

**URBAN TRANSFORMATION IN TURKEY WITHIN  
HISTORICAL AND LEGAL FRAMEWORK:  
A COMPREHENSIVE EVALUATION IN İZMİR**

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**MASTER OF SCIENCE**

**in City Planning**

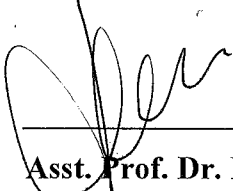
**by  
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**July 2019**

**İZMİR**

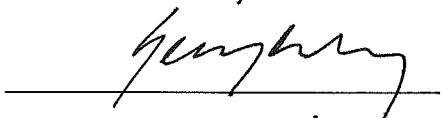
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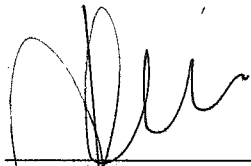
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# ABSTRACT

## URBAN TRANSFORMATION IN TURKEY WITHIN HISTORICAL AND LEGAL FRAMEWORK: A COMPREHENSIVE EVALUATION IN IZMIR

Cities are complicated and dynamic structures. Urban agenda has changed constantly. Urban planning has to follow and reshape this dynamism as a return. Cities are under constant restructuring with parallel to spatial, economic, social and political conditions. In recent years, urban transformation has become turning point in planning system and occupied dominant role as a policy tool in Turkish context. Urban transformation has come to the planning agenda as an indispensable policy tool. Especially in the last two decades, urban transformation projects became a tool of spatial restructuring processes and solving major problems such as illegal housing, disaster risk, and uncontrolled urban sprawl. Moreover, with the generalization and reinterpretation of the context of transformation caused conceptual and practical confusion. The implementation of the urban transformation projects is taken place almost in all Turkish cities; however, it has felt more in big metropolitan cities as in the case of first Istanbul and then Ankara. The city of İzmir, seems to be subjected to all these discussions.

This study first discusses the urban transformation concept as a tool of planning, by clarifying its principles on a global scale. After, it evaluates Turkey's performance on a holistic approach, which means all interventions that caused transformation at the city-wide level in the case of İzmir central areas. The analysis has conducted using multidimensional spatial data in GIS database in relation to general policies and legislation. All urban transformations projects in İzmir have digitalized geographically on a map to evaluate their location and attributes in relation to urban plans. As a result of these analyses, it has been concluded that despite the urban transformation concept was proposed as a solution to problems of the cities, it has evolved into a new problematic because of fragmented and speculative rent seeking activities or ineffective applications. The study aims to highlight these deficiencies and offer solutions.

# ÖZET

## TARİHSEL VE YASAL ÇERÇEVDE TÜRKİYE'DE KENTSEL DÖNÜŞÜM: İZMİR ÜZERİNE KAPSAMLI BİR DEĞERLENDİRME

Kentlerin karmaşık ve dinamik yapısının bir sonucu olarak, kentsel gündem ve planlama sorunları değişmekte ve yeniden şekillenmektedir. Kentlerle ilgili araştırma konuları, mekansal, ekonomik, sosyal ve politik değişimlere paralel olarak zaman içerisinde evrilmiştir. Son yıllarda, kentsel dönüşüm ve bununla ilişkili yenileme, rehabilitasyon, iyileştirme gibi kavramlar kentsel planlama gündeminde önemli bir yer tutmaktadır.

Türkiye'de dönüşüm uygulamalarının kentsel plan ve proje süreçlerinde baskın bir rolünün olduğu görülmektedir. Bu uygulamaların etkileri başta metropoller olmak üzere, tüm ülkede, Batı deneyimlerine göre daha yoğun olarak hissedilmektedir. Kentsel dönüşüm uygulamalarının yasadışı konut, afet riski, kontrolsüz kentsel yayılma gibi kentsel sorunlara bir çözüm oluşturması beklenirken, özellikle son yirmi yılda kentlerin mekansal yeniden yapılanma süreçlerinde yeni sorunlar yarattığı görülmüştür. Bunun yanı sıra, kavramın popülerleşmesiyle, çeşitlenen müdahale biçimleri "dönüşüm" kavramı altında genellenmektedir. Bu durum, dönüşüm kavramının kapsamının belirsizleşmesine yol açmış, çeşitlenen doğru müdahale biçimlerinin kurgulanmasını geri plana atmıştır.

Bu çalışmada öncelikle kentsel dönüşüm kavramı global ölçekten planlamanın bir aracı olarak tartışılmıştır. Türkiye'deki uygulamaların değişme biçiminin incelenmesinin ardından, müdahale biçimleri bütüncül bir yaklaşımla, hem kentsel dönüşüm çalışmalarını hem de büyük kentsel projelerin bu çalışmalara etkilerini de göz önünde bulundurarak ele alınmıştır. Bütün bu çalışmalar, CBS ortamında dijitalleştirilerek haritalandırılmış ve analizlerle yorumlanmaya çalışılmıştır. Bu analizler sonucunda, kentsel dönüşümün şehirlerin sorunlarına çözüm olarak önerilmesine ve bazı noktalarda bunu başarmasına rağmen, yanlış ya da eksik uygulamalar nedeniyle bugün geldiği noktadaki sorunlar tespit edilmeye ve çözüm önerileri getirilmeye çalışılmıştır.

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## **LIST OF ABBREVIATIONS**

ABPRS: Address Based Population Registration System

CBD: Central Business District

GIS: Geographic Information System

GPC: General Population Census

KUDEP: Conservation and Application Inspection Offices

IMM: İzmir Metropolitan Municipality

TOKİ: Housing Development Administration

TURKSTAT: Turkish Statistical Institute

UN: United Nations

URP: Urban Renewal Project

UTP: Urban Transformation Project

# CHAPTER 1

## INTRODUCTION

Periodical changes in socio-economic and political structuring have affected urban planning context and legislative framework. Because cities have dynamic structure, renewal processes develop diversely as to time periods. In many countries, different forms of interventions occur at different times, to eliminate the deterioration in cities. Urban renewal issue has been reinterpreted as to these changes in the planning agenda.

The concept of transformation refers to a structural change. In considering cities as a place of transformation, it is expected to reach predetermined results through various stages in urban development. Achieving this objective of transformation makes it possible to control, direct and plan urban development. The concept of structural transformation in Turkey as "the changing nature of the urban parts" or "an evolutionary putting the city" refers (Tekeli, 2011). Without it, the predictability of the results of new formations decreases and new urban problems emerge.

A number of reasons that keep the transformation of urban space on the urban agenda can be counted as urban population growth, ageing of building stock, construction of disaster risk areas, changing economic policies and rent values, forms of articulation to the world etc. Therefore, the need for transformation may occur in any part of the city for any reason at any time (Tekeli, 2011). Considering that the causal variables are in mutual interaction and the city constitutes a holistic structure within itself, it cannot be expected that the solutions for the need for transformation are sustainable if they are discrete/fragmentary. Hence the concept should obtain by considering various in tandem with reasons and from city as a whole perspective.

Today, Turkey also outside the prescribed format transformation of the city, it is seen that begin to develop under the influence of different dynamics. The traces left by phenomena such as the flow of global capital, technological breakthroughs, global ecological threats, economic growth based on construction and rent economy, increasing energy demand, and global migration are new, powerful, dominant and destructive. Instead of adding, maintaining and making sense to the existing; because of this approach, which erases its traces and prepares the environment for the formation of new

interventions that will eliminate its own existence; the sustainability of spatial qualities, the physical form of the city, and the holistic meaning and identity of space are threatened. This process has been come up with "urban transformation projects" involving particular architectural projects and interventions to specific building blocks, in Turkey (Birik, 2015). The debates such as how differentiation processes can be defined, in which contexts the interactions affected by the interventions should be questioned, and how sustainable the interventions are applied have an important place in urban literature today. In this context, one of the main concerns of the study is to re-discuss the urban transformation concept from an integrative perspective to evaluate it from the upper scale with multidimensional analyzes. In other words, in order to determine the ideal forms of intervention for the urban transformation, it is aimed to define the methods and tools required for the holistic approach through the previous experiences.

Turkey has had a rapid urbanization process starting from 1950s. By the 1980s urban transformation matter began to gain popularity to the extent that urbanization especially in the metropolitan cities like İstanbul, Ankara and İzmir. The issue of urban renewal has become popular intervention tool especially during the post-2000 period. However, it is discussion topic that, whether urban renewal projects are respond the necessities of urban population and correspond to generic objectives of planning.

The concern of this thesis is investigated today's project-based urban renewal approach in terms of contextual, legal and geographical basis in urban planning. In order to conduct a systematic and rational assessment, urban transformation areas and ongoing and completed transformation projects in İzmir city center will be evaluated comparatively.

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

In this study, "urban renewal/ improvement/ transformation areas" in Izmir will be examined in the context of current and former plan decisions and urbanization dynamics. The objective is to reveal characteristics of the areas that led to declared as "urban renewal/ rehabilitation/ transformation area" in Izmir Metropolitan area and in this sense to evaluate the planning performance of Izmir. After these evaluations, it is aimed to detect how new approaches in urban renewal issue should include in the planning system.

The main focus of this thesis is to investigate project-based urban policy implemented in the form of urban transformation projects. In order to clarify the importance of urban transformation projects in today's planning practices, historical and legal background of planning and urban transformation in Turkey will be examined. At this point, to provide a wider perspective, also the characteristic of the urbanization which led to the declaration of the “urban renewal areas” in the metropolitan area will be analysed by looking former plans. In order to determine the impact of the upper scale plan decisions and legal regulations on the determination of renewal areas analysis of them will be made first. After these evaluations, a systematic and rational evaluation will be made that shows how the existing urban renewal areas are affected by these changes in decision making and implementation stages.

The main objective of the study is obtaining a comprehensive map that shows all the transformation areas and projects in the metropolitan city boundary. Through this map, the overall physical development of the city is pictured by looking at urban transformation and improvement areas. In this study, conducted in the city of Izmir, it is purposed to obtain findings for customizing the scope of urban transformation by making legal, administrative and physical evaluation the declared urban transformation areas.

To make the process analysis of urban renewal areas from a historical and comprehensive perspective, it is needed to determine the deficiencies and limits of the existing system and to show how new approaches in urban regeneration should be in the planning system.

## **1.2. Research Questions and Contribution**

The main hypothesis of this thesis is that current standardised implementations to renewal areas and present-day project-based and uniform urban renewal projects affect the urban development dynamics strongly as economic, social and physical ways. In order to understand today's urban transformation approach in current situation, periodical analysis of İzmir city since foundation of Turkish Republic.

Answering the research questions in below constitutes matters of this thesis.

- i. What are the determinant factors of urban renewal in Turkey?

ii. What are the amendments in planning legislation about urban renewal in the historical frame in Turkey? Are planning hierarchy and plan decisions effective enough in urban transformation applications in Turkey?

iii. How urban dynamics evolved in İzmir city and how is the current picture of İzmir city in urban transformation practices? Where the urban transformation areas located in the whole city structure in İzmir? How is the differentiation of competent bodies affected by urban transformation interventions in İzmir?

In relation to these issues, there are several hypothetical articles that tackled the relationship between historical planning approaches and renewal areas. There are also theses that offering suggestions about how urban renewal should be with different methodological study and narrower evaluation. However, there is no comprehensive study that examined the renewal areas and projects through the whole city for İzmir. The study aims to contribute to planning literature by making process analysis of the urban renewal areas in İzmir as a whole.

### **1.3. Methodology and Data**

In this study, the main discussion topic is that urban transformation projects are caused project-based approach in planning. The study field has been chosen as İzmir metropolitan area since it has rapid urbanization and migration process and there are many intervention areas in the city that can examine the claim. Besides, İzmir metropolitan, which has made new breakthroughs in urban transformation issue, can provide tips for Turkey practice with its urban development and squatter experiences in the historical process.

This study basically designed in two parts. Literature survey and review of the key concepts and terminologies are the first research technique. Urban planning legislation and periods in the urbanization of Turkey are the main data source for that part. Former and current land uses and plans of İzmir are main data to make this analysis.

The second research method is based on the compilation of quantitative and qualitative data on urban transformation areas and the mapping of these data through Geographical Information Systems and interpreting the results. In this context, quantitative data of urban transformation areas were compiled and thematic maps were generated from these data using GIS software. The related data of transformation areas map provided from İzmir Metropolitan Municipality and Ministry of Environmental and Urbanism. While producing urbanization and illegal housing development maps, the data of previous data related studies of Sevinç (1988), Karadağ (2000), and Çınar (2002) digitalized in Arcmap software by georeferencing as base maps and reproduced for wider study area, in differentiated periods. Besides İzmir city maps and city plans in master thesis of Kaya (2002), used as control data of this reproduction. Finally, the inexistent and up-dated data provided from imaginary visuals.



## CHAPTER 2

### THEORETICAL BACKGROUND OF TRANSFORMATION

#### 2.1. City and Urbanization Concepts

The existence of the settled life of the social groups, in other words, the existence of the phenomenon of settlement has revealed the origins of the city concept. After the agricultural revolution, the first permanent settlements were built. With the modernization process, which started with the trade revolution in Europe and accelerated by the industrial revolution, modern era cities emerged with complex relationship networks. Urban planning became necessary due to significant population movements caused by the industrial revolution and the redefinition of urban-rural organization. After the Industrial Revolution, rapidly increasing environmental pollution in industrial cities, unhealthy and low living conditions and inadequate infrastructure services have created unhealthy cities.

The concept of urbanization has emerged together with the phenomenon of the city and has been the subject of many discussions. Urbanization can be defined as the increase in the number of cities and the number of people living in urban areas in a narrow sense. However, in the contemporary world, urbanization is related not only with the population but also the economic, political and cultural factors that shape the activities of the citizens. It is defined by Keleş as “the process of accumulation of population that leads to industrialization and economic development as a condition and the growth of cities, increasing the social structure, creating a division of labour and specialization, and causing urban changes in the behaviour and relations of people (Keleş, Kentleşme Politikası, 2018). In the Glossary of the City of Science, it has taken place as a settlement unit consisting of small neighbourhoods that allow social development, meet the needs of the society, such as housing, development, working, resting, recreation and is limited, in terms of population is denser than rural.

The rapid growth of cities and their expansion into large areas proves a technical superiority of the earth's use by man. But the development of cities is often the result of people living in a poor local environment. The problem is to establish the cities of the

future by minimizing the negative consequences of urban agglomeration in favour of humanity (Chauncy D. & L. Ullman, 1945).

With the increase in population movements, density, and urban agglomerations the transformation has started in urban areas, especially in city centers, the population living in there replaced by new social strata. With the addition of the functional transformations, the urban collapse has manifested itself. New urban problems have emerged when this functional transformation adversely affects urban centers and the population living there moved into abounded city centres (Çakallı, 2012).

## **2.2. Emergence and Evolutions of Urban Transformation Concept**

In the historical process, cities have undergone continuous transformations due to some external factors and dynamics. These transformations and correspondingly changing process of it has accelerated with the industrialization process that started in the 19th century and the other developments brought along with it. This metamorphosis has brought with it spatial, social, and even ecological problems that cities have not experienced until then (Kılınç, 2012).

The structuring that created the difference in concepts was revealed in post-war periods. On the other hand, the approaches based on regeneration, cleaning and redevelopment under the influence of globalization have become multidimensional in the early 20th century. (Gülersoy and Güler, 2011).

The transformation processes experienced by the cities in recent years brought with them the fundamental changes in the planning of the cities. The existing classical planning concepts in the urbanization of the city, which has changed and transformed at this speed, have been insufficient. The process of urban change has led to short-term planning approaches to the solution of the problem in order to respond to the needs of the urban space quickly. Therefore, from the beginning of the 21st century, the planning approaches produced for the transformation of the collapsed urban space have changed. Global cities, sustainable cities, competitive regions and information society concepts were brought to light by introducing multicentric discussions on the way from liberalism to neoliberalism. As a result of these developments, with the change of urbanization processes, the restructuring process of the cities changed and the concepts of urban transformation began to be redefined (Gülersoy and Güler, 2011).

Urban transformation; in addition to the changes in the organizational structure, management, financial resources, and organizational structure, it has come up with different terms due to its structure that is differentiated as a result of spatial distributions. In order to solve the problems that are subject to transformation, various intervention methods specific to the dynamics of urban areas have been developed. The residences, office areas, commercial areas, old industrial areas in the built environment have emerged as a problem area in the renewal of the city due to technological developments and the dynamic process in the economic structure.

Evolution of urban regeneration policies, objectives, initiatives, and strategies as it relates to changes in the policy environment have emerged. Roberts and Sykes summarized major policy milestones. Table 1 summarizes phases these processes with their characteristic features, policy, and institutional frameworks.

Table 1. The Urban Regeneration Types

(Source: Beswick and Tsenkova, 2002: 10, Adapted from Roberts and Sykes, 1990)

<b>Period Policy Type</b>	<b>1950's Reconstruction</b>	<b>1960's Revitalization</b>	<b>1970's Renewal</b>	<b>1980's Redevelopment</b>	<b>1990's Regeneration</b>
<b>Major Strategy and Orientation</b>	Reconstruction and extension of older areas of town and cities often based on a master plan; suburban growth	Continuation of 1950's theme; suburban and peripheral growth; some early attempts at rehabilitation	Focus on in-situ and neighborhood schemes; still development at periphery	Many major schemes of development and redevelopment flagship projects; out of town projects	Move towards a more comprehensive form of policy and practice more emphasis on intergraded treatments
<b>Major Policies</b>	Town and Country Planning Act of 1944 and the New Towns Act of 1946	Urban Programs (1968)	1977 White Paper: Policy for the Inner Cities – Partnership Programs; Inner Urban Areas Act (1978)	1989 White Paper: The Future of Development Plans 1989 Planning and Compensation Act Action for Cities Program • Urban Development Grant (1982) • A special inner-city priority category for Derelict Land Grant (1982) • Garden Festivals (starting in 1984) • City Action Teams (1985)	1990s+ Planning Policy Guidance Notes (PPG's) 1990s+ Regional Policy Guidance Notes (RGP's) • City Challenge (1991) • Single Regeneration Budget (1994) • English Partnerships (1998) 1990 This Common Inheritance 1990 Environmental Protection Act

(cont. on next page)

Table 1. (Cont.)

<b>Major Policies</b>				<ul style="list-style-type: none"> <li>• Task Forces (1986-87)</li> <li>• Urban Regeneration Grant (1987)</li> <li>• City Grant (1988)</li> <li>• Urban Redevelopment Corporation (1981)</li> <li>• Enterprise Zones (1981)</li> </ul>	, Competitiveness and Employment in the English Regions 1998 White Paper. 'Our Competitive Future: Building The Knowledge Driven Economy' 1998 Regional Development Agencies Act • Regional Development
<b>Key Actors and Stakeholders</b>	National and local government; private sectors developers and contractors	Move towards a greater balance between public and private sectors	Growing role of private sector and decentralization of local government	Emphasis on private sector and special agencies; growth of partnerships	Partnerships the dominant approach, devolution of power to the local authority; community empowerment and involvement
<b>Spatial Level of Activity</b>	Emphasis on local and site levels	Regional level and activity emerged	Regional and local levels initially; later more local emphasis	In early 1980's focus on site; later emphasis on local level	Reintroduction of strategic perspective; growth of regional activity
<b>Economic Focus</b>	Public sector investment with some private sector involvement	Continuing from 1950's with growing influence of private investment	Resource constrains in public sector and growth of private investment	Private sector dominant with selective public finds	Greater balance between public, private and voluntary findings
<b>Social Content</b>	Improvement of housing and living standards	Social and welfare improvement	Community based action and greater empowerment	Community self-help with very selective state support	Emphasis on the role of community
<b>Physical Emphasis</b>	Replacement of inner areas and peripheral development	Some continuation from 1950's with parallel rehabilitation of existing areas	More extensive renewal of older urban areas	Major schemes or replacement and new development; 'flagships schema'	More modest than 1980's; heritage and retention
<b>Environmental Approach</b>	Landscaping and some greening	Selective improvements	Environmental improvement with some innovation	Growth of concern for wider approach to environment	Introduction of broader idea of environmental sustainability

With the sharing of rent, the transformational areas that choose more places in urban centers are discussed with concepts such as renovation, redevelopment, revitalization and rehabilitation.

It is clear that; the flow of capital is accelerating through the processes of urban transformation, and only social benefit-oriented projects are not developed. In order to determine the application methods, determining the problem, the quality of the targeted improvement, the location of the area to be intervened, the special characteristics and the

urgency of intervention play an active role in determining the methods to be applied (Öngören & Ocak, 2015).

