though these plans were carried out based on theoretical approaches developed for the western countries, none of them entirely followed these approaches. Through plan alterations and including new actors and factors to the process, they were reshaped according to local conditions.
- ✓ The planning practice of İzmir did not carried out with a consideration that the plan showed the end-state of the city for the given period but followed a dynamic process in which the decisions of the plan altered through incremental efforts and by various non-planner actors.

The conclusions derived from the analysis of implementations of the planning practices of İzmir can be stated as:

- ✓ In order to analyze the impacts of the planning decisions on urban structure the study mainly compared the plans and city maps and observations on urban structure. According to this analysis the study found out that:
  - The urban structure shaped or reshaped through incremental interventions. Both decisions of the plan during the planning process and the urban structure during the implementation process developed through incremental steps.
  - In the analysis of the current urban structure it is not easy to differentiate the land use decisions as through which plan they were brought up. While the decisions of the plans were changed during the implementation process, most of the others as could not have financial means to be implemented were followed by the later planning efforts.

- The planning decisions of the plans for İzmir implemented partially. Beside plan alterations the other reasons for not implementing the planning decisions were the coordination problems among central local authorities and the private investors, the lack of sufficient financial means, and technical problems like the base maps of the city were incomplete when the planning studies were on lasting or the municipality boundaries were not wide enough to involve the necessary development area.
  - Beside the planning institution, the actual effective determinants of the macroform and land use decisions have been the public, private or common investments, ownership pattern, financial and organizational means and illegal developments. Planning efforts mostly fall behind the emerging developments and attempted to solve the problems generated by these developments
  - In terms of participation none of the planning efforts developed a participatory model, however the planning decisions considered the demands of the investors and the public because of the populist policies and through the municipality council meetings, plan alterations and legalization of the illegal developments.
  - The plans brought proposals mostly with an assumption to have an overall control on the urban structure, but the legal means to have the planning decisions implemented were not that sufficient. The plans as legal document only showed what could be made or what must not be made however did not have an obligatory position to have the planning decisions implemented.
- ✓ The aim was to use the data on planning practices of İzmir both to use to derive conclusions on the interaction between theory and practice in urban planning and to inform the readers with the practices of a Turkish city and to make to understand the logic of planning for those who deal with or take part in the planning practices of İzmir.
- ✓ The newspaper research on which a big portion of the case study was based on also showed the changing interests of the public on planning activity. Particularly for the 1950s during which the planning institution was conceived as an important

tool to solve the emerging problems of a rapid growing city and to implement the development policies of the government, the newspapers published almost every news related to the planning studies.

- ✓ Planning practices carried out for İzmir had been guided by various theoretical approaches and these practices had performed many impacts on urban structure of İzmir. However this does not mean that the practice had been successfully guided by the theory or the practice had been successful to shape urban structure. On the other hand the findings of the case study proved that although the planning efforts used theoretical approaches as methods and principles for their study, the logic of practice of planning practice in most cases was rather different than the proposals of these approaches. As well although various plans prepared for the future development of the city, urban structure was mostly shaped with a different logic than proposed by the plans.

### **5.3. General Evaluation**

Depending on both the theoretical frame which presents the theory of planning and the case study which presents an example to the practice of planning the thesis derived some conclusions and recommendations on planning theory, planning practice and the interaction between theory and practice in urban planning:

- ✓ Planning theory has always been at the core of the debates which concern with the attempts which aim to improve planning both as an academic discipline and as a profession.
- ✓ Even though the problems faced with the planning theory, keeping in mind the shortcomings of the theories in general and planning theory in particular, it is necessary for students and professionals to have some idea on planning theory. Planning theory provides the planners with an experiential background and with the methods presented in them it increases the analytical capability of the planners which is one of the most important aspects for a planner. In other words besides bringing some important explanations on the past and present events, planning

theories provide planners with numerous models of how and why planners should plan.

- ✓ The implementation of planning decisions do also face with many problems as planning is a long-term activity where the results of this activity is obtained in a longer period and as its carrying out also depended on other actors and factors.
- ✓ All the planning decisions which have not been implemented have the possibility of reconsideration in the later planning studies and the possibility of implementation.
- ✓ For Turkish case the planning approaches used within the planning practices have always been under discussion as whether they are proper to solve the problems of Turkish cities. These approaches are developed for western countries within or according to their own conditions. Turkey is a developing country and has a different urbanization pattern and different problems compared to western countries. Although the conditions of Turkey are different from these countries, the planning approaches used to solve the problems and to shape urban structure are adapted from western models including the importation of planners and education models. However the planning process and the planned urban physical structure differentiates at many respects from the western models. While some part of the problem is generated from the models to guide the planning process on the other hand the other parts of the problem is generated from the general shortcomings of planning throughout the world.
- ✓ At one hand theory is an important tool understand and derive some lessons from the previous experiences on the other hand as the local conditions are major determining factors in the process of translating decisions into practices, to use a general theoretical approach developed within and for different conditions may lead to a misdirection of the planning practice or misunderstand the existing problems of a specific locality. However there is another face of the problem. This consideration partially reduces the problems of practice into a disaccordance

between the theoretical approaches chosen to understand or direct the practice and the specific cases. Yet there are other problems generated by the planning itself. Some of the problems that the practice faced with is common in all parts of the world in terms of the scope, financial problems or the concept of public interest, etc. In this sense theory will also become an important tool to understand these common problems.

- ✓ This study claims that theory and practice are not separate entities, but different parts of the same activity and the gap between theory and should be bridged for a better understanding of the practice and for developing more practical planning efforts.
  
- ✓ The planners have to learn from past experiences for new experiences to create better practices and better living environment, there is a need to have some idea on the real practices and derive lessons from the practices which may later be in the help of theoretical knowledge.

Consequently following this study or in parallel to this study new researches may be carried out by using the documents or the methods presented in this study. The study may guide further studies or may be developed in terms of analyzing the following issues:

- Future planning practices of İzmir: As the study make an examination in a historical context new researches analyzing the planning practices of İzmir in terms of theoretical background and implementation may be carried out for the future planning studies of İzmir.
- Other issues related to planning studies and urban structure of İzmir: Beside theoretical background and implementations of the planning practices, other factors of the planning process like the evolution of planning decisions, actors in the planning processes, factors shaping the urban structure...etc. may be examined for these example or other examples.
- Other cities of Turkey: The method of this study may be used for other cities of Turkey and a comparison may be made in order to draw a general frame

for the Turkish case.

- Other parts of the world: İzmir case or Turkish case may be compared with the examples in other parts of the world.