### **2.2.2. Revival/ Revitalization**

Revival / revitalization means the resettlement of urban areas, particularly urban centers, which have been abandoned as a result of an economic, social or physical collapse period, and the urban centers are reintroduced by the elimination or alteration of the factors which are the source of the collapse. The socio-cultural, economic or physical collapsed urban areas are intended to bring back to the former function as a result of the elimination or alteration of the factors causing the collapse (Aydın & Çamur, 2016).

It aims to revitalize the urban spaces, which have lost its former vitality, but still maintains its robustness as a structure, with a series of social and economic measures to be taken and to increase the image of the city. The fact that an urban area, which has undergone a downturn in economic terms, is exposed to only a physical application without any revival in its economic opportunities, reinforces the possibility that the population living in this area will leave the area after the transformation. Between 1960 and 1980, especially after the transformation and development of trade-centered cities that emerged with the increase of trade volume in the world, it emerged. In these years, city planners started to think about the physical dimensions of transformation as well as their social and economic aspects and shape their projects accordingly (Özden, 2002).

### **2.2.3. Renewal**

Urban renewal means the destruction and renewal of part or all of the areas with poor conditions in terms of living conditions, as well as the existing settlement or existing structures in the city (Aydın & Çamur, 2016). On the other hand; it can also be described as protection by modifying certain parts of a city or a structure in accordance with its technique. Buildings, roads and other infrastructure functions that change the physical context of the city cause transformation of the built environment. These actions occur as a result of the needs of urban spaces that have entered the aging process due to the development and change of urban functions and social economic structure (Çakallı, 2012).

Cities, especially developed cities, face constant challenges such as urban decay, environmental degradation, lack of regeneration; therefore, it involves clearing a shantytown neighborhood that aims to solve the problem of urban relaxation (Chan and Lee, 2008a; Larsen and Hansen, 2008). At the same time; improving urban economy, correcting social problems and increasing the reputation of a city are the indicators of urban renewal. However, urban transformation initiatives have sometimes failed to achieve their goals by encouraging a source of social exclusion, causing loss of community identity and merely thinking about profit.

Urban renewal is understood as the process of transforming urban fabric in a continuous and autonomous process. Besides, it is a process of demolishing and reintroducing some or all of the urban areas that are in the process of collapsing, socio-cultural, economic or physical. In addition to the reorganization of urban and social activities, it aims to prevent the destruction of natural disasters (Polat, 2017). In other words, urban renewal evolves through specific interventions that are guided by the existing urban structure, the inhabitants, users and the opportunities and needs of private and public stakeholders.

The points to be considered in urban renewal applications are to be appropriate to the integrated urban plan and to include the processes that provide justice between different income groups (Gökbulut, 1996). However, the urban renewal initiatives should be proposed on more than one scale and the renewal direction and policies should be determined. Detailed plans and special programs should be applied in the regional and neighborhood scales. Compared to the building scale, these two measures can better address the problems for society, or even the whole city, because it is large enough to solve other problems in urban transformation, such as land use, urban design and facility presentation. To ensure sustainable urban renewal, the neighborhood scale seems to be the most appropriate scale for analyzing and planning. In this sense, the existing neighborhood diagnosis and subsequent scenario creation is a viable way to develop long-term visions for neighborhood urban renewal (Courson, 1999; cited by Pérez, Laprise, and Rey, 2018).

#### **2.2.4. Redevelopment**

It is the destruction of poorly dwelling houses of economic and structural features and the formation of urban areas in a new design scheme (Keles, 1998, Kurt, 2014). The 1980s, as in many other issues, are a period of significant changes in urban transformation. The widespread use of urban restructuring policy is the most important feature of urban transformation projects of this period. The focus of the transformation projects of the 1980s is to provide economic revival in cities that have been bedraggled, idle and collapsed (Akkar, 2006).

The redevelopment is actually within the scope of action of the concept of renewal. Redevelopment means the destruction of existing structures and the evaluation of new areas for different purposes, and this approach is an accepted in areas where structures are severely damaged and unprotected (Aydın & Çamur, 2016).

In addition, redevelopment involves the elimination of existing buildings and the reuse of remaining areas (Gökbulut, 1996). In this type of urban transformation, which focuses on redevelopment, economic and social restructuring takes place in the urban slum areas located in the city, in demolished and / or destroyed urban areas (Gülersoy and Güler, 2011).

#### **2.2.5. Regeneration**

It is a holistic revival method taken in social and economic measures, not only spatially, but also when solving the problems of urban areas, especially the historical areas that have collapsed in social, cultural, economic or physical terms. (Polat, 2017; Kurt, 2014). Urban areas with economic and functional potential, old industrial areas and port areas emerge as a regeneration-based form of urban transformation (Gülersoy and Güler, 2011).

The most common form of intervention used in urban transformation since 1990 is urban regeneration. One of the key features of this period is that it has been acknowledged that there are urban transformation processes related to multi-actors and multi-sectoral cooperation. The importance of ensuring the participation of volunteer organizations and different segments of the society in the urban transformation processes is emphasized; and new legal arrangements and urban transformation programs were

introduced. For example, it is aimed to ensure that public sector incentives are provided for private infrastructure and other actors in the transformation processes of land infrastructure through basic infrastructure and land reclamation. The 1990s were the years when local governments also played an active role in urban transformation projects. The urban policies of this period supported the formation of local governments that act with a competitive, cooperative and entrepreneurial approach (Akkar, 2006).

The city marketing of cities is still being continued through urban redevelopment projects. However, unlike the 1980s, urban regeneration projects, today, use the images of cities to create new images in the cities and to highlight the existing historical and cultural heritage of cities.

It is a comprehensive and integrated vision and action that aims to make the urban areas, which have undergone the process of physical and social collapse by mobilizing the dynamics of the local economy, to be resurrected, live spaces and to be restored in the city (Akkar, 2006). Here, the dynamics of the economy must be understood; the public, the private sector and the public as a whole. It is an interventionist approach that involves the process of balancing the physical dimension of the urban space and its socio-economic dimension.

### **2.2.6. Rehabilitation**

The main purpose in rehabilitation is to install new functions by physically changing unhealthy structures and environments in accordance with the original character. To solve the problems of a problematic urban space or the structure of the building or a specific location scale to produce solutions with repairs and changes. It is aimed to maintain the functions of the spaces in the areas where urban deterioration has just begun and maintain it in a healthy way (Öngören and Çolak, 2015; Demirel, 2018; Polat, 2017).

Urban rehabilitation expresses the efforts to make the urban space, which has become obsolete, whose infrastructure cannot meet the needs. Areas that have not yet lost their authenticity also have the meaning of gaining the old quality. It is a concept of urban transformation aiming to improve the physical texture of space. It can be applied in the form of functionalizing existing facilities in urban space or adding new possibilities to the space. In practice, it is seen that there is a historical building stock in urban area and



if these structures are in unhealthy conditions, the method of rehabilitation is preferred. For this reason, it is a process that should be taken together with the protection phenomenon and should be carried out accordingly (Çakallı, 2012). However, the protection here must be understood as absolute, which is not a protection that does not allow for any change and transformation but has limited intervention.

In addition to all these urban transformation strategies mentioned above, urban preservation/urban conservation, infill development, urban refurbishment, re-urbanization, urban strengthening and urban relocation strategies also can be evaluated in urban transformation methods (Günay, 1994 cited by Akkar, 2006).

### **2.3. Generic Objectives of Transformation Through Dimensions**

Urban transformation concept is discussed in the literature as a multi-dimensional concept with its social, economic, managerial, and spatial aspects. In the light of the different definitions and concepts that discussed in the previous part, a general definition could be the combination of actions and directions for adapting the economic, social and spatial up-to-date conditions in the urban area to increase city viability.

#### **2.3.1. Social Dimension**

Social dimension in urban transformation applications deals with social issues such as access to health, education, housing and public services, crime and social exclusion through participation of multi-actor structure in public, private sector, local people and volunteer participants in the project process (Akalm, 2016).

In addition to the need to evaluate the urban transformation in a holistic framework, the social quality of the region can be increased by following the paths of local initiatives and social capital in the neighbourhood scale. Social change in urban transformation (tenants, landlords and district councils) and indirect (social workers, workers in community development sector and housing sector) who have a voice, income status, family structure, education, health and cultural level, population structure and migration movements, their problems and expectations are the main factors determining the approach of the social dimension (Açıkgöz, 2014).

According to Özden (2006), the educational situation of the local people in the urban transformation, the state of satisfaction, the economic situation, the cultural values should be guided by the decisions taken in implementation and the decision stage. Therefore, the nature of the investments to be made in the field, the process of the projects and the method to be determined should be related to the social structure. The role of social partners and representatives should be remembered for the purposes of improving the social and economic conditions in the project to be developed for the needs of the local people.

The social dimension in urban transformation practices includes both cause and effect. If the projects are not developed in line with the social needs of the area and do not appeal to all segments of the society, it is inevitable that the concepts of gentrification and displacement as a new social problem come into play. Gentrification is defined as the carriage of a low-income group living in a neighbourhood due to the change in the character of the settlement to the new high-income people. Such transformations have the negative consequences of the fact that certain groups are forced to change their habitats as a result of social and economic pressures, and the ghettos which are composed of new urban poor people that can be defined as outsiders in the city center and the gap between the rich minority and the poor majority increase as a result of this disintegration (Özer, 2013 cited by Açıkgöz, 2012). The issues that the social dimension should not ignore in urban transformation applications are: creating urban consciousness and improving the sense of belonging, increasing the level of education, developing cultural and artistic activities, creating a healthy living and working environment, ensuring social diversity and ensuring integration, improving social capacity, clean and safe the creation of circles (Kandaloğlu, 2012). Survey applications where public needs and participation are ensured in the determination of social needs and needs and the inclusion of community councils and district residents in the multi-actor scheme will enable the social structure requirements to be reflected in the physical structure (Akalin, 2016).

### **2.3.2. Economic Dimension**

Instead of producing social policies against this problem with the increasing unemployment problem in cities, reducing employment by producing new employment opportunities with urban transformation projects has been the most preferred employment

policies. In fact, in the years following the Industrial Revolution, where the idea of urban transformation first emerged, the fact that the mass living in housing areas with insufficient infrastructure due to economic problems is included in the lower income group reveals the fact that there is an economic dimension in every period of transformation. It is a process that must contain economic dynamics within the framework of urban transformation structure (Çakallı, 2012).

While the economic dimension encompasses income and job opportunities, it aims to increase employment opportunities and public education and skill level in the field during the transformation process. Economic production is directly related to labor, land and capital, which are the main factors. In this context, the ability of the residents to increase their skills, capacities and expectations to comprehensive socio-economic opportunities and to strengthen them in a way to maximize their profitability while strengthening the labour force of the economic dimension and creating a qualified workforce while at the same time making the region a choice for the new business lines that will make investments. the land and the capital foot (Demirel, 2018).

Although it is the first physical dimension that comes to mind in urban transformation, this process will be successful in the process in which it can coordinate with the economic dimension. In this respect, whether economic transformation is needed can be determined when the following conditions are occurred (Kandaloğlu, 2012):

- If the schools in the region are not preferred by the students living outside,
- If there are transportation problems,
- If houses are neglected or empty,
- If unused areas or a poor environmental situation have arisen,
- If the crime rate is above average, there is a drop-in schooling and education rates
- If unemployment increases and the number of people in need of care is high.

One of the most important problems of the economic dimension of urban transformation is the provision of financing. While the rent to be created is the most important yield, the cost-benefit analysis and the predictions are accurate and it is of great importance for the calculation of the rent to be generated correctly (Selim, 2011).

With globalization, cities are becoming a mechanism where competition is created and surplus value creation accelerates. Especially in the process of urban transformation, economic concerns overstate social benefits and costs. However, the social and economic structure to be dealt with in this process should create multi-dimensional transformation mechanisms that do not function independently. For example, the new built environment

following the urban transformation and the speculative price increase in the environment cause low-income groups to move away from the environment they live in. In other words, without gentrification; the creation of a fair program in which real expectations of the population are measured are a fundamental requirement. On the one hand, it is an inevitable factor to increase the value of socio-economic low-income groups in order to prevent the formation of collapse areas (Coşkun & Esen, 2011). For this reason, social and economic balance should be adapted to the urban transformation system as a functioning mechanism.

### **2.3.3. Physical Dimension**

The physical dimension of urban transformation refers to the whole process of change in the field of urban transformation. The transformation in physical sense often brings about a transformation in the economic dimension. In terms of its philosophy, it is a concept that needs to be considered as the fields of action of a holistic planning, strategic insights and spatial strategic planning. In other words, irrespective of the city, the urban transformation in fragmented areas leads to serious problems in urban space and urban life. While focusing on the physical dimension, the following reasons should be taken into account (Kandaloğlu, 2013).

- Urban projects should be directed towards a holistic design,
- Functional decisions should be evaluated at the urban and regional scale; it should aim to meet the needs of the whole society,
- Provide functional, technical, health, comfort, safety and aesthetic requirements,
- Pedestrian-vehicle circulation should be regulated, public transport systems should be encouraged, pedestrian priority transportation system should be established in order to strengthen social communication.
- Use abandoned structures by transforming them, creating new jobs, workshops and skills courses where possible.
- Create a living environment at any time of the day to ensure social and cultural integration, including mixed functions to support urban identity,
- The potential physical areas of the region should be highlighted and historical and cultural heritage, local values and ecological structure should be preserved.

As can be seen, the physical dimension includes the urban design processes that direct the urban development, change and protection of the city, the transportation links with the city, the housing stock, the technical and social infrastructure and the planning of the environmental problems and the physical development. Physical process should not be considered separately from other processes, and all dimensions should be considered together to prevent collapse or gentrification.

#### **2.3.4. Political and Administrative Dimension**

Advancing the phenomenon of urbanization; economic, social, spatial dimensions; The existence of decision-making mechanisms at political and administrative level significantly affects the planning processes. Moreover, the multi governance strategies and partnership models brought about by the restructuring processes and the globalization movement after the 1980s brought new political dimensions to the planning process, and the urban transformation which could be considered in the context of urban policies has become an important reflection and cause of these changes. It shows that the concept of urban transformation as a form of intervention has gone through various stages and has taken its place in the field of urban politics. It is observed that the phenomena that initiate these processes of change are the policies that require physical, social or economic transformations in line with the vision developed and the solutions developed within the period. In this context, the urban transformation based on the 19th century has evolved from urban renewal to urban revitalization into a more integrated approach that includes social, economic and environmental problems, not only from a physical space-oriented action area (Çakallı, 2012).

Urban transformation means an intervention in the way the urban space is used; however, it changes itself to life itself rather than just a change of function. Undoubtedly, these interventions are shaped by the reflections of political processes. In the urban space, which is away from production and industry in the process of globalization, the historical accumulation, lifestyles, public positions, and poverty patterns of the squatter areas which develop as a manifestation of the unique urbanization process of the previous period's political economy are ignored; According to the calculations made on the basis of the cost of destruction-barricades are experienced. Therefore, the objectives of the processes that

directly intervene in the space, such as urban transformation, cannot be evaluated independently of the policies of power (Çakallı, 2012).

Although the problem of housing in the essence of urban transformation (unhealthy structure of the existing housing stock) takes place, the necessity of political and social factors in the structure formed by the houses and other physical and social environment is also inevitable. The necessity of establishing socially legitimate policies in the process of urban transformation is an indication that this process cannot progress independently of the political and administrative dimensions of improving the quality of physical environment. It aims to meet the need to shape urban politics as a product of urban transformation, social conditions and political forces. Today, the production or redevelopment of urban areas is realized through a multi-stakeholder planning and design process (Akkar, 2006). In the Western literature, in addition to public and private sector participation in urban transformation projects, a non-governmental organization and a concept of planning that engages different segments of society are adopted; it is accepted that urban policy should be characterized by multi-actor negotiations. In this context; the urban policies should be discussed in the broader context that constituted in a manner that encompasses the principles of implementation of urban transformation and that urban transformation practices should be a part of upper-scale economic and social policies and plan decisions (Özden, 2006).

Besides, the actors and their roles, authority and responsibility in the management and organization of the transformation process should be clearly defined. For example, task sharing should be clear among Mass Housing Administration, Metropolitan municipalities and local municipalities in Turkey (Özden, 2006). In order for a transformation project to be implemented in a healthy manner, its administrative dimension should be well planned. Considering the size of the area, planning and transformation in an area where many people live, the disruption of any stage of the planning process and the synchronization disorder between the managerial actors may lead to a reduction in the expected benefit from the transformation (Çakallı, 2012).

Regarding the legal and administrative dimension of urban transformation; In particular, private property is one of the most important preventive factors in the process of urban transformation (Özden, 2006). In this process, the legal infrastructure must be established and integrated with the process in order to address the urban transformation with all dimensions and good governance.

## CHAPTER 3

### URBAN TRANSFORMATION IN TURKEY

As a part of the changing world system, cities need to go beyond their physical boundaries into more well-maintained and quality structures by evolving. In recent years, especially with the effect of globalization and developments in information and communication technologies, cities have undergone many changes and transformations in terms of functional and physical aspects. In other words, the social, economic and technological changes in the cities made it necessary for the built environment to renew itself continuously. In this respect, urban renewal studies have carried out under the name of "urban transformation" in Turkey and the reasons and intervention types have evolved as to country's changing conditions.

The physical characteristics of cities and the political strategies of the administrations set the ground of urban transformation necessity. The importance of urban transformation implementations in urban planning has been facing drastic changes in Turkey. Within the Turkish planning system, the urban transformation, which is mainly based on the elimination of physical and social degradation in the cities, have emerged at different forms of intervention and different times according to the conditions and needs of the day.

The urban transformation activities in Turkey were initially focused on the restructuring of illegal residential areas, which were intensively observed in metropolitan cities like Ankara, Istanbul and Izmir (Yenice, 2014). The most common use of urban transformation in Turkey as a renewal model is the restructuring of slum areas (Dündar, 2006). Those are mainly used to rehabilitate historical texture, collapse areas, and squatter areas that cannot be transformed with improvement plans. Although the efforts to transform the squatter areas into regular and healthy urban spaces existed as a modernization policy in all periods; with the liberal economic policies in the 1980s, the urban regeneration implementations entered the country's agenda of with improvement plans (Kaypak, 2010). After the 1999 Marmara Earthquake, it is seen that the urban transformation agenda focuses on disaster-risk urban settlements together with legal regulations (Yenice, 2014).

This chapter discusses the changing extent of urban transformation in Turkey through urbanization processes and legal arrangements as to adopted approaches in time. In this study, the concept of urban transformation has been discussed by expanding. The reason for this is to present a more comprehensive perspective by looking at the historical development and current status of various defined urban transformation interventions such as renewal, conservation, rehabilitation and revitalization. To clarify the implied meaning of the term in Turkish context and to shed light on the practices, a brief historical multidimensional assessment will be presented including economic and political policies of the country, physical and social developments of Turkish cities and administrative law amendments. In this regard, first, the changes in the urbanization process in Turkish cities and the legislative basis of planning are presented in order to grasp how urban transformation come through today. And then, today's managerial and institutional structure in Turkey will be presented.

### **3.1. Urban Growth and Housing Policy in Turkey**

In order to comprehend the phenomenon of transformation in Turkish cities, it is necessary to consider the dynamics of the spatial structure of them. With this regard urbanization processes evaluated in a relation with turning points in terms of state's political and economic policies, planning approaches and housing policies.

Urbanization experience of Turkey has been studied by many researchers with vary focuses (Işık, 2005; Tekeli, 2008, 2011; Şengül, 2009; Arslan, 2014). In these studies, urbanization experience has been dealt with through the periods which show similarities to each other but also include differences according to the research subject. In this study, the urban process in Turkey over the concept of urban transformation, according to previous studies examining the reference time interval is taken. Ataöv and Osmay (2007) examine the structural and contextual processes of urban development within the focus of transformation. They handled three periods: first, the period of rapid urbanization between 1950 and 1980; second, the period of legal and illegal housing between 1980 and 2000; and third, the post-2000 period of legal regulations of urban transformation. Yenice (2014) examines the experience of urban transformation in the historical context. He dealt with 1923-1950 interval through the development of Ankara and the establishment of the first industrial cities; 1950-1980 interval through illegal



housing; 1980-1999 interval through liberalization; and post-2000 period through intense legal regulations.

In the light of these studies, the urbanization processes of Turkey obtained as four periods according to turning points in this section. The first point is 1923 that referred foundation of the republic and contains post-war years. The second paradigm shift in urban agenda had been lived in 1950s that contains one of the most important urban problem, immigration to cities as a result of industrialization effect. The third point based on 1980 paradigm shift that lead to globalization and metropolitanization processes. The final turning point taken as post-2000 to current time. The starting point of the period referred to 1999 Marmara Earthquake and post- 2000 developments which is shaped into EU membership process.

Table 2. Periodical Changes in Turkish Urban Context

(Prepared by the writer by referencing: Ataöv and Osmay, 2007; Tekeli, 2011; Yenice, 2014)

	1923-1950	1950-1980	1980-2000	2000-2010
<b>Political &amp; Economic Developments</b>	Foundation of new republic (nation state) Modernization Economic growth	Transition to a multi-party system Liberal economic growth	Globalization Outward-oriented neoliberal economic growth	Privatization EU orientation period
<b>Urban Conditions &amp; Policy</b>	Emergence of new industrial cities Migration from rural to urban	Industrialisation Rapid urbanization	Decentralization Urban population increment	Centralization Migration to metropolises
<b>Housing Policy</b>	Individual housing supply	Squatter housing, Build and sell concept in housing development, Mass housing efforts by local municipalities and private entrepreneurs	Both legal and illegal housing developments, High-valued housing projects, Institutionalization of mass housing by the state (urban cooperatives), Apartment housing	Mass housing cooperatives of municipalities, Luxury housing of private sector, Housing foundations of the state for disaster areas

(cont. on next page)

Table 2. (cont.)

<b>Planning Concept &amp; Policy</b>	“Modernization” Planning efforts in the capital city: Ankara	Comprehensive Planning, Central development plans	“Top-down governance and localization” Master plans, Development plan	“Participatory governance and sustainability” Strategic planning
<b>Urban Transformation Policy</b>	Restructuring of demolished parts of cities	Rehabilitation, renewal and restructuring of squatter areas, Redevelopment of old historical centers	Renewal and rehabilitation in risky areas, Conservation and gentrification in historical significance areas	Renewal of urban areas, Upgrading apartments, Redevelopment of new sites, Gentrification of historical housing areas

Today, urban transformation is associated with the concepts of slum clearance, rehabilitation, conservation, redevelopment. Revitalization in the 1960s, renewal in the 1970s, redevelopment in the 1980s, and regeneration methods in the 1990s. With the expansion of the suburbs around the cities, the physical, economic and social deterioration could not overcome due to the ethnic turmoil and the failure of local economies.

### 3.1.1. 1923-1950: Early Republican Period

The period covering the post-republic years when the cities were re-built, contracted new cities and lived the property problems in settlements. After proclamation of the republic, a major problem of the Turkish cities was reconstruction of the physical environment that has been damaged during the War of Independence. This situation constituted the main subject of the urban transformation studies of the period. Property ownership problem was also emerged after the war because the property owners abandoned their premises in fired or destroyed areas.

With the establishing of new republic the desire of the Republic to create a new and modern society in every field has been important factor affecting the urban transformation activities and forming its agenda. Spatial organization and planning have gained importance with the new regime aiming to create contemporary new cities with spatial regulation strategies. (Tekeli, 1998). The popular approaches of the period like City Beautiful and Health City concepts were adopted achieving the ideal urban model.

These implementations affecting the spatial identities of cities aimed reconstruction of the built environment in the city by demolishing and also the construction of new urban areas (Yenice, 2014).

In this period, the planned urban experience in Ankara influenced the spatial character of other cities in Turkey with the decisions to reconstruct the built city in cities and reconstruct the new urban areas. With the experiences gained during the reconstruction of the capital Ankara, the guiding dimension of the planning and transformation actions had been re-considered and series of managerial and legal regulation had been made.

When Ankara was designated as the capital city of the new republic, it experienced rapid population growth. Dependently, the first *gecekondus* emerged near the Ankara's city center in 1930s. Housing legislation at that time required the demolition of illegal buildings at the expense of their occupants (Yenice, 2014). Although housing legislation at that time required the demolition of illegal buildings at the expense of their occupants; the political and economic shifts of the 1940s prevented the enforcement of these laws, and allowing most informal settlements to remain. In the beginning, public authorities viewed informal housing as a temporary problem which affected the city's health and aesthetics; it became a growing unsolved problem in time (Roberto & Ballegooijen, 2019).

### **3.1.2. 1950 to 1980: Rapid Urbanization Period**

When we look at the Turkish urbanization history after the construction of the Republic, the full-fledge modernization efforts were continued in the 1930s industrialization under the state's strict control and regulations. Till the 1955s the grand proportion of the nation's population lives in villages, which was 70% of population whereas only 30 % live in cities. In Istanbul and other big metropolitan cities including Izmir, the ratio was offset by half in 1955s. In 1960s urban population has started to grow rapidly. In 2000s the 65% of the population in Turkey live in urban areas, whereas this ratio has reached over 100 % in Istanbul, Ankara and Izmir (Table 3).

Table 3. Total and urban population changes in Turkey (1927-2018)

(Source: Results of GPC, 1927-2000 and results of ABPRS, 2018)

<b>Years</b>	<b>Total Population</b>	<b>Rate of Urban Population in Total Population (%)</b>	<b>Total Population Growth (%)</b>	<b>Urban Population Growth (%)</b>
<b>1927</b>	13 648 270	24.2	-	-
<b>1935</b>	16 158 018	23.5	2,11	1,75
<b>1940</b>	17 820 950	24.4	1,96	2,67
<b>1945</b>	18 790 174	24.9	1,06	1,51
<b>1950</b>	20 947 188	25	2,17	2,25
<b>1955</b>	24 064 763	28.8	2,78	5,56
<b>1960</b>	27 754 820	31.9	2,85	4,92
<b>1965</b>	31 391 421	34.4	2,46	3,97
<b>1970</b>	35 605 176	38.5	2,52	4,73
<b>1975</b>	40 347 719	41.8	2,5	4,17
<b>1980</b>	44 736 957	43.9	2,07	3,05
<b>1985</b>	50 664 458	53	2,49	6,26
<b>1990</b>	56 473 035	59	2,17	4,31
<b>2000</b>	67 803 927	64,9	1,83	2,68
<b>2018</b>	82 003 882	92,3	1,5	1,16

In the 1950s, Turkey has entered a new process with a new policy that objected economic growing. This policy has revealed industrial cities and the rate of immigration from the city to the country has increased considerably. The economic growth and industrialization policy of the period constituted industrial cities and brought along rural to urban migration and rapid urbanization. From 1950s to 1980s, internal migration was dominated by population movements from rural to urban areas and, generally, from eastern regions to western regions. This has resulted in the transformation of rural or empty areas around the city into urban areas. As a developing country in Turkey rapid urbanization, experienced since the 1950s, has been a still an issue for the local bodies and governments. Based on these developments, it can be said that the migration from rural to urban areas is the main factor that led to the need for urban transformation in the first place.

As a result of migrations from small settlements to large urban centre; besides economic, socio-cultural problems, also housing problem was appeared. Unhealthy and illegal housing, infrastructural problems, destructed cultural heritage, low physical standards came together to solve the need for housing short term. This situation has caused the urbanization process in Turkey to enter an unhealthy structure (Aydınlı & Turan, 2012). In the early 1950s, squatters began to spread particularly in the periphery of large cities, forming a significant portion of urban fields and increasing their share of the urban population. Table 4 shows number of gecekondu and population living there (Keleş, 2018: p. 540).

Table 4. Urban and gecekondu population relation in Turkey

	<b>Number of Gecekondu</b>	<b>Population in Gecekondu</b>	<b>Rate of Gecekondu Population in Urban Population (%)</b>
<b>1955</b>	50.000	250.000	14,7
<b>1960</b>	240.000	1.200.000	16,4
<b>1965</b>	430.000	2.150.000	22,9
<b>1970</b>	600.000	3.000.000	23,6
<b>1980</b>	1.150.000	5.750.000	26,1
<b>1990</b>	1.750.000	8.750.000	33,9
<b>1995</b>	2.000.000	10.000.000	35,0
<b>2002</b>	2.200.000	11.000.000	27,0

Despite rapid population growth, housing shortage has forced the immigrant population to meet their housing needs by building illegal houses on treasury or private land in the city center. The prevention of illegal housing development and the restructuring of low-density residential areas in the city center became the main agenda of urbanization in this period. The postponement of the reconstruction brought the problem to worse, especially in the big cities with high migration, the unplanned reaching the highest levels led to the rapid increase of unhealthy urban fabric (Ozden P. P., 2006). The urban transformation program implemented during this period includes activities such as expropriation, land use changes, and demolition. In the 1950s, industrial development and military restructuring have taken into account as the government's

ideology and the historical heritage of the regulations have taken its place among urban transformation activities (Güler, 2003). Migration from rural to urban areas continued in the 1970s and the number of illegal structures increased in country wide. The concept of urban transformation can be evaluated as licensing of slum areas and illegal structures and making them suitable for the laws.

The illegal construction and multi-story structures have kept an important place in the growth of the city and the legal studies concentrated on these issues. The housing texture that emerged as a consequence of illegal structuring in the 1960s has become a threat to cities in the 1970s. After all these developments, a number of legal regulations have been put into effect for the transformation of the urban area.

### **3.1.3. 1980 to 2000: Neoliberal Period**

1980 was an important turning point in Turkey's political history due to the military coup. If we look at the effects on these cities; it can be said that the adoption of liberal economic policies led cities to become a focus of attention again in the process of metropolitan reconciliation. It can be said that the reflections of this interest in urban areas are in the form of rehabilitation of illegal settlement and slum areas and establishment of institutional administrative organization model. Concepts that can be considered as rehabilitation, renewal or decentralization, transition or subtype have been widely used in this period. Illegal and unplanned residential areas, as well as planning decisions and the city's metropolitanization process, based on functional needs, the shift of industrial and wholesale trade areas such as attention to the application. Decisions made for illegal and unplanned residential areas, as well as practices such as the replacement of industrial and trade areas which are for the city's functional needs in the metropolitanization process, are important applications of the period. Up to the beginning of the 2000s, some of the regulations that constituted the legal basis for the transformation of cities aimed at solving the ownership problems of the slum areas and making the slum inventory into apartment type housing (Yenice, 2014). In other respects, with legal regulations since 1980s, urban transformation interventions have been given to local authorities (Yıldırım, 2006).

In the focus of the transformation projects of the 1980s, there is economic revival in areas that have been emptied, drowned and depressed in the cities. Many of the transformation projects undertaken in 1980 were carried out by public-private

partnerships. In these projects, while the role of the private sector came to the forefront, the public sector undertook the role of attracting private capital and investors to these areas where urban transformation would take place by providing basic infrastructure provision and land rehabilitation (Akkar, 2006).

In the 1980s and 1990s, significant changes and developments were observed regarding housing supply types. In particular, the geographical and formal changes in the squatter areas and the perceptual change of the *gecekondu* as an investment tool beyond being a shelter are one of the important reflections of the period. In addition to this changing perception in the squatter areas, the concept of social housing has been constructed together with the establishment of the Housing Development Agency (TOKİ) and the site and apartment building became widespread. In 1984 with the establishment of the Presidency of Housing and Public Participation Administration, the foundations of TOKİ, which is one of the most important institutions in the built environment production in Turkey, were laid in this period. The institution's objective is to provide the growing housing demand by promoting housing production in a planned way. TOKİ has emerged as a housing provider for the lower and middle-income groups in order to eliminate the distrust caused by the *gecekondu* (Gür, 2016). Until the late 1990s, TOKİ provided credit support from the housing fund to 940000 housing units with a non-profit approach and also produced 43145 housing units (Altıntaş, 2014).

The process of globalization and the increasing importance of such a case, renewal and transformation needs of cities, primarily to governments, central and local authorities started to become the main problematic on planning agenda (Aydınlı & Turan, 2012). When the effects of neoliberalism were concentrated in the 1980s, encouraging targeted urban development through construction sector investments were reflections of the adopted political and economic policies. During this period, while mass housing production was encouraged with the establishment of TOKİ; on the other hand, through reconstruction permits, the transformation of the slums into the apartment building has increased. These policies, which encourage the production of the built environment, gained a different dimension and acceleration with the change of political power in 2002. While the construction sector continued to guide urban development, with the new political and economic atmosphere, the state became an important actor in this process. While the construction sector continued to guide urban development with the new political and economic atmosphere, the state starts to have a significant role in this process

(Penbecioğlu, 2013). We can see that the public sector emerged as the leading building constructor in the form of the TOKİ in Turkish case.

At the turn of the 1980s, Turkey's economic policy went through a radical transformation by adopting new liberal economy based on exports versus the import substitution policy that was exercised after the 1960s which created a strong domestic market and a regulated economy, i.e. national developmentalism. During the 1980s, liberalisation and privatisation policies led to the privatization of the public land used for urban transformation projects enclosed with the massive construction activities.

### **3.1.4. Post-2000 Period**

The urban transformation issue gained prominence on the agenda of Turkey under the influence of two factors basically; disaster risk and economic policies (Tekeli, 2018). Due to the fact that cities in Turkey are at risk of natural disasters, especially earthquakes, the urban transformation issue gained importance on the country's agenda with the 2000s after the devastating Marmara Earthquake in 1999.

1999 year is a milestone in terms of quality of urban transformation practices in Turkey. In Marmara earthquake, which was felt in many cities, particularly in Kocaeli, Sakarya, Yalova and Istanbul, 47480 people lost their lives, 35180 houses and 5770 workplaces were destroyed or severely damaged. After this disaster, urban transformation has started to be an indispensable instrument not only for the renewal of the city but also for the establishment of a safe and standard building stock. After the earthquake, the obligation to transform collapse-risk structures due to disaster into disaster-resistant has become concrete. Urban transformation issue was embraced as a tool, along with the government's economic development strategy to create additional demand for the construction sector.

In the 2000s global technological developments caused changes in the economic, social, cultural, economic and spatial structures of nations. These changes have influenced planning and hence urban transformation policies, and have been influential in promoting concepts such as strategic planning, sustainability, and privatization.

Therefore, the concept of urban transformation has taken its place in the search for legislation, indicating the increasing importance of this issue. This period can be taken as a new period in urban transformation since it includes the laws regulating direct urban



transformation. Urban renewal and heritage conservation are on agenda somehow since 1980s in Turkey. There have been the legislative arrangements dealing with the urban transformation to prevent uncertainty and irregularity. In recent years, the legal framework for urban transformation plans and projects has begun to be established with various laws.

The most important development in the post-2000 period is that urban transformation is included in the law. In parallel, the participatory approach and instruments of participation, which had already begun to be implemented with local initiatives, have begun to be discussed on the urban planning agenda (Ataov & Osmay, 2007). New legal arrangements include institutional transformation, increasing financial sources, and declaring new tools in the fields of conservation, rehabilitation, revitalization, and reconciliation of historic site - based urban renewal activities in the 2000s. About this period detailed legislative regulations will be given in detailed in the following heading.

Establishment of the Ministry of Environment and Urbanization in 2011 is another development of the period. The two different ministries, who managed upper scale plans; Ministry of Environment and Ministry of Reconstruction and Housing were merged into one under the rubric of Ministry of Environment and Urbanization. The natural conservation areas, Natural Assets, National Sites, Wetland areas, Natural Conservation Areas, and Special Natural Conservation areas, were abolished under the jurisdiction of the Ministry of Culture and Tourism. The Ministry of Environment and Urbanization is totally responsible of declaring and conserving of the natural assets. The Ministry of may seize the duties and authorities, such as granting project approval, building license and building permission document, as well as the authority of planning, making and approving, originally belonging to local administrations. The authority to make or carry out conversion projects and implementations of structures that are unstable against depression, constructions contrary to the zoning legislation, plans, projects and their annexes and areas where they exist given to the ministry (Delegated Legislation no 648, 2011).

### **3.2. Legal Regulations Regarding Urban Transformation in Turkey**

The first application of urban transformation issue in Turkey was implemented in accordance with Law No. 5218 for solving slum problems in Ankara by allocating construction of houses in municipality and government land, in 1948. According to the law, land within the city limits can be transferred to the municipalities on condition that they pay back within 10 years, and municipalities are authorized to produce land to meet the housing demands. Although the law was partially effective in regularizing the current *gecekondu*, it was still insufficient to avoid further informal housing. Furthermore, legalizing existing informal buildings precedent for subsequent amnesty laws nationwide. In the same year, The Encouragement of Construction Law No. 5228 got into force for whole country. This law gives all municipalities the authority to distribute land. Law No. 5218 provides the authority to produce land in defined areas within the municipality boundaries; Law No. 5228 has extended this task to all lands within development boundaries and which are not reserved for a specific function. To solve housing problem and to prevent *gecekondu* development, Law No. 5431, Law No 6188 and Law No 7367 got into force in 1949, 1953 and 1959 respectively (Tercan, 2018). However, they could not solve *gecekondu* development and all amnesty laws cancelled after 1999 Marmara earthquake.

One of the most important legal regulation affecting the transformation of the physical structure of modern cities is Turkish Condominium Law No. 634 dated 1965. According to the terms of the law, condominium ownership rights can be established on separate or particular parts of a property (such as a flat, or apartment, office bureau, shop or store) which are available for use or will later be put in use by the real property owner or his associated owners. The law has made it possible to convert less dense independent building units in the city into multi-storey apartments. This can be seen as a positive approach in terms of political aspects of the period in order to make it possible to come from above the big housing stress. However, the negative effects of this increase in the density of the buildings built without the need for social and technical infrastructure for the solution of the housing problem became another problem (Yenice, 2014). It is possible to say the law supported a housing transformation model in accordance of small-capital housing producers and property developer in that enduring the restructuring and expanded the property rights of the building units.

Another important legal act made in the scope of the struggle against the illegal housing areas is the *Gecekondu* Law No. 775 dated 1966 issued to improve the poor areas. This law is mainly aimed at the treatment, purification and restoration of squatter areas. The first comprehensive regulations on transformation into squatter areas have been made with this law. The law plays an important role in urban transformation legislation as it includes the necessary rehabilitation or elimination measures in squatter areas, as well as preventing the slums from being built again. It also provided a fund for the provision of land for cheap housing.

Urban renewal and heritage conservation are on agenda somehow since 1980s in Turkey. There have been the legislative arrangements dealing with the urban transformation to prevent uncertainty and irregularity. Local governments have been given responsibility for urban regeneration interventions with the legal regulations issued since the 1980s (Yıldırım, 2006). The general approach of urban transformation in this period can be evaluated as licensing of squatter houses and illegal buildings. Unlike the previous amnesty laws, the Law No. 2981, which was enacted in 1984, allowed not only the amnesties of buildings contrary to the zoning legislation but also the right of four-fold storeyed rights to them. In 1985 with the Development Law (3194), the authority of making and approving plan given from the central government to the local governments.

In 1983, with Law on the Conservation of Cultural and Natural Property (2863) contained provisions for the protection, maintenance, repair, restoration and use of immovable cultural and natural assets. This law renewed in 2014, The Law of Conservation of Cultural and Natural Beings (2863) with some addition. With this regulation, authority of conservation plans separated to Ministry of Culture and Tourism, greater area municipalities, province's special administration, local authorities with taking permission of Ministry. In 1984, the Mass Housing Law (2985) enacted including the production of new housing in squatter areas and support of housing construction in disaster areas. These two laws gave different dimensions to urban transformation. Between the years 1980 and 1999, the urban transformation studies were carried out in the squatter areas by means of reclamation zoning plans and efforts to ensure planned housing development continued (Özgür & Özgür, 2018).

Starting from the 2000s planning agenda of Turkey has focused on urban transformation. Since that time, the concept of urban transformation has taken its place in the search for legislation, indicating the increasing importance of this issue. It is aimed to establish a legal framework for the recent urban plans and projects and at the same time

to increase the participation of local governments and communities in urban transformation processes (Seydiođulları, 2016). This period can be taken as a new period in urban transformation since it includes the laws regulating direct urban transformation. The new laws that came into force after 2004 led to the change of all the discourses of the country on urban transformation. In that year significant legislation is project-based Law No. 5104 on North Ankara Entrance Urban Renewal Project, which specified a mere physical renewal.

This was followed by Law no. 5366 on Usage of Timeworn Historical and Cultural Real Property with Restoration and Protection which is a critical instrument for urban transformation practices. The regions announced to be natural protected areas and renewal of such areas in those regions, after which Article 73 of the Municipal Law dated 2005 and numbered 5393, entered into force. In 2010, Law no. 5998 on Amending Article 73 of the Municipal Law was enacted. Lastly, in 2012 the Law No. 6306 on Transformation of Areas under Disaster Risk from Perspective of Public Spaces was entered into force for urban transformation as a legal instrument to be executed in all places under the risk of disaster across our country. These three laws will be presented in detail to understand the legal basis of today's urban transformation practices.

### **3.2.1. Law No. 5366**

Legislation No. 5366 (Law on Renovating, Conserving and Actively Using Dilapidated Historical and Cultural Immovable Assets), enacted in July 2005, the extension of urban renewal through historical sites can be considered. Historic sites have now become part of discussions with the new legal framework on urban transformation and renewal. Municipalities tend to declare historic sites as renewal sites as local administrations.