#### **4.8. A Summary on Planning Practices of İzmir**

The contemporary citywide planning efforts in Turkey started with the İzmir experience following the foundation of Turkish Republic. In the Early Republican Era planning was seen as an important tool for the creation of a healthy and ordered urban environment which was the necessary condition for a modern life style. In other words planning was considered to have an important role for the modernization attempts of the new state. İzmir, as one of the biggest cities of the country was planned with modernist planning principles.

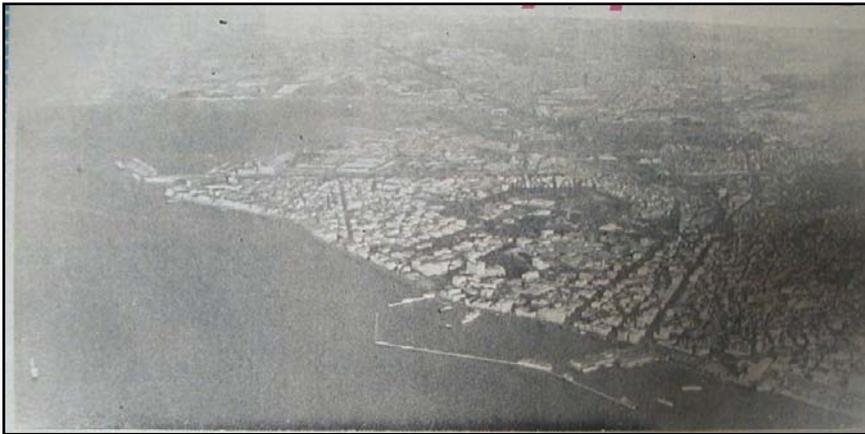
Until World War II the growth of the urban areas were rather slow compared to the period afterwards. In the postwar period following the development approach of the period Turkey entered into a period of rapid urbanization. Because of the rural-urban migration, the problems of the cities increased. In this period planning was still seen as an important tool to provide the desired development and when the government began to follow planned development policies in 1960s planning gained much more importance. Depending on these developments and changes in the institutional structure, the planning efforts of the city of İzmir shifted from spatial arrangement attempts to more comprehensive consideration of the city and urban problems.

After 1980s Turkey entered a new period of liberalization planning and opposite to the previous periods planning began to loose its importance as it was considered to be restraining the application of liberal policies and interventions on urban structure. Until 1980s although there has been many planning efforts for the city of İzmir at different scales, one legal document has been put into implementation which was mostly formed as to combine different investment decisions on one single legal document.

Either turned into a legal document or not all of the six citywide planning efforts and their revisions had their impacts on the urban structure. While some of the plan decisions were implemented completely, most of them were revised or cancelled in later planning studies. The impacts of these plans on current urban structure can be summarized as:

The texture of inner parts of the city –the area between Çankaya and Alsancak port were formed by the first planning effort -Danger and Prost plan, however the densities were changed later. The residential development areas in upper parts of the Karantina, Karataş districts and industrial developments around Halkapınar, Mersinli

and Salhane districts were proposed by the second plan -Le Corbusier and followed by the third plan –Aru plan. Beside these development areas two major road of the city – Altinyol and Mustafa Kemal Coastal Boulevard and Alsancak port were initially shown in the Aru plan. As considered the city in a comprehensive context the first decentralization decisions of residential areas like developments in Buca, Bornova and Şemikler and industrial areas like Işıklar and Çiğli were proposed by the fourth planning effort –Bodmer plan. The developments along north axis and south axis of the city were realized according to the fifth planning effort and its revision –the plan of Metropolitan Planning Office. Finally most of the big investment decisions particularly for the transportation network were carried out as shown in the sixth planning effort –the plan of Metropolitan Municipality. The central part of the city –surroundings of Konak square was reconsidered in each planning effort but never could receive a final state. On the other hand there were attempts for construction of mass housing and social housing none of the plans was completely successful to prevent the emergence of the squatters.



**Figure 67.** Central Parts of İzmir, 1970s (YA, 11.02.1973)



**Figure 68.** Central Parts of İzmir, 1990s (Metropolitan Municipality Archives)

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## **APPENDICES**

## APPENDIX 1

### COMMENTS ON PLANNING STUDIES AND URBAN STRUCTURE OF IZMIR

(As originally published in Yeni Asır Newspaper)

**A1-1:** Necmettin Emre'nin 02.02.1950 tarihli köşe yazısından belediye meclisi toplantılarında yarışma kararının kabul edildiği anlaşılmaktadır:

“Yarışma açılmadan önce belediye meclisi İller bankasına yetki vermeli, gerekli tahsilat bankaya gönderilmeli, imar planlarının tanzimine yönelik talimatnamenin 3. maddesine göre imar komisyonunca hazırlanacak rapor ile hava fotoğrafları bankaya gönderilmeli, yarışmacılara demiryolu istasyonu, hava meydanı, liman yerleri, eski eserlerin yerlerine ait haritalar verilmeli, haritalar için yeterli tahsilat ayırmalı, tam kadrolu bir aplikasyon ve revizyon bürosu kurulmalıdır.”

**A1-2:** Yeni bir plan yapılması konusunun o günlerdeki gündemi meşgul ettiği köşe yazılarından okunabilmektedir.

“İzmir'in imar planının olmaması yıllardır birçok yolsuz inşaata sebep oluyor ve şehrin güzelliği bozuluyor.” (YA,16.04.1950)

Halkın gözü ile köşesi: “İzmir en büyük zararı bir imar planına sahip olmaktan görüyor, hemen hemen tüm illerimizin planı varken Türkiye'nin 3. büyük şehri bundan mahrum bırakılmış, şehir Yapı ve Yollar kanununa ve deprem talimatına aykırı inşaatlarla dolmuştur” (YA, 09.08.1950)

Şevket Bilgin: “Eski belediyelerin ihmali nedeniyle plansız ve düzensiz olarak kurulan gecekondu mahallelerinin belediye bilgisi ve direktifleri dışında genişlemesine izin verilmeyecek, mevcuttakilere elektrik, su, yol gibi belediye hizmetleri götürülecek, şehrin 27 yıldır imar planının olmaması belediyeyi bir çok konuda karar imkanından mahrum bıraktı, bu konuda yerli ve yabancı uzmanlardan yararlanılacak.” (YA, 15.09.1950)

H.Türkmen (Tapu Kadastro eski genel müdürü): Günün meselesi köşesi: “Evvelce çok para verilip Rene Danger'a plan yaptırılmış, plan bugünün şartlarına uygun değil diye yenisi yaptırılıyor, ileride yeni plan için de aynı şey söz konusu olabilir, plana karşı değilim ama uygun değilse ya da belediyenin bunları uygulamak için yeterli mühendis ve parası yoksa plan yapılması gereksiz, yeni planda İzmir'in tarihi ve doğal özelliklerine dikkat edilmeli, eğer imar planı tatbik için yapılacaksa İzmir'de ve daha uzun sürede yapılmalı.” (YA, 02.02.1951)

**A1-3:** Kışlanın yıkımı gündeme geldiğinde ve yıkımından sonra konuyla ilgili çeşitli görüşler:

“Şehrin ortasında bulunan, denizden bakınca hiçte hoş görünmeyen, şehircilik bakımından zerrece değeri olmayan kışla binaları yıktırılıp yerlerinde yeni ve muhteşem binalar yükselince İzmir'in çehresi biranda değişecek ve güzelleşecektir” (08.12.1951)

Rauf Onursal: “Çok eski bir maziye sahip olan Konaktaki Sarıkışla binaları şehrin güzelliklerini örtmektedir, eskiden olduğu gibi şimdi de İzmir’in kalbi 1. Kordon ve Konak meydanında atmaktadır, bu nedenle eskiden beri görev alan tüm belediyeciler bu durumu hissetmişler ve bu binaları buradan kaldırmak imkanını aramışlardır.” (29.09.1952)

M. Güntürkün: Konak sitesi ile ilgili köşe yazısı: “İzmir’in en güzel yerinde bir kerpiç ve toprak yığını olarak duran Sarıkışla’nın yıkılmasıyla açılan büyük meydan...” (12.09.1961)

**A1-4:** 1952 Yarışması için inceleme gezilerine gelenlerin açıklamaları:

Yarışma için gelen İsviçreli mimar Mark Bütler’in açıklaması: “İzmir, özellikle Kültürpark çok güzel, sahil kısmı tam Avrupai tarzda yapılmış, Corbusier’in planlarını inceledim, şehrin coğrafi yapısı çok uygun, çok iyi şeyler yapılabilir, Behçet Uz çocuk hastanesi de çok güzel, ancak kanalizasyonun her noktadan denize dökülmesi çok kötü, bu sorun halledilmeli.” (27.07.1951)

Yarışmaya katılan yabancı bir şehircilik uzmanının açıklaması: “İzmirliler galiba esrarengiz ve sürükleyici bir manzara oluşturan eski üsluptaki şehirlerden zevk almıyorlar, halbuki turistler daha çok bunlara meraklıdır, İzmir’de yeni mimarinin karakteri yok, eskiyi modernize edebilirsiniz ama eskiyi bozmadan, şehir oldukça geniş ve gelecekte limanın genel manzarası çok güzel olmalı, liman için en uygun kısım Alsancak ile heykel arası, Konaktaki depolar kötü, limanı Alsancak’a nakletmek iyi olur, çok güzel manzaralı evler yapılabilir ancak gecekondular gibi plansız olmamalı, mezbahanın deniz kenarında olması gerekmiyor, çevresinde evler yapılmamalı, Kadifekale ve Agora turistlerin yürüyerek ulaşılabilir hale gelmeli.” (23.08.1951)

**A1-5:** 1955 Planı için yorumlar:

Dr Memduh Say’ın 21.03.1955 tarihli İzmir’in imar planı konulu köşe yazısında ortaya koyduğu düşünceleri: “İmar müşaviri K.A.Aru’nun Yeni Asırda neşrolunan, İzmir’in imar planı raporunu sevinçle okuduk, profesörün imar planı üzerinde oldukça çalışmış ve İzmir’in ihtiyaçlarını az çok nazarı dikkate almağa uğraşmış olduğu görülmektedir. Kendini bundan dolayı tebrik ederiz. Yalnız raporda dikkati çeken bazı hususlar varki rapor sahibinin buralarda tasavvur ve hedeflerinin layığıyla kavranması mümkün olmamaktadır. İlk olarak raporda sıhhi müessesat hakkında bir mülahaza ve mütalaa olmadığını görüyoruz, hatta o kadar ki bugün mevcut memleket hastanesi önündeki hapishane binası kalktığı zaman orayı bir yeşil saha halinde ve belki memleket hastanesinin ufak bir administrasyon kısmı ile süslenebileceği yerde hemen bir adliye sarayı inşası biraz gürültülü olan bu müessese ile hastanenin önünü büsbütün kapatması anlaşılacağı gibi, bu civarlara 35 metrelik binalar yani aşağı yukarı 7-8 kat binalar inşasına müsaade edilmesi milli kütüphane ve civarı ile hastane ve civarının boğulmuş bir hale sokulması ve sıhhi şartlara aykırı bazı şeyler görülmektedir, 2. olarak göze çarpan şey üniversitenin ta Güzelyalı’ya yani şehrin bir ucuna atılmasıdır, hemen hiçbir şehir yoktur ki üniversite böyle şehrin diğer ucunda yerleşsin, üniversite şehirle alakadar bir müessesedir, adete şehrin kendisidir, şehir o sayede isim kazanır, vaktiyle aynı hataya İstanbul şehri düşmüş ve merkezde olan tıp fakültesini o zaman bütün