Renovation areas are determined by resolution of general provincial or municipalities and in case of metropolitans by metropolitan municipal councils and then submitted to the Council of Ministers. Staging is non-obligatory. As to the second article of the law, project of renovation areas that within the metropolitan municipality boundaries but not prepared by the metropolitan municipality prepare by district and first-tier municipalities and adopted by councils. Public institutions and organizations or real and private law legal entities and TOKİ are defined as actors in the construction of

projects. The law also authorizes the special provincial administrations and municipalities to carry out necessary arrangements, including liquidation, in the areas of natural disaster risk-bearing renovation areas.

The restrictions on property rights and expropriation topic rearranged as to “6306 no the Law of Transformation of Areas Under the Disaster Risks” in 2012, December and “5793 no Law amending some Laws and Decree Laws” in 2008, August. Designation of the project areas and implementation of the projects also rearranged as to 6306 no law. With this changes, the project approval authority shifted directly to the Prime Minister. In the case of the demolition and expropriation of the buildings located in the renovation areas reconciliation is initially preferred; however, if the agreement could not be provided, the special administrations and municipalities have right to expropriate.

The law is not entirely inclusive about urban transformation and its applications are limited because it covers the urban transformation process in the context of the current urban transformation legislation (Çınar & Penbecioğlu, 2018). Although the law explains its purpose externally, how to reconcile conservation and renewal processes unclarified. The balance between renewal and conservation is not adequately defined under which conditions these two different strategies reconcile.

### **3.2.2. Law No. 5393/73**

The matter of the Article 73 of the 5393 no law is about urban regeneration and development areas entered into force in 17/6/2010. As to the article, in order for a place to be declared as an urban transformation and development project area, it must be located within the boundaries of the municipal or contiguous area and be at least fifty thousand square meters.

This Law forth the roles and responsibilities of municipalities regarding urban transformation and considered municipalities as the local basis for urban transformation. The content of the Law is producing landscaped and sub-structured land in the municipal and contiguous area boundaries to meet the needs of housing, industry and trade area, except for places where protection is required according to special laws and agricultural land. Local authorities are responsible for housing and public housing topics and to selling, renting or buying land for these purposes.

The mutual agreement re-emphasized a fundamental rule in dealing with the evacuation, demolition, and expropriation of buildings located in urban regeneration and development project areas.

In addition, the law gives authority to municipalities to implement urban transformation and development projects and also to rebuild and restore the old parts of the city. With the aim of preserving the historical and cultural texture of the cities, the way of renewal of the protected areas was opened.

### **3.2.3. Law No. 6306**

The law aims to set forth principles and procedures regarding improvement, evacuation and renewal of areas under disaster risk and of lands and plots. Declaration and planning of the urban transformation areas under the risk of the disasters given to the Ministry with this law. Urban transformation can be conducted as to law in 3-ways: risky structure, risky area or reserve structure area.

Planning and infrastructural services are inadequate, contrary to the zoning legislation, in the regions where damage has occurred in infrastructure and superstructure in Turkey. Risky structure, where to locates within or outside the risky area boundary, have reached the end of their economic life or are identified on the basis of scientific and technical data that are at danger of collapse or serious harm. In order to determine the quality of the structure, concrete samples are taken from the critical floor columns and curtains and examined by engineering calculations. On case of risky structures, a person who will work in organizations that will determine risky structures are entitled to issue certificates in the institutions and organizations to be determined by the Ministry for the necessity of obtaining certificates from the Ministry of Environment and Urbanization. In case of deterioration of 65% of one or more of these criteria, these regions can be declared as 'Risky Area' as to 6306 No. Law (İzmir Çevre ve Şehircilik İl Müdürlüğü, 2017). There is no necessity for the requirement that there should be at least 15 thousand square meters in risky area.

Alongside deciding, declaration of the projects and requiring size (5 to 500 hectares), density and heights of the structures in transformation areas, the sole authority was given to the municipal council.

### 3.3. Current State of Urban Planning in Turkey

The planning system in Turkey foresees a hierarchy from the national scale towards the local scale. Urban transformation plans and projects have been used in the last decade as part of interfering with the rapidly growing big cities. These urban transformation projects, which have become the most powerful planning tools of the above-mentioned other plans for an area, bring great jurisdiction to the Metropolitan Municipalities (Yomralıoğlu & Ulger, 2014).

In Turkey, spatial plans are based on the "*Regulation on Spatial Plans*" since 14/06/2014. Spatial plans are prepared as Spatial Strategy Plans, Environmental Plans and Reconstruction Plans in terms of their scope and objectives. Hierarchy of spatial plans was clarified and relations with other special plans were defined in this regulation. According to this, the planning stages are from upper to lower stage as spatial strategy plans, environmental plans, master plans and implementation plans respectively. According to the legislation, it is imperative to make a city plan in every city with a population of 10,000 and its authority belongs to the municipalities. Even if the only actors there are not municipalities, the plans go into effect with approval by municipal councils.

The regulation generally sets out the principles that municipalities, special provincial administrations, ministries, and other administrations must observe when making plans. It also includes provisions for public information before approval of plans, declaration after approval, objections and finalization (Basa, 2014). Centralization approach can be observed throughout the regulation. In other words, the Ministry may return the plans to local administrators for an amendment if it seems necessary. The competent authorities for spatial plans are as follows:

- Metropolitan municipalities,
- Within municipal and contiguous area boundaries, municipalities,
- Apart from municipal and contiguous area boundaries, special provincial administrations,
- Organizations that have the authority to make, approve and approve plans in accordance with the relevant legislation.

Because institutions and organizations other than local administrations are authorized to make plans and approve them, localization affected negatively. By

abandoning from holistic planning; increasingly proliferating, overlapping, and complicated high-level plan authority definitions and practices have emerged. Making and approving plans authority of local administrations has been reduced the exceptional authority in the plan approval of the central government has been transformed into general authority. Instead of strengthening local administrations, planning with the exception authorities has begun to be centralized gradually without any conditions or constraints (Basa, 2014).

Classical urbanism sees planning as a three-stage action: research, de facto planning, and implementation phases. The approach to urban planning in Turkey is the classic approach. Therefore, the local government units pay attention to the preparation of urban plans however, they have no responsibility to the process the plan's implementation. Consequently, the city plans became designed to have an urban plan rather than reach certain goals and to display it in the municipality. As for urban planning, only the formalities are fulfilled and the sense of rescue is prevailing (Zariç, 2012). However, in recent years there has been a shift towards strategic planning in Turkey. Strategic planning can be defined as a flexible process that includes strategic objectives and an evaluation system. According to the Declaration on Urbanization in 2009, the new planning approach is not only participatory, negotiating, dynamic and interdisciplinary process that focuses on physical interventions; but also, a means of preserving natural and cultural values and providing tools for social improvement. With the proposed planning system, it is necessary to prepare the Spatial Development Strategy in Countrywide with Strategic Planning approach, not only to regulate the cities but also to include rural settlements and rural - urban continuity.

There are basically four main stakeholders who take roles in urban planning and urban transformation: public sector, private sector, local people and non-governmental organizations. These main actors involved in the process by depending on the scale, quality and goals of the transformation projects.

Collaboration among these stakeholders could make with different combinations. The public-public partnership is the co-operation type between the central government and one or more local municipalities. The public-private partnerships are the partnerships establishing by municipalities with the private sector. The private-private partnerships could set up at the request of the private sector in cases where the private sector could not participate in the intervention when the profit of the transformation area is high (Özden, 2008).



Because the problems related to urban transformation originate at the local level and need to be analysed in detail with the support of public participation, the local governments stand forefront during the transformation processes. With this understanding, local governments should bring together all actors, balances among them, and creates urban policies and programs with them, setting out the urban vision within a national policy framework. These duties make the local and central administrations extremely important by becoming it regulative in the process of preparing legislation and regulations, ensuring institutional structuring, planning, approving and monitoring. In addition, they have the mission of creating financial resources and being in a socially guiding position.

Local people also have an important role too because they should create cooperation and get people together on financial issues which gain importance during the process. It is an obligation which seen as a way of social participation that will create social unity and harmony, and it is expected to provide greater legitimacy to the process and related partnerships (Dengiz, 2010). Although this important role, in practices in Turkey local people falls in the background mostly.

Volunteer organizations have been begun to take place in the process together with local people after 1980. The voluntary organization participation is more intense on social project initiatives. The confidence in these types of organizations working for non-profit social goals is greater than in the private sector. With the 1960s, the public sector, as well as the private sector, has been begun to take an active role in the process. According to the different targets, the different private stakeholders, which stood the economic dimension of urban transformation into the foreground, included in the process.

Contribution of the private sector in the process of urban transformation is concept creation and projecting, project funding, realization, and operating the projects.

## CHAPTER 4

### URBANIZATION AND TRANSFORMATION OF İZMİR

The urban transformation processes that have begun to be heavily influential on Turkey's cities, has played an important role in the restructuring of İzmir as well. Urban transformation is directly related with city's urbanization processes, development strategies and cannot be thought without planning. İzmir, like all other cities, has been in a constant change since the day it was founded with the influence of social, political, economic and physical dynamics. This spatial transformation process has carried out by plans; on the other hand, it has taken place with a spontaneous squatter development in the city. Therefore, in order to comprehend the spatial transformation process of the city, firstly squatter development process, then the planning process will be mentioned. In this regard, the spatial transformation process of İzmir from past to present, and the recent urban transformation projects and evaluations on the subject of transformation will be discussed. Although the core of this case study is picturing the current state of urban transformation in İzmir; historical development of the city will be also investigated to understand the existing situation of the city and causes behind.

Within the scope of this study, the concept of urban transformation also has been discussed in the form of different interventions affecting the city from a holistic perspective. In other words, the present state of the city in the matter of renewal will be evaluated with areal transformation projects, and also with urban projects or that related with those projects or effect citywide directly with the implementations.

It was aimed to create a comprehensive obtaining by examining the projects that caused transformation of the city. For this purpose, a general framework will be prepared to make an analysis in the form of first to classify them in accord with the size, legal basis, location and purposes to declare renewal area; secondly to analysis on the relationship of the transformation areas with the urban plans; and lastly to analysis of the of the actors in the project processes and their differences and similarities.

This part contains mainly three topics. Firstly, the urbanization process of İzmir city examined through population, migration changes and legal or illegal physical development in order to draw a city profile. Then, urban plans will present as a key to

comparing urbanization and planning performance. After analysing metropolitan area comprehensively, the profile of the transformation areas will be detailed.

## 4.1. Urban Growth in İzmir

In this section, firstly the historical urban development process of İzmir since the Republican period will be presented based on population changes, population movements and current population distributions with statistical data. Then, the planned and unplanned physical development of the city shaped by these changes will be analysed.

### 4.1.1. Population and Migration in İzmir

In 1927, a total of 531 579 of province population, 28.9% were living in the city centre and 18.9% were living in sub-province centres. Although İzmir is the third biggest city of Turkey today, concerning its urbanization rate and population was behind the average of Turkey until the post-war period. In the year 1960, İzmir was a city of 1 063 490 people, whom 31.52% lived in the city centre. For the first time this year, the urban population has passed the rural population with a difference of 1.55%, this difference has gradually increased in the following years.

Table 5. Population Changes in İzmir

(Source: Results of GPC, 1927-2000 and results of ABPRS, 2010, 2018)

	<b>Total Population</b>	<b>Lot of Urban Population in Turkey (%)</b>	<b>Rate of Urban Population (%)</b>
<b>1927</b>	531 579	38.9	18.9
<b>1965</b>	1 234 667	39.3	50.3
<b>1980</b>	1 976763	44,18	53,6
<b>1990</b>	2 694 770	47,7	79,2
<b>2000</b>	3 370 866	49.7	81.1
<b>2010</b>	4 005 459	53,56	90
<b>2018</b>	4 320 677	52.6	100

In Turkey where the population growth rates were steady until 1950s, the first large scaled migration moves started between 1950-1960s and major cities like Istanbul, Ankara, Izmir and other industrial and trade-based cities received the largest portion of immigrants in the country. The annual population growth rate of the city reached its second all-time highest level with 3,33% in 1980. The provincial population number was 1 976 763 and 41,3% of it composed of the city population. By 1990, the total population increased by 36,3% and 65.2% of the total population was in on city population. While the population of the city has increased rapidly, the city has become a metropolitan city with its newly added functions after the 1990s (Karadağ, 2015). As a result of development policies, on the calendar of 2000s the unbalanced increases on the population ratios caused the pressure on cities like Izmir, which are providing employment for the sectors not only in agriculture but also for the sectors apart from agriculture. Today, the province with the highest number of people per square kilometer was Istanbul with 2900. Istanbul was followed by Kocaeli with 521 people per square kilometer and İzmir with 360 (Turkstat, 2018).

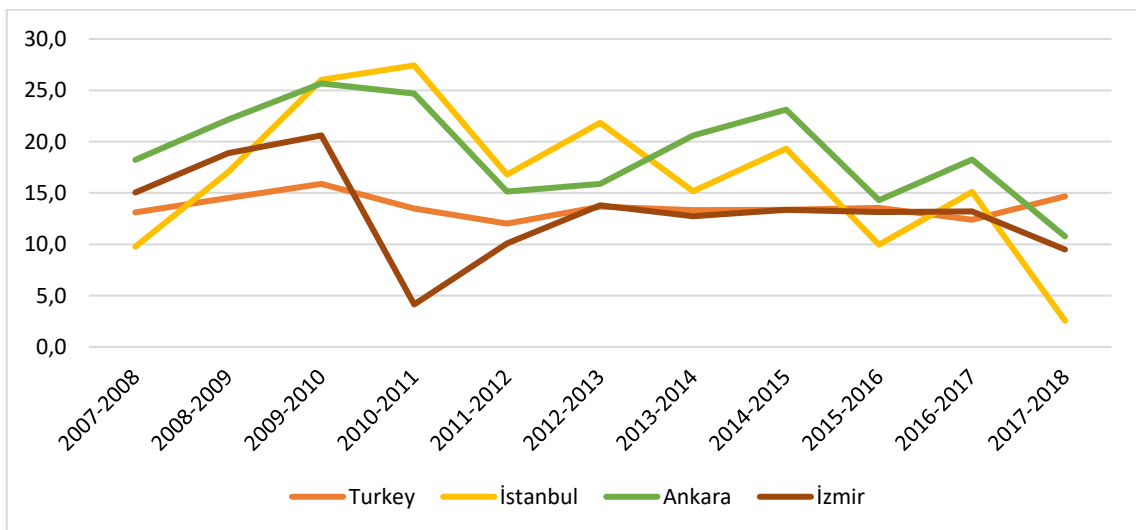


Figure 1. Annual Growth Rate of Population, 2008-2018

(Source: Results of ABPRS 2008-2018)

Since its establishment, settlement characteristic of İzmir has been shaped by migrations. The migration of different ethnic groups before the War of Independence, the impact of the post-war reconstruction efforts and the increasing agricultural and port-based industrial and trade activities in the 1950s have brought along a serious internal

migration phenomenon. Turkey's east to the west end of the 1950s wave of migration has also affected the sprawling city of İzmir, İzmir province densely populated area of migration has become the third largest city after İstanbul and Ankara. The rapid and growing population growth rate of urban areas put them under severe economic, social and cultural pressure (Karadağ, 2015). Since its establishment, İzmir has been a migration-receiving city. The wave of migration to the cities that started in the whole country in the 1950s has been intensively influential in İzmir too especially since the 1980s, and in 2000s the city continues to receive migration (Table 6).

Table 6. Population and Migration Changes in İzmir

(Source: Results of GPC, 1975-2000 and results of ABPRS, 2007-2018)

	<b>Total Population</b>	<b>In- migration</b>	<b>Out- migration</b>	<b>Net Migration</b>	<b>Rate of Net Migration (‰)</b>
<b>General Population Censuses</b>					
<b>1975-1980</b>	1 685 725	203 777	83 381	119 896	73,70
<b>1980-1985</b>	2 000 733	112 072	112 072	82 173	41,9
<b>1985-1990</b>	2 366 343	276 378	130 170	146 208	63,8
<b>1995-2000</b>	3 078 981	306 387	186 012	120 375	39,9
<b>Address Based Population Registration System</b>					
<b>2007-2008</b>	3 795 978	117 067	89 819	27 248	7,2
<b>2008-2009</b>	3 868 308	116 390	89 517	26 873	7
<b>2009-2010</b>	3 948 848	111 255	99 775	11 480	2,9
<b>2010-2011</b>	3 965 232	110 364	101 420	8 944	2,3
<b>2011-2012</b>	4 005 459	105 804	95 954	9 850	2,5
<b>2012-2013</b>	4 061 074	113 673	99 681	13 992	3,5
<b>2013-2014</b>	4 113 072	124 439	101 447	22 992	5,6
<b>2014-2015</b>	4 168 415	126 238	105 389	20 849	5
<b>2015-2016</b>	4 223 545	122 668	98 902	23 766	5,6
<b>2016-2017</b>	4 279 677	127 394	102 776	24 618	5,8
<b>2017-2018</b>	4 320 519	130 092	117 113	12 979	3

Within the limits of the Metropolitan Municipality of İzmir; the districts of Konak, Karabağlar, Karşıyaka, Bayraklı, Bornova, Buca, Narlıdere, Balçova, Gaziemir, Çiğli and Menemen and their rural regions are described as the central city region area (İzmir Büyükşehir Belediyesi, 2009). 2018 populations of the eleven districts, which constitute the case area of this study at the same time, are shown in Table 7. Figure 2 shows that the most densely populated district is Buca in recent time. In the last ten years, the population trend of Buca, Karşıyaka, Bornova, Çiğli and Menemen increase; while Konak district decreases.

Table 7. Urban population distribution of İzmir central districts, 2018  
(Source: Result of ABPRS, 2018)

District	Population	Population Percentage in İzmir (%)
Çiğli	194 525	4,5
Karşıyaka	344 140	7,97
Bornova	445 232	10,31
Buca	499 325	11,56
Gaziemir	137 553	3,18
Konak	344 140	8,25
Balçova	79 357	1,84
Narlıdere	6 6203	1,53
Güzelbahçe	3 2592	0,75
Menemen	174 564	4,04

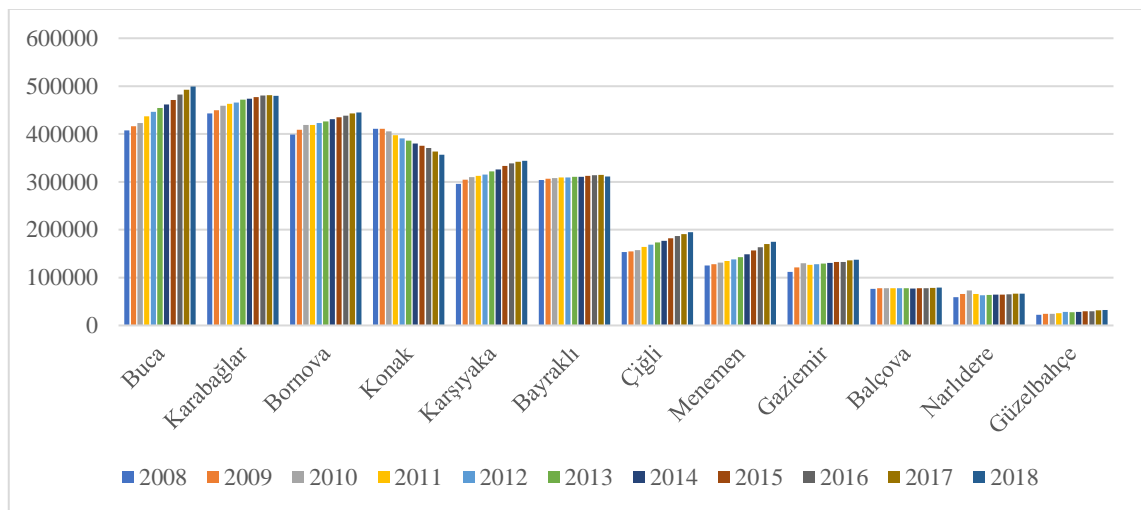


Figure 2. Population Changes of Districts' in İzmir Central Area  
(Source: Result of ABPRS, 2008-2018)

A general assessment of the population changes of Izmir from the proclamation of the republic to the present day could be that the city has experienced a rapid urbanization process, this situation creates an unplanned development in the city, and then this uncontrolled development continues with the transformation of the city into a metropolis. It can be concluded that these rapid population movements constitute the basis of the low-quality structuring and unplanned development of the city's present profile. In the following section, the planned and unplanned physical development of the city will be analyzed spatially.