itirazlara rağmen Haydarpaşa'ya nakletmişlerdi, maksat Haydarpaşa'da mevcut güzel ve geniş binadan istifade etmek ve orada modern bir fakülte yapmaktı, itiraz edenler şehirden uzakta olamayacağını iddia ediyorlardı, nakil taraftarları kazandılar, taşındı, büyük masraflar edildi, fakat 20 sene sonra bu işin yürümeyeceğini anladılar, milyonlar sarfedildikten sonra geri dönülerek fakülteyi şehrin merkezine naklettiler ve binayı da kız muallim mektebine terk ettiler, burada da aynı hataya düşülmektedir, zira maksat mevcut boş araziden istifade etmektir, Karşıyaka, Bostanlı gibi bir yerde oturan bir tıp talebesi Güzelyalı'da 2 saat ders gördükten sonra tatbikat için Tepeciğe gidecek ve sonra evine dönecek, en müsait zamanları yollarda mahvolacaktır, diğer taraftan İzmir'den Güzelyalı'ya mütemadi geliş gidiş trafiği artacak, halbuki buralarda irtibat 19.5-30 m arasında değişen gayet yüklü bir yolla bir de yukarı kornişten ibarettir, üniversite şehirle yaşayan, şehirden gıdasını alan, şehirle alakalı bir müessesedir, şehrin bir ucunda böyle bir müessese olmaz, bundan dolayı üniversitenin Güzelyalı'da olmasındaki faydayı anlamadığım gibi spor sitesinin de büyük sanayi liman ve fabrikalar bölgesine oturtulması da pek anlaşılabilir bir şey değildir. Eski Danger ve Prost planında üniversite sitesi bugünkü Kültürparkın olduğu yerdedir ki en merkezi bir mahaldir, bugün yine o civarda bir kısım ayrılarak üniversitenin bir kısmı orada olabilir. Yine ilk göze çarpan bir şey de esas istasyon bina ve tesislerinin Basmahanede yani şehrin tam göbeğinde yapılmasıdır, bir yandan üniversiteyi şehrin kenarına atarken, diğer taraftan büyük ağırlığı, gürültüsü, bir çok müstemilatı, mülevvesatı ile büyük bir hinterlandı besleyen şimendifer esas istasyonunun şehrin ta göbeğine sokulması biraz garip bir düşüncedir, bugün her yerde bu gibi istasyonlar şehrin nispeten kenarında yapılmakta, tali yolcu istasyonları şehrin içine girmektedir, eski planda esas istasyon için 2 hattın birbirine kavuştuğu kavşak noktasında olması tespit edilmiş ve Basmahane istasyonunun bir yolcu istasyonu halinde kalması ve diğer istasyonun ise limana inen bir marşandiz istasyonu olarak kullanılması kabul edilmişti, bu çok vafık bir şekildi, ayrıca şehre şimendifer yoluyla gelen sarı hastalıkları önlemek şehre hastalık ve hastayı sokmadan esas istasyondan hemen bulaşıcı hastalıklar hastanesine nakil ve aynı zamanda bütün vesaiti dezenfekte etmek için bir de dezenfeksiyon müessesesi yerleştirilmişti, bu müessese bugün hala faaldir. İlk göze çarpan diğer bir mesele de kışla meydanından Karataş ilerilerine kadar gezinti yolu vücuda getirilmesi fikridir, bu kısım İzmir'in en düzensiz bir yeridir ve yazın sıcak, kışın dondurucu olan şimal rüzgarlarına maruzdur, bunun hakimiyeti olan yerlerde gezinti yapılamaz, bu nedenledir ki bu kısım hiçbir zaman kıymetlenmemiştir. Bundan başka 1. Kordona ve Karşıyaka'nın sahil kısmına yüksek hatta 7-8 katlı binaların inşasına mücade edildiğini görüyoruz, bu şehrin umumi görünüşüne, rengine ve sıhhi kaidelere uymayan bir durumdur, İzmir şehri, özellikle yangın sahası hava ve rüzgarı batı ve cenup batıdan almaktadır, 1. Kordondaki bu tür bir yapılaşma, 2. Kordon ve daha arkasında oturan halkın havasını ve güneşini kesecektir, bilhassa dar arsalarda yükselen binalar çok tuhaf bir durumda olduğu gibi şehrin tropikal bir sahil şehri manzarasını oldukça biçimsiz bir hale sokmaktadır, bir zamanlar İzmir'de 2-3 metreye kadar 2 tarafı 2 katlı binalarla çevrili dar sokaklar vardı, bu hal gölge ve serinlik ihtiyacıyla yapılmıştı, fakat o zamanın şehircileri arka kısımların hava almasını temine uğraşarak yolları ona göre tanzim etmişlerdi, biz bu dar sokakları gayri sıhhi bulup tenkit ettik, bugün onlardan eser kalmadı ama şimdi daha fenasını icat ediyoruz, denizden uzakta oturanların önüne yüksek duvarlar çekmeye hakkımız varmıdır ? ancak imar planı şehrin namına atılan bir adım olmak itibarıyla yapanları, düşünenleri, bu yolda çalışanları tebrik borcumuzdur, önerilen düşünceler karşısında yegane tesellimiz G.Semper'in 'şehri yalnız bir usta yapar ki ismi ihtiyaçtır' sözüdür, bugün ne tersim olunursa olunsun, ne şekil verilmek istenirse verilsin, şehrin ihtiyacı onları en doğru yola sevkedecektir.”

“İmar planının değiştirilmesi zorunlu, bu İzmir için faydalı bir plan değil, iktisadi ölçülere sığmıyor, yapılan yeni bir planla beraber imar dairesinin başında devamlı olarak vazife görecek bir uzmanın olması gerekli” (04.10.1955)

“Belediye meclis toplantısında bazı üyeler şehir planının başlangıçta iyi etüd edilmemiş olması nedeniyle daima tadilata uğradığını belirttiler.” (17.06.1956)

Suat Yurdkoru'nun 27.08.1956 tarihli köşe yazısı: “1.Kordonda Pasaport-Gündoğdu arasında yeni yapılan 6-7 katlı birkaç binanın yanında mevcut 2 katlı binalar cüce gibi durmakta, eski bir belediye ve şehirci olarak düşüncelerim: tarihin eski devirlerinde bile şehirler plan dahilinde kurulur, plan hazırlanırken şehrin yeri ve ihtiyaçları göz önünde tutulur, bu nedenle imar planları şehirlere ayrı ayrı güzellikler, özellikler, karakterler temin eder, İzmir bir körfez şehri olduğundan manzara, hava, ferahlık hep bu yöndedir, bu nedenle körfezden dışa doğru binalar kademeli olarak yükselirse daha çok kişi manzaradan, havadan yararlanır, bu nedenle 1.Kordonda binalar 2 katlı kalıp arkalarda yükselmeli, burada binaların tümünün 7 kata çıkarıldığını düşünün, daracık birbirine bitişik arsalar üzerinde itfaiye merdiveni gibi ince uzun binalardan oluşan bir perde, bir de bunun Güzelyalı, Karşıyaka gibi körfezin tümüne yayıldığını düşünün, nasıl bir felaket olacağını göreceksiniz, bu yalnız estetik açıdan değil ekonomik açıdan da sakıncalıdır, bugünkü binalar dolgu zeminde kurulmuş ve temelleri 2-3 katlı binalara göre yapılmış, 7 kat olması için binaların yıkılıp yapılması gerekli, bu hem ekonomik kayıp hem de gerçekleşmesi uzun zaman alacak, o zamana kadar küçükü büyüklü bir manzara oluşacak, bu zarardan bir an önce dönülmeli.”

Tuncer Baykara'nın 09.08.1962 tarihli köşe yazısında İzmir imar planına dair görüşleri: “Geçenlerde İzmir şehri imar planının gözden geçirileceğine dair bir haber gözüme ilişti, teknik mevzuatı bence meçhul olan 1951 planında beni dehşete düşüren bir durum mevcuttur, şehir dahilinde mahallinde korunmaya layık tarihi eserler konusunda durum içler acısıdır, plan raporunda çok az sayıda yapı korunmaya layık görülmüştür, 1939 imar planı komisyon raporunda ise korunmaya değer çok daha fazla eser bulunmaktadır, yeni çalışmalarda korunacak eserlerin dikkatle ele alınması gereklidir.”

1950lerin başında belediye başkanlığı yapan Hulusi Selek'in 02.12.1975 tarihinde 1955 planıyla ilgili yaptığı açıklama: “Belediye başkanı olarak büyük hatalar yaptık, eski İzmir'in tabii güzellikleri vardı, sadece 1 yıl görev yapmış olmama rağmen ben dahil bütün belediye başkanları geleceği görmediğimiz, şehrin bu kadar büyüyeceğini hesaplayamadığımız için büyük hatalar yaptık, Mithatpaşa caddesi, Güzelyalı, 1. Kordon ve Karşıyaka sahillerini kale duvarı gibi büyük duvarlarla ördük, İzmir'in merkezini iş binaları ile dolduracağımız yere yerleşim bölgeleri haline getirdik, farkına varmadan şehrimizi sanayi tesislerinin ablukaları altında buluverdik, bu durum ileride kirlilik problemi yaratacak, halkı anında memnun edecek işler peşinde koşan yöneticiler geleceğin sorunlarını yaratmış olacaklar, bugünkü parasal imkanlarla belediyelerin işlerini halletmeleri mümkün değil.”

1955-1957 döneminde belediye başkanlığı yapan Enver Dündar Başar'ın 03.12.1975 tarihinde kendi dönemiyle ilgili yaptığı açıklama: “Diğer büyük şehirlerde görüldüğü gibi su, enerji, trafik, gecekondular, özellikle pahalılıkla mücadele, umumi temizlik, körfez kirliliği, kanalizasyon İzmir'imizin başlıca sorunlarıdır. Konak-İnciraltı sahil yolu, Fuarın daha cazip hale getirilmesi, Yamanlara İzmir'den kolayca gidiş-geliş sağlayacak teleferik tesislerinin inşaatı sosyal ekonomik ve sağlıklı bir yaşantıyı sağlayacak olan önemli konulardır.”

**A1-6:** Konak yarışmasıyla ilgili görüşler:

K.A.Aru'nun Konak yarışması ödülleri açıklanmasından sonraki görüşleri: "Konak sitesinin tanzimi işine karar verildiğinde daha önce bazı projeler hazırlanmış olmasına rağmen şehrin geleceği bakımından büyük önem taşıyan bu bölge için bir proje yarışması açılmasını ben de onaylamıştım, bu yarışma şehrin kazancına olacak bir çok yeni fikri bir araya getirmiştir, maalesef bu fikirlerin hepsini bir arada bir plan üzerinde bulamadık, bu nedenle derece alan projelerin uygulanmasının mümkün olmadığını raporumuzda işaret ettik ancak bunların üzerinden fikir teatisi yapılmıştır, bu fikirler şimdi kolayca bir plan üzerinde toplanabilir, bunun için artık 2. bir yarışmaya gerek yok, ancak bundan sonra Konak sitesinde yer alacak büyük binaların Türk ve yabancı mimarlar arasında, yani istenirse uluslararası yarışma açılması suretiyle fikir alınarak yapılması uygun ve faydalı olabilir"

Enver Dünder Başarın görüşleri: "Bu konuda önemli ihtisas sahibi bulunan ilim adamlarından oluşan jüri çalışmalarından çok yararlandık, bu fikirler Konak sitesinin tanzimi konusuna önemli ışık tutacaktır, bu çalışmalar belediyenin bu konuya ne kadar önem verdiğini göstermektedir."

**A1-7:** Enver Dünder Başar'ın 1957de yaptığı Avrupa gezisi hakkındaki açıklaması:

"Gezimizin temel amacı hal santral için şehircilikle ilgili diğer konularla ilgili incelemelerde bulunmaktı, Avrupa'nın çeşitli şehirlerindeki halleri gezdik, en çok caddeler ilgimizi çekti, caddelerin oldukça geniş olduğu gördük ve geniş yollar yaptığımız için aldığımız eleştirilerin yersiz olduğunu görmüş olduk, caddelerde ayrıca araç park yerleri dışında geniş yaya tretuarları ve dinlenme yerleri bulunduğunu gözlemledik ve bu usulün özellikle 1.Kordon olmak üzere şehrin çeşitli yerlerinde uygulanmasına karar verdik, bu şehirlerde yeşil alan düzenlemelerinin büyük alanlar kapladığını gördük, imar planının revizyonu için İsviçre'de şehircilik uzmanlarıyla görüştük, Bodmer'in İzmir'e gelmesini kararlaştırdık, kendisi İzmir'le ilgili etüdler yapmak için hazırlıklara başladı." (YA, 17.08.1957)

**A1-8:**Bodmer'in şehirdeki inceleme gezileri sırasındaki ve sonrasındaki açıklamaları:

"İzmir şehrinin kuruluşunu, liman ve doğal güzelliklerini ilerisi için ümitli gördüm, belediyede mevcut meslektaş arkadaşların yardımıyla kıymetli bir eser bırakabileceğimi tahmin ediyorum." (20.10.1957)

"İzmir'i modern ölçülerde bir harp sonrası Berlin'i yapacağım. İzmir'i karış karış dolaştım ve birçok eksikliklerini tespit ettim. Hazırlamakta olduğum raporu 1 hafta sonra ilgili makamlara göndereceğim. Hala İzmir'in en büyük dertlerinden ikisi kanalizasyon ve mesken darlığıdır. diğer taraftan yeni hazırlanmış olan imar planına göre birbirinden uzak olan asgari 30 metre eninde ana caddeler inşa edilecektir. Burada yayalar için tretuarlar da hazırlanacak ve dinlenmek üzere sokak kahveleri yapılacaktır. Şimdi hazırlanmış olan plan 1951 planına çok benzemektedir. Bu plan çerçevesi içinde sıkı bir tempoyla çalışıldığı takdirde 10 yıl sonra yepyeni bir İzmir karşınıza çıkacaktır. Zaten İzmir'e göç devam ederse bir iki sene içinde yeni inşaat yapılmadığı takdirde oturulacak yer bulunmayacaktır." (14.11.1957)

**A1-9:** 1957-1960 döneminde belediye başkanlığı yapan Faruk Tunca'nın Bodmer'in planlama çalışmalarıyla ilgili açıklamaları:

“Bodmer’le yapılan çalışmalardan sonra imar planının revize edilmesi zorunlu görüldü, bugün için şehrin imarında rastlanan başlıca güçlük şuyulandırmadan kaynaklanıyor, imar planı bu açıdan etüd edilerek daha realist hale konacaktır, Varyant yolu, 2.Kordon, İkiçeşmelik, Fevzipaşa bulvarlarının genişletilmesi işleri ele alınacak, özellikle geniş bulvarlar ve caddeler üzerinde yeni yapılmakta olan binaların imar planına uygun olmasına azami dikkat edilecek, 1.Kordonda yapılan inşaatlarda zemin katların mağaza, gazino, lokanta olması zorunlu olacak, Bodmer İzmir’in modern çarşısı kurulduktan sonra bile Kemeraltı çarşısının düzenlenerek korunmasını, Kemeraltı’na muvazi diğer 2 cadde genişletilerek Kemeraltı’ndan yalnız yayaların faydalanmasını önerdi.” (17.11.1957)