#### **4.1.2. Physical Expansion and Housing in İzmir City**

After the 1950s, the city experienced rapid and uncontrolled immigration movements, while its population rapidly increased while expanding on a spatial basis. It became a metropolis after the 1990s with its newly added urban functions. The boundaries of the city expanded to Menemen in the north, Cumaovası along the İzmir-Aydın road in the south, Kemalpaşa in the east and Urla in the west. In the 2000s, with the amendment made in the Metropolitan Law No. 5216 of 2004, the border was enlarged together with the spread and merger of the city centre into suburban settlements.

In 1950, the radius of İzmir reached 4.5 km. Depending on the rate of urbanization in the 1980s, the urban area expanded considerably, especially to the north axis. With the development of the transportation network as of 1990, the expansion radius of the city expanded to 35 km (Karadağ, 2015). Figure 3 demonstrates the urban strains of the built environment in 20 years from 1940 by digitizing the land use maps of the relevant years. In parallel with dense migration to the city that started in the 1950s, it is seen that the city expanded rapidly between 1960-1980 years. It is seen that most of the urban renewal and rehabilitation area proposals to be examined in the next section have developed in this period. In the following periods, it is observed that the existing stain enlarged, blanks filled and expanded in the north-south axis. Today, the city of İzmir is a historical settlement that has spread on both sides of the Izmir Bay, even beyond the natural threshold boundaries, and develops linearly on the north, south, east and west axes.

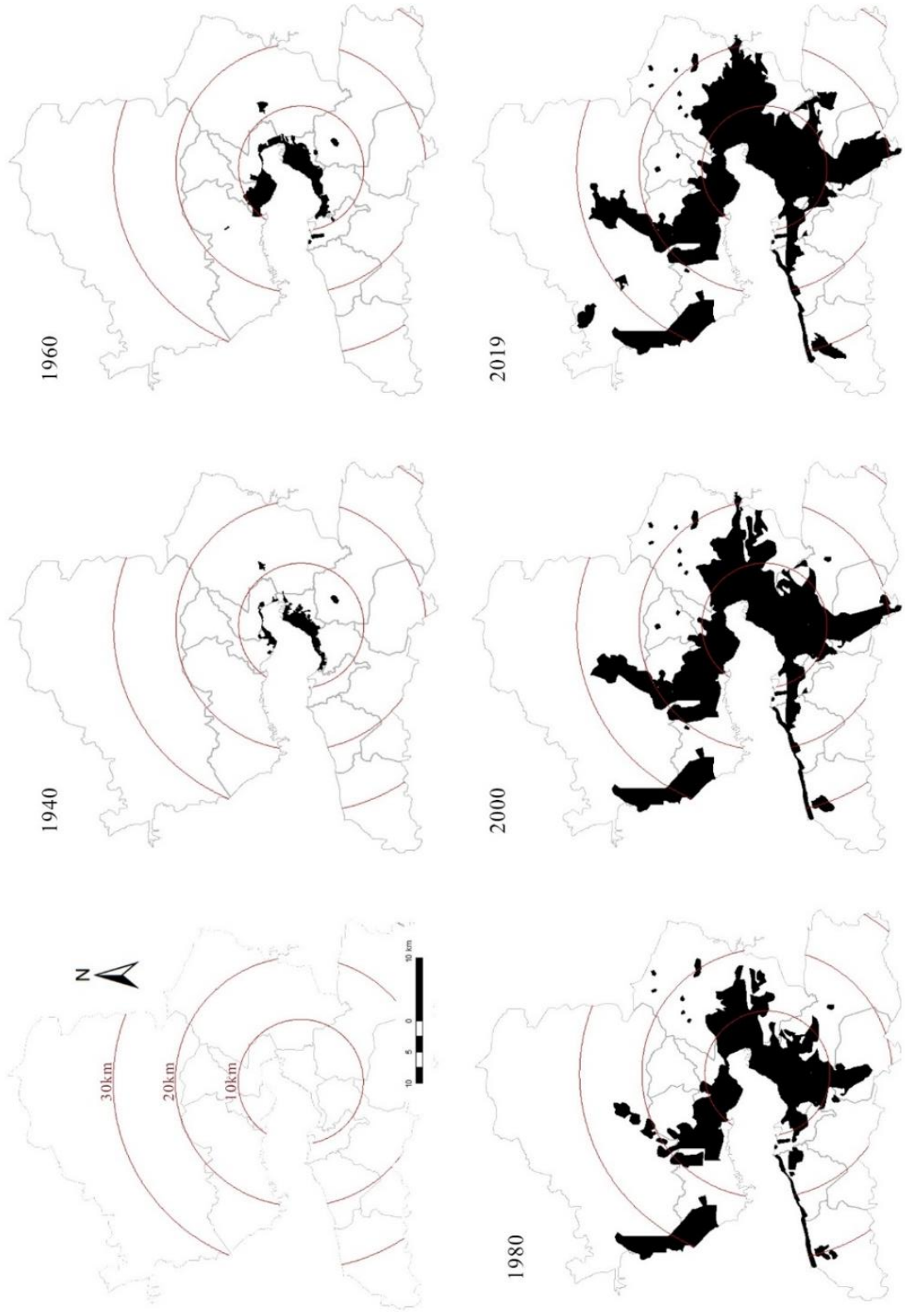


Figure 3. Built Environment Expansion of İzmir



Just before the proclamation of the republic, İzmir formed by a central zone that involves Konak, Alsancak and Güzelyalı districts; Karşıyaka served as a sub-centre. The densest residential areas of the city are on Halkapınar and Güzelyalı coastline (Karadağ, 2000). Bornova and Buca were suburbs with railways connecting to the city centre. After foundation of Republic, the centers such as Buca and Bornova, where the immigrant population lived, developed with the addition of the population coming from the exchange. In addition, Karşıyaka, Karataş, Alsancak Basmane and Göztepe regions were settlements of the immigrant population. For the first time in the city, the problems of resettlement have arisen due to the fact that the immigration population is much higher than planned. (Karadağ, 2015).

With the 1930s İzmir had expanded both in terms of population and its space. Due to the poor economic conditions depending on the 1929 World Economic Depression, early squatter emerged along Basmane-Buca and Basmane- Çiğli axes during the 1930s (Kaya, 2002).

In the early 1940s, 1. Kadriye, Zeytinlik and Yeşildere neighbourhoods, where lowest income households lived, began to emerge as the first squatter districts of the city. Besides, single-roomed living spaces clustered around a courtyard were also very low-qualified places in that period (Tekeli, 2008).

After the Second World War, while major residential areas continued to be growth in the central city; new squatter areas occurred in Kadriye, Gürçeşme, Kadifekale, Boğaziçi, Gültepe and Ferahlı neighbourhoods (Kaya, 2002). The housing problem that emerged in the city that could not correspond the migration resulted in unplanned developments and squatters.

Table 8 rearranged from Çınar's study (2002) with minor changes; since the Bayraklı region was bounded to Konak, Buca ve Gazimemir in 2002, there is no separate data of the district and since it was bounded to Karşıyaka in 2002, the total area was calculated as the sum of the two districts and also since Menemen district is out of the context of illegal development study of Çınar, there is no data about the illegal development of the district.

Table 8. Squatter Settlement and Gecekondu Areas in Central Districts of İzmir, 2002

<b>District</b>	<b>Gecekondu Areas (ha)</b>	<b>Development Plan Violation</b>	<b>Developmet Plan Violation &amp; Planned Development (ha)</b>	<b>Total Area (ha)</b>
<b>Çiğli</b>	-	52.5	262.2	314.7
<b>Karşıyaka-Bayraklı</b>	84.7	110.5	-	84.7
<b>Bornova</b>	31	110	-	141
<b>Buca</b>	25.7	129	117.2	271.9
<b>Gaziemir</b>	19.7	17.5	-	37,2
<b>Konak</b>	17.2	72.5	-	89,7
<b>Narlıdere</b>	20.2	29	29	49.2
<b>Güzelbahçe</b>	13	-	-	13
<b>Menemen</b>	No Data	No data	No data	66.5
<b>Balçova</b>	No Data	No data	No data	2.9

Figure 4 is a synthesis map that shows urban growth, illegal physical development and planned development through plan boundaries in different years. The urban growth development prepared by synthesised of previous studies of Sevgi (1988) and Karadağ (2000) to obtain a wider historical perspective (Koçman, 1993, p. 106), (Karadağ, 2015, p. 152). After the illegal physical development mapping studies of Çınar (2002) added to this synthesis excluding Menemen district (Çınar A. K., 2002, pp. 60, 61, 62). Besides, the plan boundaries added to the map to see the effect of planned development; 2009 plan boundary taken as "central city area" boundary (see Appendix A).

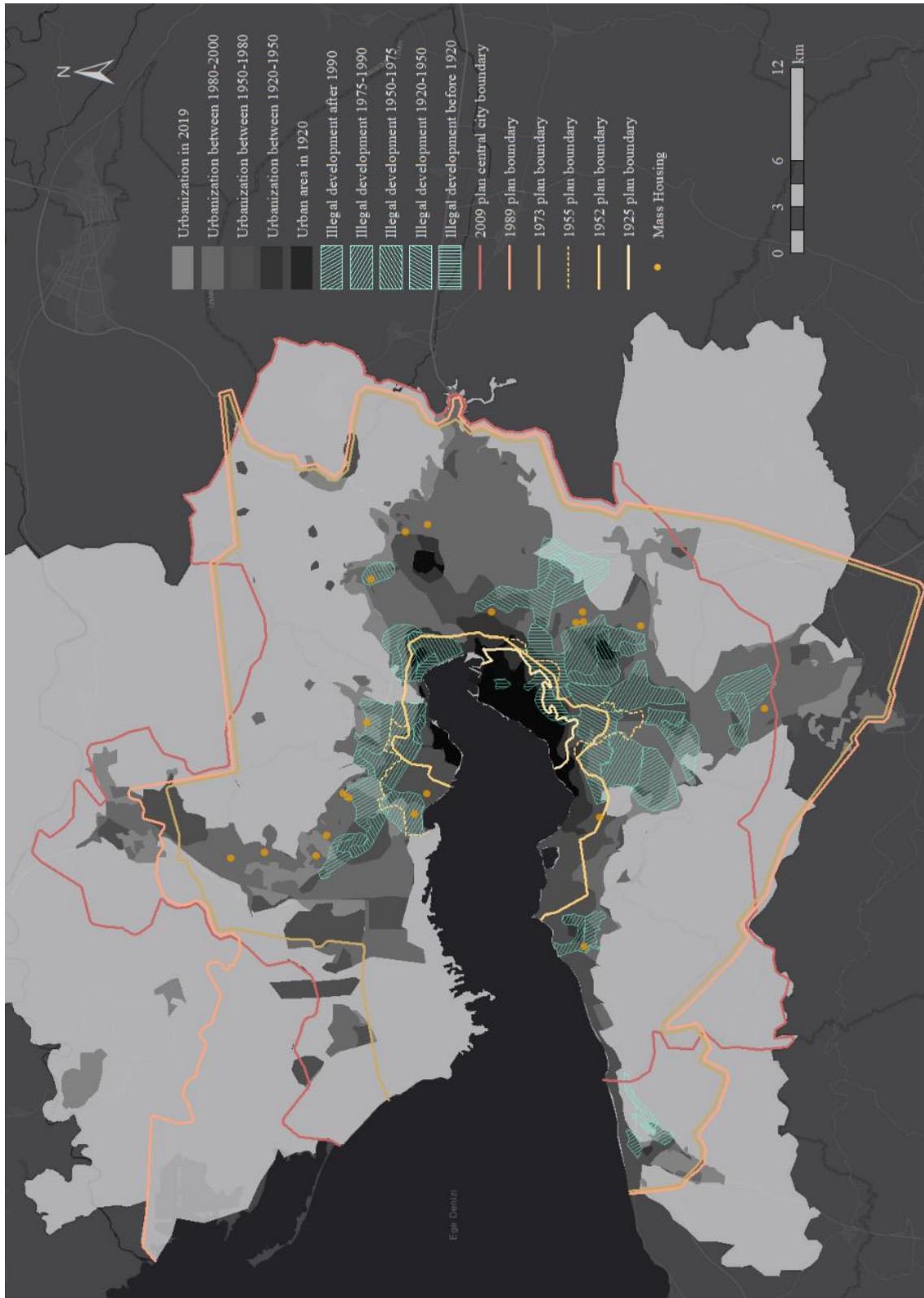


Figure 3. Planned and illegal development in İzmir central city

The first illegal development areas started to appear before 1920s in Kadifekale district. Although squatter settlements developed before first contemporary planning effort in 1925, the plan could not compromise these areas. Until 1950s the city expanded through existing squatter settlement areas and became integrated along the bay from Karşıyaka to Narlıdere. New illegal developments in Karabağlar and Bornova districts added to near existing ones in both sides.

In 1950s, the boundary of the municipality was the coastal zone encompassing the bay from Karşıyaka to Narlıdere. However, there was a need to expand the boundaries to new development sites and neighbourhoods that were mostly emerged illegally like Gürçeşme, Karabağlar, Bozyaka. Districts such as Kadifekale, 1. and 2. Kadriye, İstiklal, Zeytinlik, Yeşildere, Cumhuriyet, Naldöken, Kuruçay, Kançeşme, Boğaziçi, Gültepe, Ferahlı became intensely populated squatter areas along with existing built-up areas within this boundary. In 1951, the geological maps of İzmir were prepared by the municipality as an obligation which occurred after Provinces Bank was established. With this study, the region between *Göztepe* and *Kadifekale*, previously classified as the first-degree earthquake zone, has been reclassified as the second-degree that makes it possible to build a lower cost structure (Tekeli, 2008).

Just like 1925 plan, 1952 plan also did not include these new squatter areas even though plan boundary revised in 1955. In 1960s, housing prices got higher in planned and built-up areas mostly where located in the centre's valued lands, therefore, the settlements started to grow around them. Along the bay in Alsancak, Karşıyaka, Göztepe and Güzelyalı districts that appealed to high-income people, accessibility and service functions increased. Because there were no expansion sites, these places grew vertically and increased their density. Squatter areas, where low-income people lived, developed on the periphery of this central part (Kaya, 2002).

Between 1950-1975 period Agora, Şirinyer environs, Bayraklı and environs, Halkapınar, Tepecik, Mersinli, Çamdibi, Altındağ districts established, and former gecekondu areas such as Kadifekale became wider (Çınar A. K., 2002). New illegal development districts established such as Çay Mahalle, M.Erener, Çiçek, Imariye, Cennetoğlu, Vezirağa and Bozyaka near the Kadifekale. On the north axis, Soğukkuyu, Yamanlar, Örnekköy, Yamanlar, Imbat, Maltepe, Güzeltepe, Balatçık and Gümüşpala; on the south axis Uzundere, Özgür, Devrim, Barış, Günaltay, Peker and Yunus Emre; in Buca District, Ufuk, Çamlık, Bahçekapı, Adatepe, Kozağaç, Gediz, Fırat and Çaldıran; on the west axis 2. İnönü constructed illegally (Karadağ, 2000).

With 1973 plan, plan boundary was widened, however, the illegal development continued increment in Buca, Bayraklı, Bornova and Karşıyaka districts around existing developed areas. Although a new plan prepared in 1989, illegal development proceeded densely especially in north-south axis after this plan too until 2000s. With 2000s the city almost reached today's form in Menemen to Gaziemir axis and Narlıdere and Bornova axis.

We can evaluate the first planning efforts was inefficient even noticing the unplanned city growth in first sight. Although contemporary plans seem like had the awareness of city's unplanned development, they were also insufficient illegal development. These two inferences show us general policy of the country about squatter housing caused unhealthy city growth. Besides, illegal housing development is shaped city macroform and this spontaneous residual development that shaped as to locational and geographic conditions became one of the main factors that shaped the city. From general perspective illegal development quite influential overall development. These areas concentrated around first settlements in Kadifekale, Karabağlar, Buca, Bayraklı and Karşıyaka by enlarging in time and constitutes today's urban transformation areas.

Although squatter problem emerged in early dates of the industrial development, it postponed since 1950s and became more serious with rapid migration. Later, with legalizing efforts of squatter houses the existing problematic development ignored and also encouraged the emergence of new ones.

The existing squatters were legalized by the regulation of zoning amnesty, while the new ones were established in the nearby neighbourhoods of the metropolitan municipality border outside the planned area. One of the major attempts during this period was to develop mass houses on state land to deal with housing shortages (Kaya, 2002). To come through the squatter trouble, the municipality got into the act on provide low-cost housing for low-income groups who did not own a house and had been living in İzmir at least for two years. Mass housing projects in almost every peripheral district and especially at the edges of the core-city and we can say some of those are blocked squatter developments as to the map.

Table 9. Mass Housing Projects in İzmir City

<b>Project</b>	<b>Location</b>	<b>Number of Residence</b>	<b>Project</b>	<b>Location</b>	<b>Number of Residence</b>
<b>Evka 1</b>	Buca	4588	<b>Egekent 3</b>	Buca	848
<b>Evka 2</b>	Çiğli	3120	<b>Egekent 4</b>	Ayrancılar	1500
<b>Evka 3</b>	Bornova	1438	<b>Egekent</b>	Seyrek	400
<b>Evka 4</b>	Bornova	5259	<b>Konkent</b>	Eski İzmir	2702
<b>Evka 5</b>	Çiğli	3377	<b>Borkoop</b>	Bornova	2800
<b>Evka 6</b>	Çiğli	999	<b>Buca Koop.</b>	Buca	2300
<b>Evka 7</b>	Gaziemir	999	<b>Çiğli Koop.</b>	Çiğli	2000
<b>İzyuva</b>	Bornova	74	<b>Narkent</b>	Narlıdere	860
<b>İzkent</b>	Pınarbaşı	228	<b>Emlakbank Bostanlı 1, 2</b>	Bostanlı	6528
<b>İzkent</b>	Buca	964	<b>Emlakbank Gaziemir 1, 2, 3</b>	Gaziemir	6425
<b>İzkent</b>	Çiğli	960	<b>Universiade</b>	Balçova	2702
<b>İzkonut</b>	Buca	2046	<b>TOKİ</b>	Konak	3080
<b>Egekent 1</b>	Çiğli	8548	<b>TOKİ</b>	Karşıyaka	808
<b>Egekent 2</b>	Ulukent	1417	<b>TOKİ</b>	Asarlık	752

#### 4.1.3. Master Plans of İzmir Since Foundation of Turkish Republic

Until the Republican period, in İzmir, the piecemeal regulations were made instead of comprehensive planning work. The city has been one of the early examples of the urban planning experience in accordance with major political and socio-economic circumstances in Turkey and to approaches developed in the West. In İzmir, urban transformation processes have occurred with master plan implementations and also various urban projects in recent decades. This part was designed to parallel with these changes by starting from the establishment of the Turkish Republic due to modern ways of city planning experienced in İzmir.

To interpret the development of the city and how urban transformation areas became today's form the plans of İzmir will be investigated in this part. Plan need and planned and unplanned growth of the city will be presented to see spatial reflections of historical urban development that shaped to country's political and economic atmosphere. The main idea is here evaluating urban planning performance of İzmir metropolitan area.

#### **4.1.3.1. Planning Efforts After the Republic Until 1950s**

The foundation of the new nation in 1923 led to radical political, economic and social transformation processes. As a necessity of these changes, the urban planning practices reinterpreted with the aim to transform traditional society into a modern society. Urban transformation in those was not only the need for post-war reconstruction but also the ideological obligation for modernization and development of national identity.

It cannot say that İzmir and its close surrounding were the subjects of a comprehensive planning study until the Republic period. The first contemporary planning experience of İzmir lived in 1925, just after the regime shift. 1924- 1925 Master Plan of İzmir was prepared by Rene and Raymond Danger Brothers and French planner Henri Prost's contributions as a consultant. The plan has been the first attempt to prepare a comprehensive urban plan by thinking the reorganization of the city as a whole. The fact that the plan prepared for İzmir which one of the most important centres of the national economy is concurrent with the first urban plan of capital Ankara shows the importance of the Republican administration on the planned development of both cities (Bilsel, 2009).

The planning activities were carried out in order to provide a well-organized healthy environment by clearing the effects of the War of Independence. After the war, 300 hectares area including the business and residential district destroyed by fire. Thus, reconstruction of the burnt districts was the instant necessity to build the image of the modern city. In addition to expectation for development of the fire areas in Alsancak and Konak districts, establishing functional and spatial organization also was a concern to revitalize the economy of the city (Bilsel, 2009). However, the plan was almost limited to the fire areas and immediate surroundings. Although there was an effort to make a citywide plan, it mostly focused on new requirements for urban space that destroyed by fires during World War I (Kaya, 2002). Although the aim was creating a comprehensive plan, it has become a reconstruction plan finally (Bilsel, 1996).