**A1-10:** 1963 yılının başlarında Bodmer’in ayrılışı ve daha sonrasında Bodmer’in çalışmaları ile belediyenin yürüttüğü çalışmalarla ilgili görüşler:

“Bodmer’in şehir planının uygulanmasına imkan verilmedi. İşine ani olarak son verilen Bodmer İzmir’de yapılan bazı inşaatlar için imar maskaralığı diyor, imar planında gerekli değişiklikler yapmak için 4.5 yıldır çalışan Bodmer’in kontratı belediye tarafından yenilenmedi, planının bitmesine 2-3 ay kala işine son verildi. Hükümetin talebi üzerine BM tarafından gönderilen Bodmer işine son verilmesine üzülmediğini belirterek şunları söyledi: ben buradaki mesaimde büyük bir zevk ve istekle çalışıyor, çok sevdiğim İzmir şehri ve halkı için güzel bir eser bırakmak istiyordum, devamlı artış dolayısıyla şimdi 400.000’i bulan nüfus 30 yıl sonra en az 1.000.000’a çıkacak, 1955de onaylanan imar planında şehrin 6000 hektarlık düz bir saha olarak kabul edilmesi modern şehircilik anlayışıyla bağdaşmaz, plan revizyona tabi tutulmadığı takdirde şehrin inkişafı ve iskan durumu ilerde büyük güçlüklerle neden olacaktır, mevcut planın yenilenmesi için ilerde bugün sarfedilmesi gereken paranın en az 10-20 misli harcanması gerekecektir, böylece imar maliyeti yükselecektir, halen fen işlerinde bu işi ilerisi için başaracak eleman mevcut değildir, 30 yıl sonra halk mesken, trafik ve sıhhi bakımlardan olduğu kadar şehir estetiği bakımından da üzüntü duyacaktır, 1.Kordonda 7-8 katlı apartmanlar yalnız estetik bakımdan değil, arkadaki halkın sağlığına da zararlıdır, otoparklarla yakınlarında çocuk bahçesi ve yeşil alanlar bulunmaması yüzünden bu apartmanlar imar maskaralığıdır, 5000 yıllık tarihi olan İzmir’in turistik ve kültürel gelişmesi modern anlayışa uyan bir imar planına bağlıdır, burada kaldığım sürece nazik ve insan karakterli olduğunu gördüğüm İzmir’in daha mutlu günler yaşamasını temenni ederim; Diğer yandan Saatçioğlu Bodmer’in ayrılmasıyla ilgili olarak şunları söyledi: Bodmer Hazıranda gitmeye kararlı olduğunu bize bildirdi, bu açıdan 4 ay önce gitmesi uygun bulundu, kaldı ki mimar ve mühendisler kendisinden yeterince yararlanılmadığını bize söylediler. Diğer taraftan bu konuda söz sahibi olanlar tarafından Bodmer’in tanınmış bir detay plancısı olduğu, kendisinden büyük yarar sağlanacağı aşikar olduğu, belediye fen ve imar teşkilatında çalışan teknik elemanların mesleki ehliyetlerinin plana yön vermek yerine, tatbikatçının direktifiyle büro mesaisi yapacak kapasitede olduğu, halbuki Avrupa ve özellikle Almanya’nın şehircilik konusunda kendisinden çok yararlandığı Bodmer’in ‘fen işleri müdürlüğü teknik elemanlarının mesleki ehliyeti yetersizdir’ söylemi yüzünden işinden uzaklaştırıldığı iddia edildi.” (13.03.1963)

Suphanoğlu’nun köşe yazısı: Doğudan batıdan köşesi: “İzmir’de bir hadise: Geçen hafta şehir için büyük önem taşıyan bir olay maalesef hiçbir akis doğurmadan

kaybolup gitti, halbuki olay İzmir'in geleceği için çok şey ifade ediyordu, başta mimarlar odası olmak üzere fen adamlarının, şehir konularına bağlı aydınların konuşması gerekiyordu, Bodmer'in işine son verilmesinden bahsediyorum, Bodmer BM teşkilatına bağlı bir şehircilik uzmanıydı, Buraya gelmeden önce İsveç'ten çağrılıyordu, 1956da Avrupa'daki belediyeler kongresine katılan dönemin başkanı Başar tarafından İzmir'e kazandırılmıştı." (22.03.1963)

Açık kalple köşesi: "Belediye reisinden bu şehir neler bekliyor: Rebi Başol'a açık mektup: Yarışmayla kabul edilmiş olan şehrin imar planı şehir haritası olmadan ihaleye çıkarıldı, yarışma sonunda kabul edilen planın 1957den itibaren uygulanmasına geçildi, plan uygulamaları yapılırken daha sonra şehir haritası olmadan planın yarışmaya konamayacağı ve uygulamayacağı konusunda mevzuatın amir hükümleri hazırlandı, ondan sonra şehir haritaları bir müteahhide ihale edildi, haritalar nihayet 5-6 ay önce belediyeye teslim edildi, 5-6 yıldır haritasız imar planı geçici tedbirler ve zaman zaman spekülatif gayretlerin akışına boyun eğilerek, mevcut planı yüzlerce defa mevzii imar planı tadilatı denilen planlarla değiştirerek ikinci bir plan ortaya çıktı, artık şehir haritaları alındığına göre bu uygulamalar bir yana bırakılıp, mevcut planın bu haritalar üzerine aplikasyonu sağlanmalıdır." (31.05.1963)

Açık kalple köşesi: "İmar planı çalışmalarında başıboşluk: İmar planı uygulama yönünden hala halledilememiştir, 1954te ihalesi yapılan imar planının 4er yıllık programları, bir türlü tahakkuk aşamasına konamadığı gibi, bu planın haritasız yapılması sonucu, realiteye uygun bir imar planı revizyonunun sağlanmasını da imkansızlaştırdı, artık yaklaşık 1 yıldır haritalar alındığı halde mevcut planlar bu haritalara henüz aktarılmadı, bunun için bir süre yapılan ihale konusunda yapılan işlemin imar kanununun ve nizamnamesinin amir hükümlerine aykırılıkları nedeniyle ihaleden kaldırılması sonucunda, fen işlerinin kendi imkanlarıyla haritalara intibakını ve revizyonunu sağlaması gereklidir, sık sık mevzii imar planı tadilatıyla asıl plandan uzaklaşmakta ve asıl plana bir yana günlük geçici tedbirlerle mevzii değişiklikler yapılmaktadır, bu arada mevzii çalışmalar çeşitli etkilerle adeta şehir dahilinde spekülatif amaçlı hareketlerin doğmasına ve gelişmesine neden olmaktadır, bugün yeşil alan olan bir yer bazen kısmen, bazen tamamen iskana açılmakta ve arazinin rantı çok fazla artmaktadır, fen ve imar teşkilatında şehir yapı talimatnamesinin bazı hükümlerinin uygulanmasında görev ve yetkili olan ve istişari mahiyette kararlar veren fen heyetinin çalışması mevzii imar planı tadilatına muvazi, devamlılık unsurunu ortadan kaldıran bir komisyon çalışması yapılmaktadır." (21.07.1963)

SuatYurdkoru'nun köşe yazısı: "İmar mı imar maskaralığı: her şehrin bir şahsiyeti vardır. Şehirler şahsiyetlerini genellikle temiz, düzenli, bakımlı ve disiplinli olmakla kazanırlar. Fakat bir şehri daha doğrusu bir belde halkının ortak şahsiyetini saygıdeğer hale getirmek her şeyden önce onu temsilde gösterilen özene, başarıya bağlıdır. Onun içindir ki antik tarihi demokrasilerden beri belde idareleri halk tarafından seçilmek suretiyle işbaşına gelmişler ve daima halka hesap vermişlerdir, başarı gösteremedikleri takdirde düşürülmüşlerdir. 3 sene var beldelerimizde halk idareleri mevcut değildir. Bu sebepten günlük belediye işleri gittikçe düzeninden çıkmış, imar hareketleri duraklamış yahut yanlış, keyfi yönler almıştır. Belediyelerimiz layık oldukları şekilde temsil edilememişlerdir. İzmir bu perişanlığı gösteren şehirlerin başında gelmektedir. Kabul etmek lazımdır ki şehir, kendisine saygıyı kaybettiği için pek fazla saygıda görmemektedir. Bunu son bir örnek ile açıklayabiliriz. İzmir'in onaylı bir imar planı vardır. Bu plana göre Konak meydanında modern bir eğlence ve hareket sitesi meydana getirilecektir. Site

içindeki yolların, meydanların, yeşil ve çiçekli sahaların, çeşitli binaların yerleri planlanmıştır. Turistik bir şehir olan İzmir'e deniz yoluyla gelecekler için yolcu salonu da düşünülmüş ve bu tesisin bugünkü Gümrük-Balıkane platosunda meydana getirilmesi uygun bulunmuştur. Bugün gerçi İzmir'liler adına karar verecek ve beldeyi idare edecek mümessiller ortada yok ama beldenin menfaatlerini ve prestijini korumak isteyen hemşehriler eksik değil. İşte bu hemşehrilerden biri, İzmir yolcu salonunun İmar Bakanlığınca 15.000.000 lira keşif bedeli ile Alsancak'taki yük boşaltma iskeleleri mıntikasında kurulmak üzere ilan edildiğini gazetelerde okumuş ve imar planında herhangi bir değişiklik yapılmadığını da öğrenerek bu tasarrufa hayret etmiştir. Geçen gün İmar Bakanı'nın İTOda yaptığı toplantıdan faydalanarak bu yanlışlığın düzeltilmesini isteyen hemşehrimiz Bakan tarafından terslenerek bakanlık mevkiinde kaldıkça Konak meydanına bir çivi bile çaktırmam, orası şehrin hava alacağı yer cevabını almıştır, kendisine tasdikli plan hatırlatılınca da "Planı insanlar yapar, insanlar değiştirir" diyerek bakanlığının İzmir'e ait bir meselede mahalli organlara danışmadan özel bir tasarrufta bulunmaya niyetli olduğunu ortaya koymuştur. Beldeler idarelerine imar fikrini aşılacak ,imar kanun ve nizamlarına saygı gösterilmesini istemek mevkiinde olan Bakanlığın İzmir imar işlerine hotbehot müdahalesi sadece bundan ibaret değildir. 2 hafta önce Üçkuyular'da temelleri atılan Sosyal meskenler de şehir imar hudutları dışında yapılmaktadır. Bir bakanın hele bu devirde "şunu yaparım, bunu yaptırmam" tarzındaki konuşmasındaki isabetsizlik meydandadır. Bunun gibi imar planında gösterilmemiş bir yere 15.000.000 liranın keyfi surette harcanması da pek mümkün görülemez. Bu vaziyette mesele ile asıl alakalı belediye idarecilerinin Bakanı ve İzmirliileri aydınlatacak izahatlarda bulunmamaktadırlar. İzmir'de imar planı tatbikatı işlerinde çalışırken ani olarak 1963 Mart ayında vazifesine son verilen Bodmer, giderayak belediye fen ve imar işlerindeki keyfi tasarruflardan şikayette bulunmuş ve yapılan bazı işler için "imar maskaralığı" demişti. Bu maskaralık tabirini hatalı ve gülünç işler manasına alırsak belediyece 1.kordon üzerinde kurulan kafeterya müsveddelerini ve Pasaport karşısındaki hava ve rüzgar penceresi vaziyetindeki küçük meydanın imar planı dışı kaldırılarak burada turistik hatıra eşyası mağazası yapılması teşebbüsünde be meyanda sayabiliriz. Oysa 1. Kordon , hatıra eşyası satan mağazalarla doludur. Ne şekilde olursa olsun işbaşına gelen idareciler hizmet ettikleri beldeye saygı göstermezlerse hatta bir bakan bile o beldeyi ve halkını kendi boyundan küçük görebilir." (15.08.1963)

Belediye başkan adayı Osman Kibar: "Şehrin imar ve yapı işleri son yıllarda tamamen başıbozuk, keyfi şartlar altında yürütülmektedir, belediye fen ve imar büroları türlü etkilerle detay planlarını sık sık değiştirdiler, esas plandan da ayrılan bir yol tutuldu, belediyenin başında bu önemli noktayı kavrayıp tedbir alacak icra uzvu yoktur, halk tarafından seçilmiş ve işleri titizlikle kontrol eden bir belediye meclisi de olmadığından başkana dahi intikal eden şikayetler cevapsız kaldı, İzmir imar işlerinde çalıştırılan ve mart 1963 de görevine ani olarak son verilen Bodmer 4 yıl kadar belediyedeki yanlış tutumla çekişti, giderken mevcut planın revizyona tabi tutulması, bu yapılmazsa ilerde büyük güçlükler ve masraflarla karşılaşılacağı, Fen işlerindeki elemanların mesleki ehliyetlerinin yetersiz olduğunu açıkladı, yapı ve imar işlerinde ve şuyulandırmalarda belediye vatandaşın mülkiyet hakkını ihlal edecek değişik kararlarda aldı, belediye bizzat giriştiği bir kısım teşebbüslerde imar ve yapı nizamlarını bozdu, şehir içindeki bazı yeşil sahalar üzerinde çirkin binalar dikilmesi, Üçkuyular'da iskan sahası dışında sosyal mesken yaptırılması, yolcu salonunun Gümrük önünden Alsancak yük iskelesine taşınmasına göz yumulması gibi, bu konularda zaman zaman Mühendis ve Mimarlar odalarının yaptıkları ikazlar bile etkisiz kaldı." (02.11.1963)