Due to the financial impossibilities of the municipality and the limited conditions of the country, as a result of 1929 economic depression, until the mid-1930s a limited area was developed in line with this plan a plan revision made in 1933. The plans in 1925 and 1933 were constantly changed with the demands of the municipality and became inadequate. During World War II, the zoning and construction activities in Izmir between 1931 and 1945 stopped significantly. After that seeking for new plans was started and the

French architect Le Corbusier was assigned by the Ministry in 1939 for the planning work of İzmir. It was a schematic plan which includes density of settlements, the circulation network and major zones of land uses in 1/20000 scale. The plan also suggested demolishing ruins within the central parts of the city (Kaya, 2002). Although Le Corbusier prepared a plan sketch for Izmir in 1948, this sketch was never brought into practice. However, it became an important reference for the later planning studies.

To sum up, after the big fire in the 1930s works aimed at the reconstruction of İzmir gained momentum and the basis of the planned urban approach was laid in this period. In the first half of the 1940s, the urbanization process slowed down due to the economic problems caused by the Second World War. Due to the increasing urban migration since 1950 Izmir has also entered into a rapid urbanization process as the other cities of Turkey.

So, the plans were approved to respond new demands in the city and to guide developments in 1940s. After the World War II, new as a result of this quest another competition was arranged to and a new plan prepared by Kemal Aru, Gündüz Özdeş and Emin Canpolat in 1951.

Due to distress economic conditions of World War II the structure of the city did not change a lot until 1950s. Major residential areas were in Güzelyalı, Göztepe, Karantina, Karataş, Bostanlı, Karşıyaka, Turan, Bayraklı, Salhane ve Alsancak and suburbs were in Bornova and Buca. Yet new squatter areas which the households of the lowest income group lived in the city started to arise like 2. Kadriye, Gürçeşme, Kadifekale, Boğaziçi, Gültepe and Ferahlı in this period (Kaya, 2002).

In 1950, “The International Izmir Urban Development Plan Competition” was held with the anticipation that the urban population will reach from 230000 to 400000 in 2000. The Ministry of Public Works was expecting suggestions about the rehabilitation of neighborhoods formed by non-technical and non-sanitary conditions, where workers and poor people live in, and this situation shows that the slum problem is on the agenda in 1951 (Bilsel, 2019).

The master plans which were prepared by the team consisting of Prof. architect Kemal Ahmet Aru, architect Emin Canbolat and architect Gündüz Özdeş were approved in 1955.

Despite İzmir had an integrated plan yet it has started to need extensive revision works due to the accelerated migration in the late 1950s and population growth and



squatters. The population of 400000, which was foreseen for 2000, was exceeded in the first half of the 1960s (Tekeli, 2008).

The increasing population of urban area in the second half of the 1950s, has radically changed the extend of urbanization. Until this period, the main objective of urban planning was the modernization. But after that it faced with the problematic of rapid population growth and the social and spatial troubles created by uncontrolled urbanization (Bilsel, 2009).

#### **4.1.3.2. 1973 Master Plan of Metropolitan Planning Office**

With the developments such as enactment of Zoning Law in 1957 and the establishment of the Ministry of Reconstruction and Housing there has been turning point in urban planning in Turkey. In that time, Swedish planner Bodmer as a United Nations expert, who was invited by the Ministry of Public Works and Housing, revised the plan with the prediction that the urban population will reach 900 000 in the city in 2000. Bodmer tried to deal with the gecekondu districts, so his studies could be contributed to the marking of social problems integrated with economic-spatial aspects of the city (Kılıçkaya, 2002). He focused the need for a regional decentralization in order to prevent population accumulation in the city and emphasized the need for regional planning. In this regard, the Izmir Metropolitan Area Master Plan Office was established under the Ministry of Housing and Housing in 1965 (Bilsel, 2009).

In 1973, Metropolitan Planning Bureau of İzmir has prepared “1/25000 scale İzmir Metropolitan Area Master Plan and report” by making detailed researches. The 1973 Master Plan could be considered as the first "comprehensive plan" in terms of land size and planning methodology (Arkon & Gülerman, 1995). This plan approved in 1973 was carried out in three different spatial levels, the region, the province that and the Metropolitan Area. The 1973 Plan defines Izmir city center, 13 municipalities where locates close environment of the city and 31 villages which are part of these municipalities as Metropolitan area.

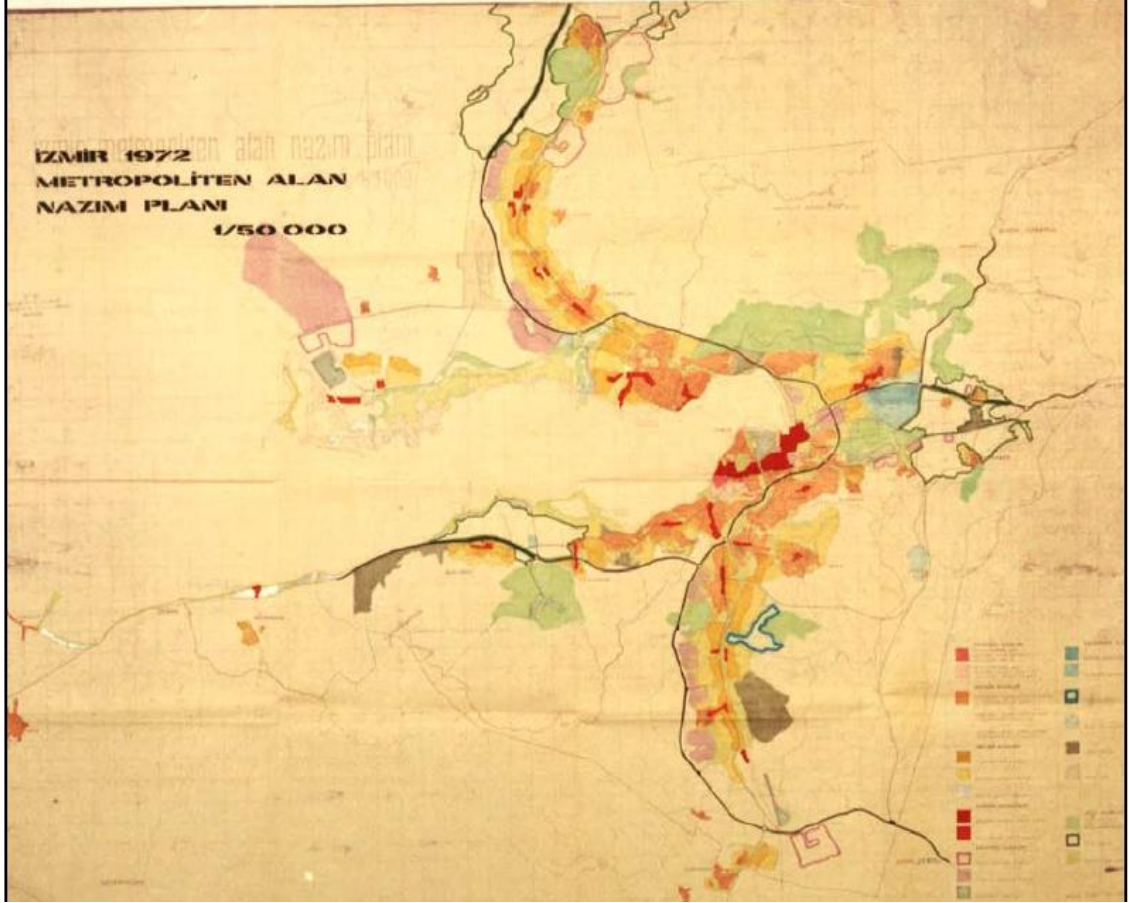


Figure 4. The Master Plan of Metropolitan Planning Office, 1973

(Source: Kaya, 2002: p. 161)

This plan envisages the conservation and restoration of Kadifekale, Alsancak, Kemeraltı, Bayraklı and Güzelyalı regions as they have historical and cultural value. Another plan decision is that the areas where the new development areas of the city will be regulated, and the existing squatter areas specified as redeveloped areas (Arkon & Gülerman, 1995).

In 1989 "1/25000 scale Izmir Metropolitan Master Plan Revision" was made on the basis of changing the main decisions of the 1973 Plan and the current plans at various scales at that time.

#### **4.1.3.3. 1989 Master Plan of Metropolitan Municipality**

The establishment of new district municipalities between 1970-1984 played an important role in the demand preferences of squatters. Previously, the development of gecekondu or unlicensed dwellings was on public land located in the surrounding

municipal boundaries due to lack of control mechanism. After the 1980s, the development of illegal housing spread beyond planned areas in those municipalities.

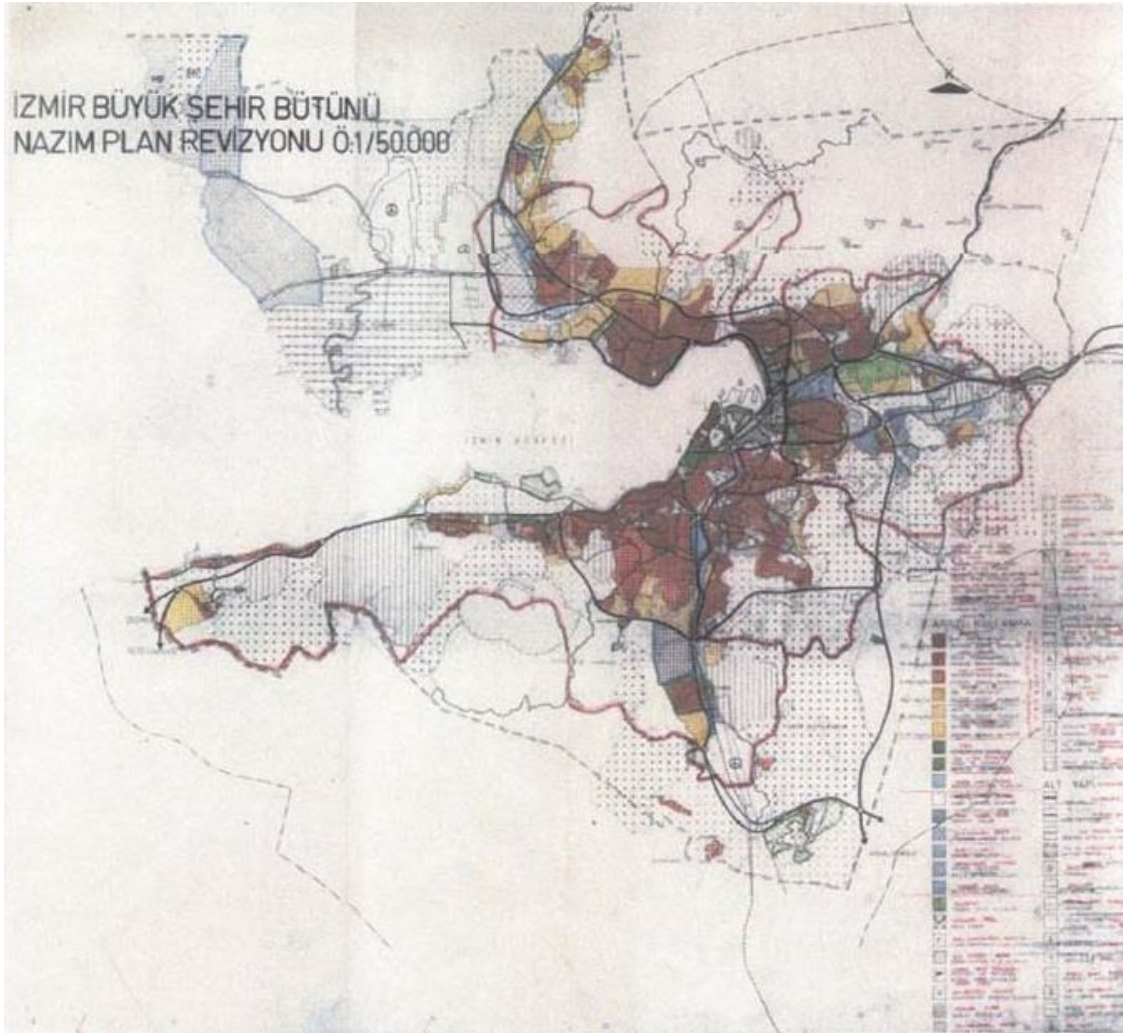


Figure 5. The Master Plan of Metropolitan Municipality, 1989

(Source: Kaya, 2012)

#### **4.1.3.4. 2009 Plan of İzmir Metropolitan Municipality**

With 2000s urban transformation basis shifted from intervention to the illegal housing to intervention to disaster risk areas. The areas that are developed with zoning improvement plans and *gecekondu*s throughout the city have been identified as rehabilitation and renewal areas in the plan. In this context, plan decisions have been established, and rehabilitation and renewal areas that are developed with the squatter development plans in the past in the whole city have been determined.

As to plan report in order to create healthy and safe urban spaces, "Improvement and Renewal Program Areas" of 3265 hectares have been determined within the metropolitan area boundary. Furthermore, 1063 hectares of area in Altındağ-Çamdibi, Yeni Girne, Yeşildere, which has been renovated but not developed in the 1990s, have the characteristics of renewal area. Approximately 4310 hectares of the 9525,6 hectares residential area and 11102.8 hectares of urban settlement area, which has largely completed its structuring, have been developed as a result of squatter and zoning amnesties. The program areas, which are composed of fragmented ownership pattern and low-quality living areas, constitute 13.7% of the common urban use and 39% of the residential areas in the central city (IKBNIP, 2009).

Table 10. Neighbourhoods in renewal program districts

<b>Programme Area</b>	<b>Neighbourhoods</b>
<b>1.</b>	Cennetçeşme, Salih Omurtak, Bahriye Üçok, Limontepe, Ali Fuat Erden, Umut, Gazi, Özgür, Yüzbaşı Şerafettin, Yurtoğlu, Uzundere, Devrim, Abdi İpekçi, İhsan Alyanak, Peker, Emrez,Aktepe, Kibar, Günaltay, Barış Selvili, Yunus Emre, Aydın
<b>2.</b>	Bayraklı, Alparslan, Çiçek, Fuat Edip Baksı, Cengizhan, M.Erener, R.Şevket, İnce, Çay
<b>3.</b>	Emek, Gümüşpala, Yamanlar, Orgeneral Nafiz Gürman, Onur
<b>4.</b>	Aziziye, Duatepe, 1. Kadriye, 2. Kadriye, Hasan Özdemir, 19 Mayıs, Çimentepe, Kocatepe, Zafertepe
<b>5.</b>	Şirintepe, Güzeltepe, Köyiçi
<b>6.</b>	Mevlana, Doğanlar
<b>7.</b>	Hürriyet, İnkilap, Osman Aksuner, Aşık Veysel, Akıncılar, Seyhan, Göksu, İnönü, Binbaşı Reşatbey
<b>8.</b>	Adalet ,Mansuroğlu
<b>9.</b>	Atatürk, 2. İnönü
<b>10.</b>	Gültepe, 26 Ağustos, Ulubatlı, Mehmet Akif, Saygı
<b>11-12-13</b>	Asarlık
<b>14-15</b>	Menemen

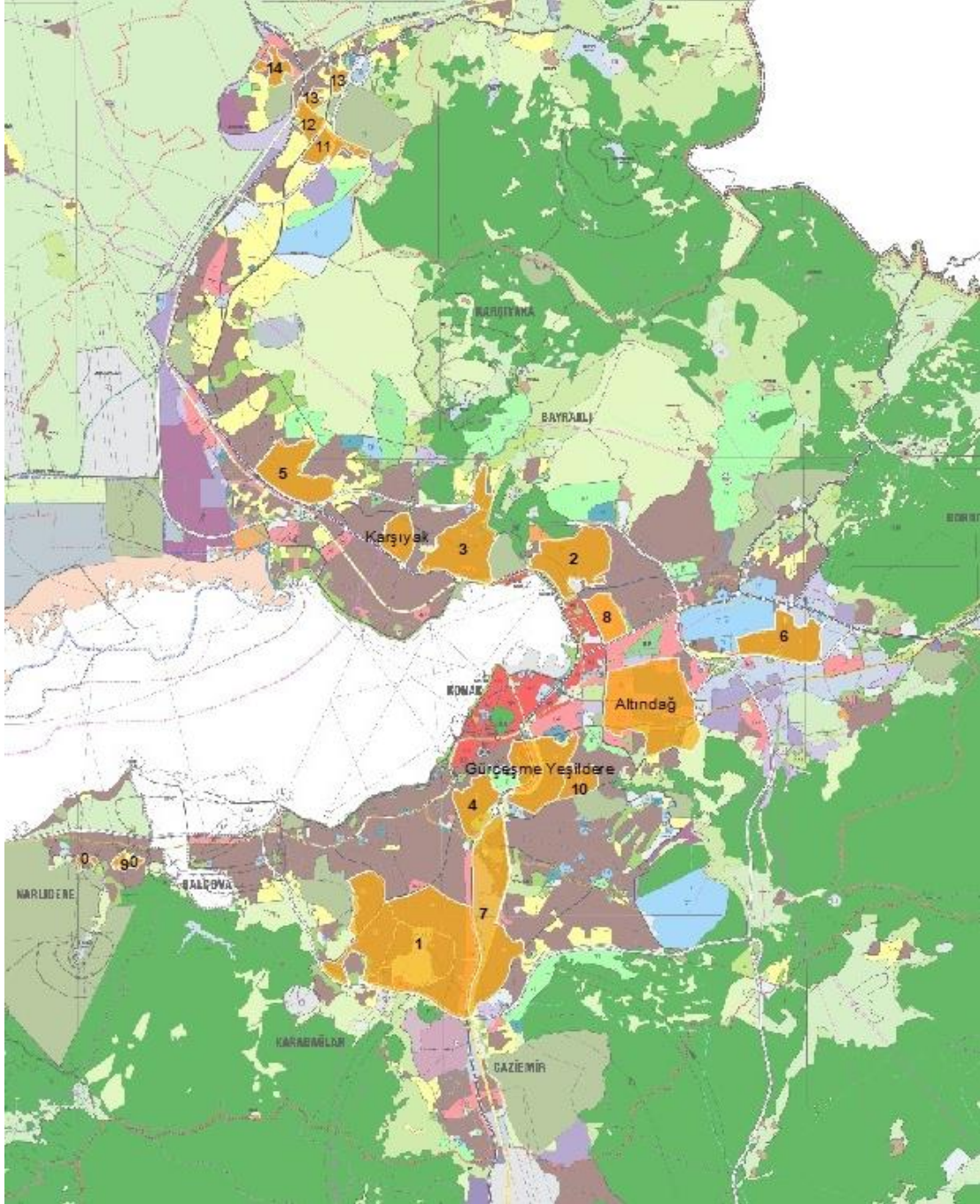


Figure 6. Master Plan of İzmir Metropolitan Municipality, 2009  
 (The areas illustrated by the writer from 2009 İKNİP plan report.)

In the plan report, rehabilitation/renewal areas identified as “low qualified living areas”. The role of them is creating quality areas, technical infrastructure possibilities and improving life standards in the city center. Common planning decision for all program areas is that; renewal area boundaries can be changed and integrated into lower scale development plans, applications can be made in stages and new areas can be determined if necessary. Similar processes to address the solution of problems such as unhealthy,

insecure and inadequate living standards in these areas, have been described in general terms.

Table 11. Plan Decisions of Determined Improvement and Renewal Program Areas

(Prepared by the writer from 2009 IKNIP plan report.)