## APPENDIX 2

### PROJECTS OF 1951 INTERNATIONAL COMPETITION FOR THE MASTER PLAN OF THE CITY OF IZMIR

**A2-1:** 2nd Prize: Alexander Freiker von Branca, Reinhold Wierl

**A2-2:** 3rd Prize: Rauf Beyru

**A2-3:** Mention: Richard Braun, Anna Braun, Otto Grün

**A2-4:** Mention: Leo Hofner, Nuri Yüksel

**A2-5:** Mention: Doç.Dr. Eyüp Kömürcüođlu, Ertuđrul Menteŝe, Reha Erkızan

**A2-6:** Mention: Harika Söylemezođlu, Doç. Kemali Söylemezođlu

**A2-7:** Mention: Fritz Jelpke, Willi Schütte

**A2-8:** Another competiton project.

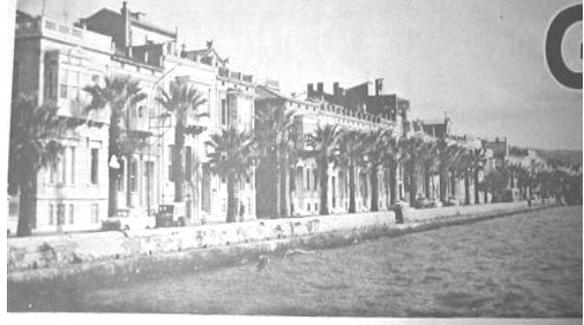
## APPENDIX 3

### PHOTOGRAPHS

<b>A3-1</b>	<b>: Fevzipaşa Street, 1953-1973</b>	<b>(YA, 04.04.1973)</b>
<b>A3-2</b>	<b>: 1<sup>st</sup> Kordon, 1963-1973</b>	<b>(YA, 19.01.1973)</b>
<b>A3-3</b>	<b>: Varyant</b>	<b>(YA, 27.04.1973)</b>
<b>A3-4</b>	<b>: Eşrefpaşa Market Place, 1963-1973</b>	<b>(YA, 17.04.1973)</b>
<b>A3-5</b>	<b>: Dr. Mustafa Enver Street, 1963-1973</b>	<b>(YA, 07.04.1973)</b>
<b>A3-6</b>	<b>: Konak Passengers Port, 1940-1973</b>	<b>(YA, 12.04.1973)</b>
<b>A3-7</b>	<b>: Konak Passengers Port</b>	<b>(YA, 15.04.1973)</b>
<b>A3-8</b>	<b>: Konak</b>	<b>(YA, 20.04.1973)</b>
<b>A3-9</b>	<b>: Kordon</b>	<b>(YA, 21.04.1973)</b>
<b>A3-10</b>	<b>: Karşıyaka, 1943-1973</b>	<b>(YA, 25.04.1973)</b>
<b>A3-11</b>	<b>: Karşıyaka</b>	<b>(YA, 30.04.1973)</b>
<b>A3-12</b>	<b>: Basmane, 1953-1973</b>	<b>(YA, 12.05.1973)</b>
<b>A3-13</b>	<b>: Konak Square</b>	<b>(YA, 18.05.1973)</b>
<b>A3-14</b>	<b>: Konak, 1950-1973</b>	<b>(YA, 03.05.1973)</b>
<b>A3-15</b>	<b>: Architect Kemalettin Street</b>	<b>(YA, 10.05.1973)</b>
<b>A3-16</b>	<b>: Konak Square</b>	<b>(YA, 17.05.1973)</b>
<b>A3-17</b>	<b>: Varyant</b>	<b>(YA, 20.05.1973)</b>



A3.1. Fevzipaşa Street, 1953-1973



A3.2. 1<sup>st</sup> Kordon, 1963-1973



A3.3. Varyant



A3.4. Eşrefpaşa Market Place, 1963-1973







A3.11. Karşıyaka



A3.12. Basmane, 1953-1973



A3.13. Konak Square



1950 senesinde çekilen bu fotoğraf, Konak'taki eski Orduvari binasını ve o tarihteki otobüs durağını tesbit etmektedir. Sarsıntıla müstahzardan olan Orduvarinin yerinde bugün neler bulunduğunu diğer resimde görebilirsiniz



A3.14. Konak, 1950-1973



Bu esnada şehirdeki tek otobüs, Konya'dan gelen MİT Pa'lı, şifalıları ile sokakları buraya taşıyan her türlü otobüs değil, sadece "Meşemet" otobüsüdür. Bu otobüsün adı da "Meşemet"dir. 1950-51 yıllarında İzmir'de otobüsler için ilk otobüs durakları, İzmir'de ilk otobüs duraklarıdır. Fakat bu otobüsler, Çarşıya giden otobüsler değil, sokakları temizleyen, yani Meşemet Pa'lı'nın bulunduğu yerlerde çalışıyordu. Kısacası, bu otobüsler sadece şehirde değil, sokakları temizleyen otobüslerdir. Bu otobüsler, İzmir'de ilk otobüslerdir. Bu otobüsler, İzmir'de ilk otobüslerdir. Bu otobüsler, İzmir'de ilk otobüslerdir.



A3.15. Architect Kemalettin Street



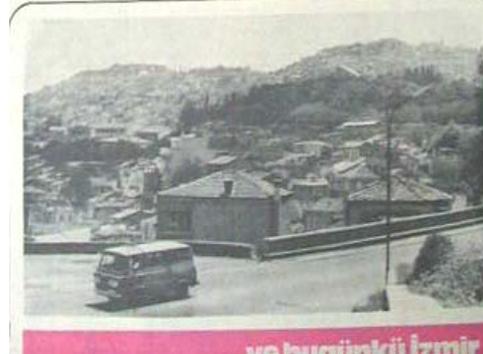
Bu fotoğrafta, Konak'taki eski Orduvari binasını ve o tarihteki otobüs durağını tesbit etmektedir. Sarsıntıla müstahzardan olan Orduvarinin yerinde bugün neler bulunduğunu diğer resimde görebilirsiniz



A3.16. Konak Square



Bu fotoğrafta, Varyant'taki eski Orduvari binasını ve o tarihteki otobüs durağını tesbit etmektedir. Sarsıntıla müstahzardan olan Orduvarinin yerinde bugün neler bulunduğunu diğer resimde görebilirsiniz



A3.17. Varyant