Area no/ District	Number of Nbhd.	Area (ha)	Number of Building	Number of Dwelling	2009 Population	2009 Planned Population
<b>No.1 Karabağlar, Gaziemir</b>	22	1124,8	28920	58232	149797	236047
<b>Plan Decision</b>	The area to be rehabilitated in accordance with the geological and structural data by maintaining the use of land in the residential area (public-oriented: organization of private entrepreneurs with user and property owners)					
<b>No. 2 Bayraklı</b>	9	315,8	16694	38055	86491	122868
<b>Plan Decision</b>	Housing areas that will be developed in terms of transportation, social and technical infrastructure due to reasons such as property pattern, saturation of the structuring.					
<b>No. 3 Bayraklı</b>	6	350,7	6084	13573	72213	78030
<b>Plan Decision</b>	The area to be rehabilitated in accordance with the geological and structural data by maintaining the use of land in the residential area. (public-oriented: organization of private entrepreneurs with user and property owners)					
<b>No. 4 Konak, Buca</b>	9	161,3	11503	22306	40064	35829
<b>Plan Decision</b>	The properties of potential which will be created by recipient regulations between Ballıkuyu-Kadifekale-Yeşildere will be supported by internal life corridors improving the textile inquiries that can be created in the environmental areas.					
<b>No. 5 Çiğli</b>	3	255,6	4426	6934	17031	28485
<b>Plan Decision</b>	The area to be rehabilitated in accordance with the geological and structural data by maintaining the use of land in the residential area. (public-oriented: organization of private entrepreneurs with user and property owners)					
<b>No. 6 Bornova</b>	2	245,5	5111	11330	24559	582339
<b>Plan Decision</b>	The area to be rehabilitated in accordance with the geological and structural data by maintaining the use of land in the residential area. (public-oriented: organization of private entrepreneurs with user and property owners)					
<b>No. 7 Buca</b>	9	495,7	15391	39670	58471	71797
<b>Plan Decision</b>	The areas of the central city, which will transform to the services role, under the potentials of the urban infrastructure and trends. (CBD and subcentre)					
<b>No. 8 Bayraklı</b>	2	106,4	2450	6393	33399	-
<b>Plan Decision</b>	Areas to transform on with the new city center plan decisions. (CBD)					
<b>No. 9 Narlıdere</b>	2	23,5	1301	1722	9862	-
<b>No. 10 Konak</b>	6	81,1	5157	11517	20365	22005
<b>No. 11-12- 13-14 Menemen/ Asarlık</b>		193,3				

## 4.2. Urban Transformation in İzmir

The determination of the scope of urban transformation is at the discretion of the administrations. This authority must be exercised in accordance with the rules of laws. The urban transformation aims to transform, renew and regenerate certain urban areas for certain purposes. Any private or public property in the city could be the subject of this renewal via urban plans, urban transformation and design projects. Therefore, in this study the scope of urban renewal is considered as the renewal projects in İzmir city as a whole, with urban transformation projects, plan studies and urban design projects that cause transformation in the city.

Studies on urban renewal in İzmir have started in 1990s with the 1989 Master Plan. İzmir has exercised rapid urbanization in rather short time period due to development of dense migration and illegal housing. Squatter areas shaped by migration and located on the city periphery are identified as the program areas indicated in the 2009 Master Plan, particularly in the central city's south, west and north axes (Bal, 2008). Because the city is located in the first-degree earthquake zone as well as has the squatter areas surrounded city periphery which creates a barrier for urban development and also cause vulnerably and low-quality living environment. In other words, considering the high risks bear the Izmir due to the natural conditions, and also physical and structural features of the building stock, urban transformation became inevitable in İzmir.

As a means of transformation of İzmir, making structural interventions due to their quality or safety can be considered. A structure, regardless of whether it is within the risky area or not, can be labelled as "risky structure" if it completed its economic life or carried serious damage risk. In October 2017, 13465 structures in province, consisting of 32008 independent units, were approved as risky buildings in the province and 10734 of these buildings were demolished by the related municipality (İzmir Çevre ve Şehircilik İl Müdürlüğü, 2017). When the number of applications according to districts is examined, it is seen that the highest number of applications is in Karşıyaka (2943), Buca (2977), Karabağlar (1280), Bayraklı (1135), Konak (944), Bornova (861) districts respectively (Zengin Çelik & Çilingir, 2017). However, an important part of the urban transformation activities in İzmir constitutes the spatial renewal works that carried out areal interventions in addition to structural interventions. These studies are carried out through the transformation of the built environment in unhealthy urban areas and constitute the main

backbone of the study. In case an area carries the risk of loss of life and property in terms of the structure quality or the soil structure, it can be determined as a “Risky Area” through the decision of the Council of Ministers that following the offer of the ministry or administrations, with taking opinion of Prime Ministry Disaster and Emergency Management Presidency.

Within the context of this study, we will focus on those area-based studies. Additionally, project or plan-based interventions that cause functional, identical, and physical changes throughout the city will be discussed in the context of its impact on the city's transformation. In this regard, urban transformation and renewal projects which declared within the scope of 5373 and 6306 No. Laws, after 2009 Master Plan.

According to the 1/25000 scale İzmir Urban Area Master Plan report, improvement and renewal program areas have been identified for the purpose of creating healthy and safe urban spaces. 5393 amended by Law No. 5998. A total of 4420 hectares, including 918,16 hectares of areas within the scope of Law No. 6306 and 305,5 hectares of area within the scope of Article 73 of the Law No. 5393 have been declared as “Risky Area/ Urban Transformation and Improvement Area”. These areas are located in Konak, Karabağlar, Karşıyaka, Bornova, Gaziemir, Buca, Çiğli, Menemen and Asarlık districts including 95 neighbourhoods. The geographical extent of the transformation areas, which are determined primarily in the central city, has been expanded later to Torbalı, Kemalpaşa and Bayındır districts by the municipality and the ministry. Because this study focuses only on the urban transformation areas within the borders of İzmir metropolitan city.

Figure 7 shows the all urban areas that became foreground with transformation concept. Current and completed project areas of the İzmir Metropolitan Municipality; declared disaster risky areas by the Ministry; proposed risky areas by offered local municipalities (Karşıyaka and Buca); moreover, the projects areas which have effect of renewal, conservation and transformation of the city are shown as a whole. In first sight it can be said that urban renewal areas are separated all over the city. Especially in early settlements in Konak and Karabağlar, and new development on the north axis project studies is become dense. Although project number that conducted by the municipality is higher than municipality's, responsibility of 78% of the renewal areas belongs to the Ministry. All data used on the map is provided from the electronic data of Municipality and the Ministry.



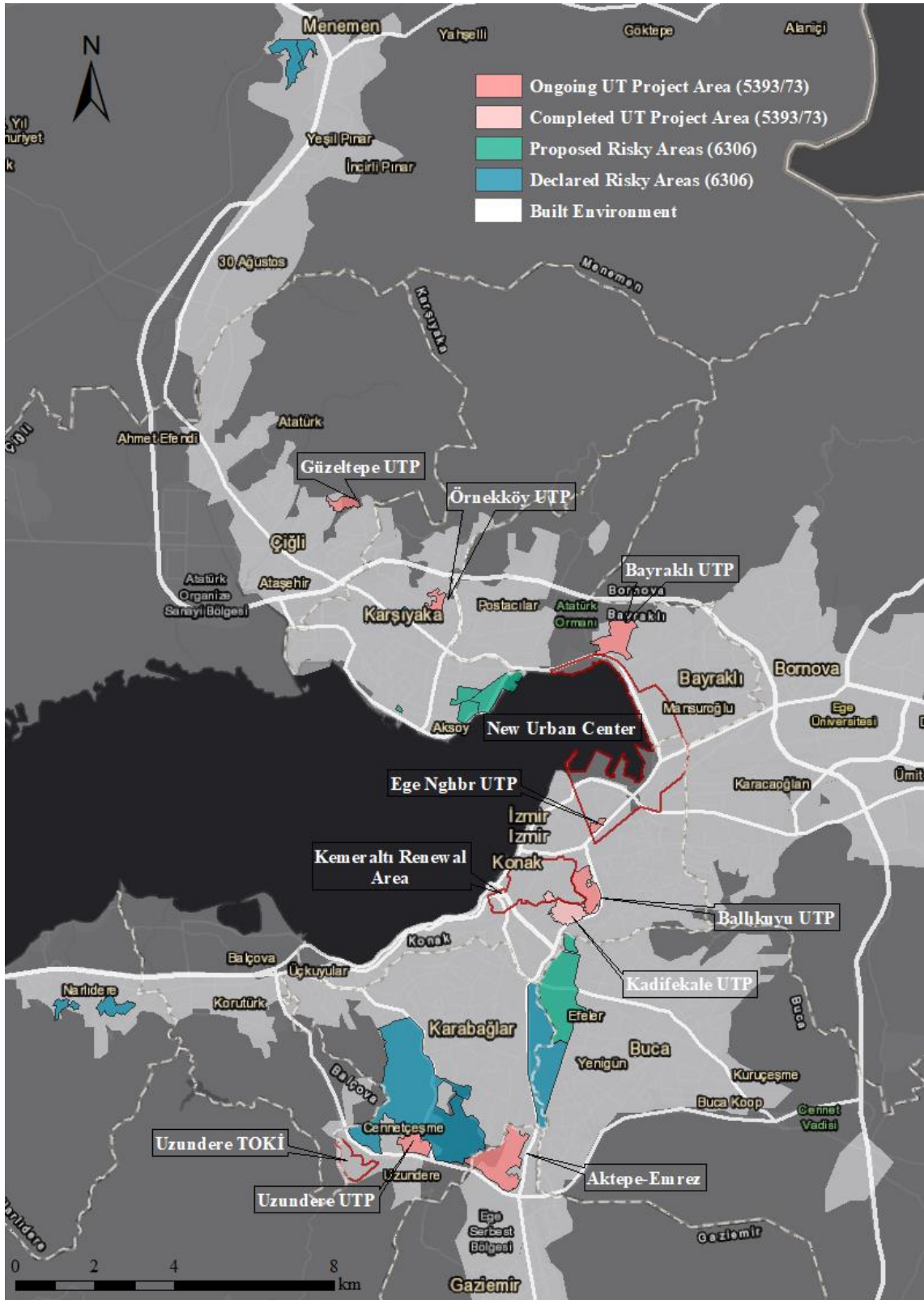


Figure 7. Urban renewal areas in İzmir central district

The first studies to determine the urban transformation areas in İzmir were initiated by the municipality, in 2006, and the issue was tried to be solved with the decisions of the Environmental Plan (1/25000) prepared by the İzmir Metropolitan Municipality. The proposed improvement and renewal program areas have been declared in this plan as urban transformation area in between the years 2010-2016, according to the Law no. 5393/73. The other urban transformation areas were detected in accord with the Law no. 6306 in İzmir. These program areas are divided into two, which are first “Urban Renewal Projects to Disaster Risk Reduction” (*Afet Riski Altındaki Alanların Yenilemesi*) and “Urban Transformation and Improvement Projects” (*Kentsel Dönüşüm ve Gelişim Projesi*) to realize in-situ transformation which will be done by the İzmir Metropolitan Municipality. Within the boundaries of the metropolitan area, there are 8 transformation projects by the Metropolitan Municipality, based on 5393/73 no Law. In total 354 hectares area where 113,894 people live, has been studied with 100% reconciliation and in situ transformation approach. The only completed transformation project is "Kadifekale and Yeşildere Urban Renewal Project" in the Konak district. The other 7 projects still on-going.

Table 12. Urban Improvement and Renewal Project Areas Under the Law 5393/73

District	Neighbourhood	Declaration Date	Area (ha)	Population/ Number of Units to Be Demolished	Project Implementer
Konak	Kadifekale- Yeşildere	31.03.1978 16.11.1981 04.05.1998 21.07.2003	46	20000/ 2300	İzmir Metropolitan Municipality, Konak Municipality, TOKİ
Gaziemir	Aktepe, Emrez	05.08.2012	121.8	16000/ 4400	İzmir Metropolitan Municipality
Karabağlar	Uzundere	09.09.2012	31.5	5500/ 1400	İzmir Metropolitan Municipality
Konak	Akarcalı, Ballıkuyu, Kosova, Yeşildere, Kocakapı	10.10.2012	48	35500/ 11275	İzmir Metropolitan Municipality
Karşıyaka	Örnekköy	10.10.2012	17.9	6000/ 1600	İzmir Metropolitan Municipality, Karşıyaka Municipality

(cont. on next page)

Table 12. (Cont.)

Bayraklı	Alparslan, Cengizhan, Fuat Edip Baksı	Ministry of Interior approved	60	17470/ 8000	İzmir Metropolitan Municipality
Konak	Ege Mahallesi	13.03.2013	7	3500/ 1650	İzmir Metropolitan Municipality
Çiğli	Güzeltepe	17.70.2016	21	-	İzmir Metropolitan Municipality

Table 13. Declared and Proposed Risky Areas in Izmir Under Law no. 6306

District	Neighbourhoods	Declaration Date	Area (ha)	Population	Number of Units to be Demolished
Karabağlar	Cennetçeşme, Salih Omurtah, Bahriye Üçok, Limontepe, Alifuat Erdem, Umut, Gazi, Özgür, Yüzbaşı Şerafettin, Devrim	31.13.2012	540	53500	17000
Menemen	Seydinasrullah, Zafer, Esatpaşa, Tülbentli, Kazımpaşa, Gaybi and Ahıdır	05.05.2013	62	6550	2866
Narlidere	2. İnönü, Atatürk, Çatalkaya, Narlı	25.06.2013	43	6700	5494
Karşıyaka	Cumhuriyet	06.09.2013	2.59	400	99
Karabağlar-Buca	Aşık Veysel, Osman Aksüner, Aydın, Seyhan	25.07.2015	191	8500	5377
<b>Proposed Areas</b>					
Buca	Hürriyet, İnkılap, Akıncılar	18/09/2013	160		
Buca	Çaldıran	18/09/2013	17,5		
Karşıyaka	Bostanlı	02/08/2013	0,52		
Karşıyaka	Alaybey, Tersane, Tuna, Donanmacı, Bahariye, Bahriye Üçok	17/07/2014	93		

#### 4.2.1. Konak District

Konak district is in the center of the city; there are variety of functions such as, business areas, historical conservation areas, residual areas. The district has an important place in Izmir in terms of both urban master plans and urban regeneration projects planned and implemented.

Table 14. Characteristics of transformation areas in Konak

	<b>Kemeraltı</b>	<b>Kadifekale</b>	<b>Ballıkuyu</b>	<b>Ege</b>
<b>Legal Basis</b>	5366	5393	5393	5393
<b>Geographical, Physical and Social Features</b>	Near the coastal line, Historical, Natural and Archeological Conservation area	Landslide threatened sloping land, Squatter development, Low income households from various ethnicity	Landslide threatened sloping land, Squatter development, Unhealthy urban environment, Poor structure quality, Low-income worker group, mostly roman citizens	Near the port, Squatter development, Unhealthy urban environment, Poor structure quality, Low-income worker group, mostly roman citizens
<b>Transformation Strategy</b>	Conservation, Regeneration, Refunctioning, Renewal	Transformation, Refunctioning	In situ transformation, Improving environmental quality	In situ transformation, Improving environmental quality
<b>Responsible Bodies</b>	Konak Municipality, İzmir Metropolitan Municipality	TOKİ, Konak M., İzmir Metropolitan M.	İzmir Metropolitan M.	İzmir Metropolitan M.
<b>Current Situation</b>	Area became new-functioned with completed implementation; ad-hoc minor implementation is progressing.	The household moved to mass houses in Uzundere; recreation of cleared area is continuing.	Urban design project is done; agreement process is in progress.	Urban and architectural design works are done, negotiation process is in progress.



Figure 9. Urban transformation in Konak district

In Konak region, it is proposed that 210 hectares of Kemeraltı and its surroundings including 1<sup>st</sup> and 2<sup>nd</sup> degree archaeological sites, natural sites, urban sites and 3<sup>rd</sup> degree archaeological sites will be designated as "renewal area" (Figure 9). In January 2007, it was approved by the Ministry by being approved by the decision of Konak Municipality Council and İzmir Metropolitan Municipality Council. In 2008, local authorities started an urban regeneration process for the historic axis of Kadifekale, Roma Road, Antique Theatre, Agora and the historic city centre, Kemeraltı. The aim is here to rehabilitate Kemeraltı and surroundings by conservation of historic urban fabric and development of new functions. İzmir Metropolitan Municipality opened a design competition for Kemeraltı upper layer cover coating (Selvitopu, 2007).

Figure 10 shows the archaeological sites in Kemeraltı district (dark green is 1<sup>st</sup> degree; light green is 2<sup>nd</sup> degree), archaeological and urban sites in Kemeraltı (light yellow is 3<sup>rd</sup> degree), historical site area in Konak center (dark yellow), urban site in Konak Pier (pink), natural site area (brown) and Kordon historical site (blue). Because the district is one of the oldest settlements and conserved somehow today, it has great importance for city identity.



Figure 10. Konak District and Surrounding Renewal Area Conservation Areas

(Source: Selvitopu, 2007)

Due to the danger of landslide Kadifekale was declared as a disaster area by the decision of the Council of Ministers in 1978 and cabinet decision has been renewed in the years 1981, 1998 and 2003.

#### 4.2.1.1. Kadifekale and Yeşildere Urban Renewal Project

Izmir Metropolitan Municipality decided to transform 46 hectares of land by expropriation in 2006. This 46-hectare area is composed of 42 hectares of the Kadifekale project area, 2 hectares of the Yeşildere project area and 2 hectares of the Gürçeşme project area. The number of buildings to be demolished is 2241 and the number of people to be affected is 22,500 in these three projects. As a result of the demolition of squatter houses within the scope of urban transformation studies in Kadifekale, approximately 13000 trees and 12000 bushes were planted in an area of 44 hectares. Within the scope of the project "Landscaping and Afforestation" which is planned to be implemented, recreational elements such as landscaping arrangements, walkways, afforestation will also take place.

The transformation of Kadifekale region has great importance in terms of urban transformation practices in Turkey. Because Turkey is a developing country with disaster

risk, the transformation applications caused disaster risk has priority among all transformation projects. Therefore, the project became one of the important application instances for transforming areas under disaster risk (Bal, 2008). It is planned to construct approximately 46 hectares of recreation area in the area to be evacuated due to landslides.

In the scope of the project, a new residential area was planned in Uzundere district, that locates near Aydın-Çeşme highway, to relocate Kadifekale inhabitants. Some of the former residents of Kadifekale had moved to Uzundere TOKİ apartment buildings and started to live there. The project aimed to prevent the development of squatters in Uzundere region. While 70% of the produced houses were given to the right-holders; 30% was reserved for future urban transformation projects. As to interviews of Bal (2008), while Kadifekale has acquired a new spatial identity, it is obvious that individuals are not glad to relocate to Uzundere. The new apartment units were sold monthly, but most households were unable to afford them. Unlike Kadifekale, Uzundere is also far from the town centre and the people lost their jobs that were mostly in Konak.

The project is considered to be successful in terms of cleaning of the squatter area in an important historical area of the city and proposing a city park instead. However, the relocation decision is open to discussion in terms of its location choice and design features of the new residential area (Mutlu, 2009; Bal, 2008; Karadağ & Miroğlu, 2014).

#### **4.2.1.2. Ballıkuyu Urban Renewal Project**

The area is located in the continuation of 44 hectares urban forest. The urban transformation project, planned to be implemented on an area of 48 hectares covers the neighborhoods of Ballıkuyu, Akarcalı, Kosova, Kocakapı and Yeşildere. There were 3600 buildings in the area and the Metropolitan Municipality of İzmir evacuated 35,000 inhabitants because of the region's exposure to disaster.

Within the scope of the project, 9 different apartment types were designed ranging in size from 35 square meters to 145 square meters. The apartments will be 1+1, 2+1 and 3+1. The project includes social facilities such as market place, health facility, school, religious facility, municipal service area and kindergarten and green areas such as children's playground and park; and aimed at increasing the life quality of Ballıkuyu Street. Underground parking lots, safe pedestrian and vehicle roads and open spaces also are designed in the project (Figure 11).



Figure 11. Ballıkuyu transformation area and project

(Source: insaatderyasi.com, 2017)

#### **4.2.1.3. Ege Neighbourhood Urban Renewal Project**

Ege neighborhood is one of the first and important squatter areas in İzmir which has great significance because of its location closeness to the Alsancak port, which is an important prestige area in the city. Despite this potential, it has physical, social and environmental problems that originated from the low socio-economic conditions and unhealthy housing texture. Therefore, physical and social transformation is necessary and urgent in there.

The project area located 7 hectares area inside the New Urban Centre backyard of the Alsancak Port, bounded by Melez stream on the east and Izban Railway on the west. There are 809 independent units in 572 buildings and approximately 3800 people reside in the project area. Due to the settlement characteristics of the region, infrastructural and social reinforcement deficiencies and the need for physical and social improvement have occurred.





Figure 12. Ege Neighbourhood transformation area and project  
(Source: Izmir Metropolitan Municipality, 2017)

The project aimed to develop participatory process management with public meetings by regulated by the Metropolitan Municipality. As to project, courtyard houses will be produced between 31 sqm and 114 sqm according to existing usage. Workplaces designed between the range of 15 sqm and 74 sqm on the ground floors of dwellings and for the service area of the municipality. Parking areas designed in the basements of dwellings. A culture centre will be designed on the square. Aya Yani Ligaria Church which demolished fire will be reconstructed and functioned. The project prepared in accord with the demands and expectations of local people who live in the project site; however, the project still in the negotiation phase and progressing very slowly.

In-situ transformation adopted in transformation area. The reconciliation negotiations started by the Metropolitan Municipality with the sharing of public opinion and the preparations for the project's first phase were completed. A tender was opened in

September 2018 for the first stage of the project where deed transfers are completed. Taking into consideration the social situation, spatial elements, property structure, high-scale plans, current zoning plans and the current situation, it is aimed to ensure on-site transformation reflecting the cultural richness and colour of the people of the region in the project. The municipality will start the construction with the construction of high-rise buildings where reconciles with the beneficiaries and receives the title deeds. In the first stage, two blocks of 8 and 9 storeys will be built on the land owned by the municipality.

#### 4.2.2. Karabağlar, Buca and Gaziemir Districts

Prevention zones and development plans of squatter areas have been determinative of the physical development and spatial organization in Karabağlar. It is aimed to ensure the transformation of the region in line with the development plans prepared for the legalization of irregular housing areas. Almost all rehabilitation plans made were not based on the upper scale plan decisions covering the whole city or any master plan. For these reasons, adequate urban and social infrastructure could not be provided and liveable, healthy urban environments could not be supported in the region. Therefore, the district became a transformation-needed area today.

Table 15. Characteristics of transformation areas in Karabağlar, Buca and Gaziemir

	<b>Karabağlar</b>	<b>Karabağlar-Buca</b>	<b>Aktepe-Emrez</b>	<b>Uzundere</b>
<b>Legal Basis</b>	6306	6306	5393	5393
<b>Geographical, Physical and Social Features</b>	Disaster risk, Squatter development, Poor structure quality, Unhealthy urban environment,	Disaster risk, Squatter development, Poor structure quality, Unhealthy urban environment,	Sloped area among mass houses, Poor structure quality, Low income worker group, Spatially biggest UT area	Sloped area near highway,
<b>Transformation Strategy</b>	Reconstruction with urgent expropriation	Reconstruction with urgent expropriation	In situ transformation, Improving environmental quality, Renewal, Refunctioning	In situ transformation, Improving environmental quality, Renewal, Refunctioning

(cont. on next page)

Table 15. (Cont.)

<b>Responsible Bodies</b>	Ministry of Environmental and Urbanism, Karabağlar M.,	Ministry of Environmental and Urbanism, Karabağlar M., Buca M.	İzmir Metropolitan M.	TOKİ, İzmir Metropolitan M.
<b>Current Situation</b>	Staging process completed; several mast urban design projects are ongoing	The plan Works in Karabağlar is ongoing; in Buca is havent started yet.	Urban design project work done; implementation haven't started yet.	Urban design and architectural projects completed; the meetings will begin with the right owners.

There are two areas that declared within scope of 6306 No. Law in different times. Authority Ministry of Environment and Urbanization Date of Declaration 540 hectares area in Karabağlar region declared as urban transformation area in December, 2012. The region all or some parts of Abdi İpekçi, Ali Fuat Erden, Bahriye Üçok, Cennetçeşme, Devrim, Gazi, İhsan Alyanak, Limontepe, Özgür, Peker, Salih Omurtak, Umut, Uzundere, Yurdoğlu, Yüzbaşı Şerafettin neighbourhoods. The population of the area is 53 500 and there are 17000 houses within area boundary. The 1/5000 scale Master Plan and 1/1000 Implementation Plan were approved by the Ministry on 7th December, 2017. According to the approved development plans, the zoning application in accordance with Article 18 of the Zoning Law No. 3194. The objections to zoning applications were rejected and finalized. The Urban Design Projects prepared for private parcels were approved by the Ministry and the zoning license was granted by İzmir Provincial Directorate.

187 hectares area which locates boundary of Karabağlar and Buca District declared as renewal area in 27<sup>th</sup> of July 2013. 101 hectares area in Osman Aksüner and Aşık Veysel neighborhoods where locates next to Buca district declared as renewal area in 27<sup>th</sup> of July 2013. As to the geological and geotechnical survey reports the proposed risky area was prepared by the General Directorate of Spatial Planning; approved by the Ministry on 11<sup>th</sup> of December 2012. According to the topographical and geological survey of the site, it was determined that the soil structure was suitable for settlement. The area covers Aydın and Seyhan neighbourhoods within the boundary of Buca Municipality. Due to the unhealthy housing above ground, the area has been subject to transformation because of earthquake risk. The geological survey studies of the area and the construction of the existing maps have been completed and the planning works are still continuing.

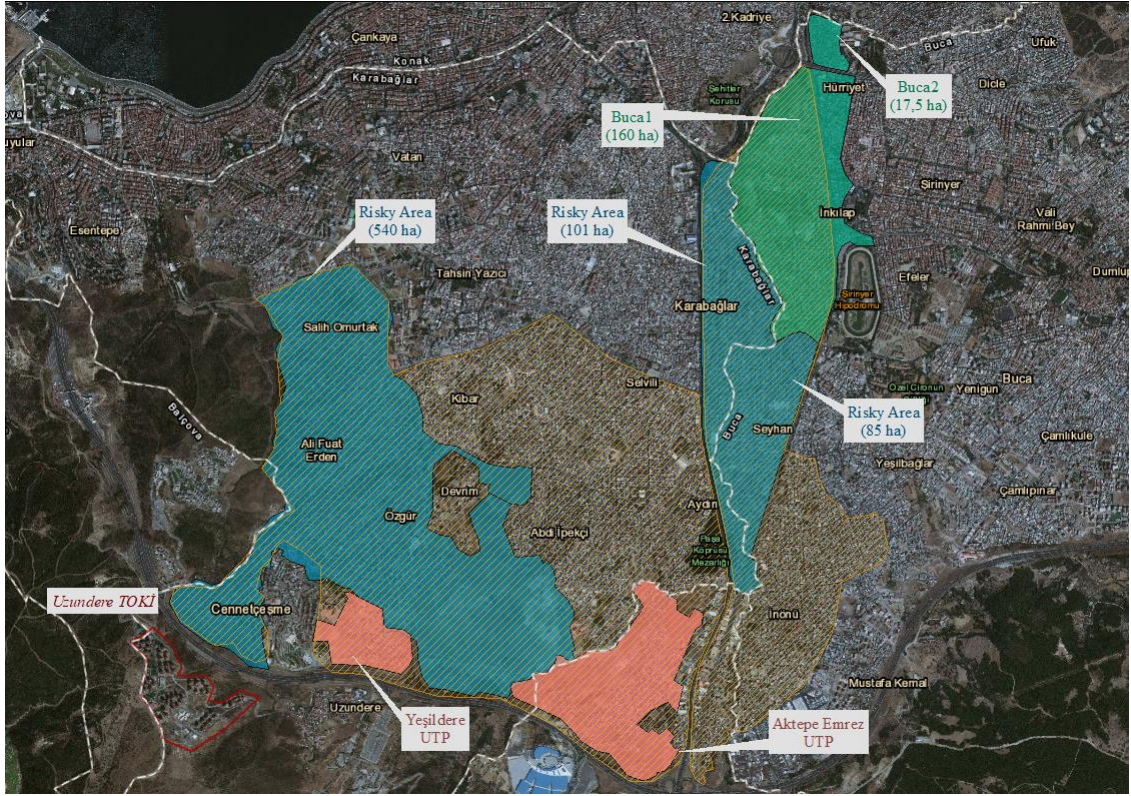


Figure 13. Urban renewal areas in Karabağlar district

#### 4.2.2.1. Aktepe- Emrez Urban Renewal Project

Aktepe-Emrez region was approved as as Urban Transformation and Development Project Area by the Izmir Metropolitan Municipality Council (14.3.2011) with the decision of the Council of Ministers. There are 4458 independent building units in the 122-hectare project area and the population is approximately 180000 people. The site studies have been completed and “Urban Design and Architectural Idea Project Competition” regulated to design the area. Doing implementation as to urban design project aimed and master plan studies completed as to these urban design decisions.

There are 1836 buildings, 4966 independent units and 2820 rights holders in the Aktepe and Emrez neighborhoods with poor access to the environment, and poor social facilities and technical infrastructure.



Figure 14. Aktepe-Emrez Neighbourhood transformation area and project

(Source: Izmir Metropolitan Municipality, 2017)

Aktepe-Emrez urban transformation project is based on "on-site transformation and reconciliation" as in other urban transformation areas under the authority of İzmir Metropolitan Municipality. At this point, it is aimed to conduct the interviews with the right holders in the communication offices.

Besides, for the first time, in the areas, which have been taken over by the Treasury of Izmir and become the property of Izmir Metropolitan Municipality, producing approximately 700 houses is aimed in order to be presented to the right-holders in the vacant lots in the first stage (İzmir Gazetesi, 2019).

#### **4.2.2.2. Uzundere Urban Renewal Project**

The transformation area in the Uzundere district is located on the periphery of the city, near Uzundere Valley, on the borders of Karabağlar and Gaziemir districts, facing the Çeşme-Aydın Motorway. Uzundere urban transformation project aims to support the north-south axis development, which is also mentioned in the 1/25000 scale Izmir Urban Area Master Plan Revision and to ensure the controlled progress of urban development.

The target population of Uzundere Renewal Project the current squatter houses would be upgraded to solve the problems of basic infrastructure such as water and sanitation, the danger of floods, the poor quality of self-built squatter houses.

The aim of the project is the elimination of the squatter houses and transforming their present illegal situation arising from settling in an unplanned area, and their unsolved ownership trouble.

There are 497 buildings, 1 170 independent units in an area of 32 hectares covering part of the districts of Uzundere and Yurtoğlu in Karabağlar district and approximately 6000 residents.

The studies began to identify the present situation. Meetings with the right holders were carried to let them know about the project, and right holders had their expectations heard. Next, the studies about the urban design and architectural projects will be completed, and the meetings will begin with the right owners.

In the project the dwellings designed six different types of flat blocks as 2+1 and 3+1 with. The central heating system will be used for energy efficiency, and modern facades will be designed to provide sunlight control. All infrastructure will be renewed. Vehicle roads and parking areas as well as recreation areas, parks and playgrounds will be designed. The open and green spaces will occupy 21% of the whole area. Figure 14 shows the urban transformation and development area and the designed apartment blocks after the transformation in Uzundere.

Figure 15 that contains the existing visual from the land and the urban design project shows the storey number in the area is planned higher.



Figure 15. Uzundere transformation area and project  
(Source: İzmir Metropolitan Municipality, 2017)

Although it is aimed to establish a healthier living area and a strong social and technical infrastructure based on the existing zoning plan, the project is in the stage of negotiation. In the current state, the first phase of the project is under construction residential and trade functions designated as mixed use.

The project was built on a 499 425 square meter area owned by TOKİ and was completed in four stages with the partnership of construction companies. Because the location of the project is advantageous, the potential of the area became significant that provides easy access to facilitates and to the inner and other peripheral centers. In the vicinity of the area, the Uzundere Recreation Area, Uzundere City Renewal Zone, and the Olympic Village are under the authority of the Konak Municipality; The new fairground is located in the competence of İzmir Metropolitan Municipality. Besides the area has some other potentials in terms of climate and topography. There is a cool weather in summertime and İzmir Gulf view can visible from the area.

The government encourages urban expansion to Uzundere by planning new residential area in the peripheral areas of the city. 70% of the houses produced in the project were given to the right holders living in the landslide area in Kadifekale. 30% was reserved for future urban transformation projects and then used in Bayraklı and Buca transformation projects. The density conflict seen in terms of urban texture between Kadifekale region and Uzundere mass housing area has solved the rise of building height.

In Uzundere relocation area, the mass housing blocks have been designed with open spaces and multi-story building blocks that raised at the site higher than the proposal of the plan.

### 4.2.3. Bayraklı District

Bayraklı has been migration-receiving area concentrated in the 1950s due to being earliest settlement (Symrina) of İzmir. According to Turkstat data, in 2013, 77% of the inhabitants of the district registered other than İzmir as birthplace (Bayraklı Belediyesi, 2015). In parallel with the urbanization dynamics of that period, it emerged as a squatter area in the first place and developed with the other shanty neighbourhoods added later in the urban development process, it has become an area where we can observe problematic growth of squatter and urbanization. Bayraklı has the highest number of migrations among all metropolitan districts. The projected population of the region is 393,098 for the year 2030. Determined renewal area is the second biggest one among ongoing project areas. Besides this specific squatter area, a mass transformation process is carried out in Bayraklı region where reshaping with high-rise constructions in different uses. This process here goes beyond the liquidation of slums, it is a more complex and large-scale transformation process that targets economic and physical transformation affecting the entire region and even the whole city. Consequently, the holistic point of view gains much more importance to this unique region. Therefore, discussing both transformation in central business district and transformation in squatter area should necessary for Bayraklı.

Table 16. Characteristics of transformation areas in Bayraklı

	<b>New Urban Center</b>	<b>Bayraklı UTP</b>
<b>Legal Basis</b>	Master Plan of Bayraklı	5393
<b>Geographical, Physical and Social Features</b>	New CBD	Sloped area among mass houses, Poor structure quality, Low income worker group,
<b>Transformation Strategy</b>	Refunctioning, Renewal	In situ transformation, Improving environmental quality Renewal, Refunctioning
<b>Responsible Bodies</b>	İzmir Metropolitan M., Karşıyaka M.	İzmir Metropolitan M.
<b>Current Situation</b>	High-rise business towers constructed and continuing to construct.	Urban design Project is ready, demolishing process started in negotiated areas.





Figure 16. Urban transformation in Bayraklı district

The central business district located in a valuable land, in the middle of the İzmir Gulf coast. Due to its geographic location, the transformation implementations are affecting the whole city. The highly problematic part of this transformation is the connection between the central business district and the Bayraklı shore. The urban transformation area of Bayraklı cannot be thought apart from the center of Bayraklı. The CBD area consists of a vast part of Bayraklı and it cannot be transformed without solving the squatter problem of the area (Çelebi, 2018).

Recently, the previous master plans of the 6 neighborhoods, which were made in the 1980s, revised by the Municipality of Bayraklı. Because development plans got old and illegal housing texture existing construction plan revision including for Org. Nafiz Gürman, Yamanlar, Soğukkuyu, Postacı, Onur and Körfez Neighborhoods has been prepared by Bayraklı Municipality. Within the scope of the study carried out in an area of 600 hectares, small parcels were brought together and transformed into structure islands with granted permission to build new houses to 10-storey building. Construction areas are expected to increase by up to 30% in accordance with the construction conditions and the regulations in force on the proposed construction island zones. Within the scope of the zoning plan, it is stated that by the Mayor of Bayraklı Municipality there



this characteristic and in this sense it has been a starting point for transformation of the region. This region, which is the only planned area in the region, disintegrated from the rest with its infrastructure and superstructure quality. The aim is to spread a healthy urban environment in other districts in the territory. The primary area of application for the urban transformation project is the Fuat Edip Baksı neighbourhood, which is next to the mass housing.



Figure 18. Bayraklı urban transformation area and project

(Source: İzmir Metropolitan Municipality, 2017)

The project covers 60 hectares areas, restricted by Atatürk forest, belt highway and Altinyol way, including Cengizhan, Fuat Edip Baksı and Alparslan neighbourhoods.

According to the project report, there are 5496 residential and 317 commercial units in the project area of 22000 citizens which are contrary to the zoning legislation (Bayraklı Belediyesi, 2015). In 2018, the negotiation and contracting process is still ongoing in the communication center.

#### 4.2.4. Karşıyaka and Çiğli District

Table 17. Characteristics of transformation areas in Karşıyaka and Çiğli

	<b>Karşıyaka</b>	<b>Örnekköy</b>	<b>Güzeltepe</b>
<b>Legal Basis</b>	6306	5393	5393
<b>Geographical, Physical and Social Features</b>	Smallest renewal area, Disaster risk	Squatter developmet, Poor structure quality, Inefficient infrastructure	Near reserved area, Poor structure quality, Landslide risk, Among mass houses
<b>Transformation Strategy</b>	Renewal	In situ transformation, Improving environmental quality Renewal, Refunctioning	In situ transformation, Improving environmental quality Renewal, Refunctioning
<b>Responsible Bodies</b>	The Ministry	İzmir Metropolitan M., Karşıyaka M.	İzmir Metropolitan M., Çiğli M.
<b>Current Situation</b>	Geological and geotechnical surveys completed, planning study is ongoing.	Urban design project is ready; 1st stage of the project has started, tender process is continuing.	Project Works are ongoing.

2,59 ha area that locates in Cumhuriyet neighbourhood proposed as transformation area by Karşıyaka Municipality in 25<sup>th</sup> of June, 2013. There are 10 buildings within the area which is 250 meters away from Bostanlı ferry port in Bostanlı neighborhood of Karşıyaka district. This area is designated as "Special Planning Area" by Karşıyaka Municipality in order to eliminate the problems arising from the shift of the buildings on the building island and its side laying. With the presence of high sitting risk in the area where the ground data and carrying capacity values are very low, the ground sensitivity of the region and the first-degree earthquake region of İzmir Province have been the subject of transformation.



Figure 19. Urban Transformation in Karşıyaka and Çiğli districts

#### 4.2.4.1. Örnekköy Urban Renewal Project

The project area in the Karşıyaka District, located between İzmir - Çanakkale Highway, Anadolu Street and Kyrenia Street, the area is 17,9 hectares and covers 1500 residences. The determination of project boundaries was completed in Örnekköy neighbourhood in Karşıyaka. With the project, first of all, renewing the old urban fabric and taking into consideration the Roma citizens living in the region, it is aimed not to destroy but to revive and keep Roma culture alive.



Figure 20. Örnekköy transformation area and project

(Source: İzmir Metropolitan Municipality, 2017)

The studies were approved by Karşıyaka Municipality and İzmir Metropolitan Municipality in 2011. There are 3520 houses and 338 work places in the project area. In the project, which was carried out on the basis of on-site transformation and reconciliation, construction of new houses was started in stages. All pre-studies have been done in the area and negotiations has been started in 2015. The land studies and the determinations of dwellings were completed. Survey studies were conducted with the rights holders. The information obtained there includes ethnic characteristics, number of family members of households, the status of tenancy/property ownership.

#### **4.2.4.2. Güzeltepe Urban Renewal Project**

The project area is located in the northeast of Çiğli District, on the periphery of the city and between Evka-2 and Evka-3 mass houses and Güzeltepe Koop. Houses. After the 1960s, especially after the Varto earthquake, Güzeltepe became one of the settlements due to migration and was subject to urban transformation due to unhealthy housing development. Güzeltepe region was declared as Urban Transformation and Development Area with the Decree of the Ministers published in the Official Gazette on 13/10/2016. Measurements to determine the current situation in the region have been completed and their boundaries have been determined. Studies for planning and urban design projects are ongoing. Geological and geotechnical studies for settlement purposes have been completed in the section of 1116 residences in the area where there are 255 parcels developed unplanned. In the area of approximately 21 hectares, the studies on the determination of the situation and the preparation of the project are continuing.



Figure 21. Güzeltepe urban transformation project area

(Source: İzmir Metropolitan Municipality, 2017)

#### 4.2.5. Narlıdere District

The area that covering all or part of the İnönü, Atatürk, Çatalkaya, Narlı neighborhoods in Narlıdere region was published in the Official Gazette on 25.06.2013 and declared as Risky Area by the decision of the Council of Ministers.



Figure 22. Urban renewal area in Narlıdere district

#### 4.2.6. Menemen District

The morphologies and functions of subcentres can be transformed by the country's recent rapid urban growth process. Menemen is one of the residential districts under the direct influence of the metropolis growth and accordingly of local dynamics and state-determined political decisions. Therefore, although it is the farthest settlement to central İzmir, it is defined in Metropolitan Area of İzmir.

At Romanian Workshop (*Roman Açılımı*) held in March 2010, the Prime Minister presented the housing projects produced by TOKİ for Roman citizens all over the Nation. He said that the construction of 3408 residences throughout the country started.

In İzmir this initiative was resulted in Menemen. The 62-hectare residential area at the centre has been identified as a renewal area in the 2009 master plan. There were 2,866 low-qualified independent units within the area in 7 neighbourhoods;

Seydinasrullah, Zafer, Esatpaşa, Tülbentli, Kazımpaşa, Gaybi and Ahıhıdır, and the project will affect 6,550 people. In 05.05.2013, 44; in 12.10.2013, 18 hectares area in Menemen declared as "Risky Area" by the decision of the Council of Ministers by publishing in the Official Gazettes.



Figure 23. Urban transformation areas in Menemen district

With the decision of İzmir Metropolitan Municipality Council (13.11.2010), 8 hectares of 33,66 hectares of area in Menemen was approved as "Urban Transformation and Development Area" for the implementation of first Stage of Urban Transformation and Mass Housing Application. Due to the public ownership and use of the areas, it was decided to submit to the approval of the Council of Ministers according to the Law no. 5393/73. At the recommendation of İzmir Metropolitan Municipality, Menemen Municipality planned urban transformation projects in Ahıhıdır, Zafer and Kazımpaşa neighbourhoods, which are the first settlements of the district and inhabited by Roman citizens, with intent to cooperation with TOKİ which supported by the government. In 3<sup>rd</sup> February 2011, the Governorship of İzmir was contacted to take the decision of the Council of Ministers. In 2013, the project authority in the Ahıhıdır neighbourhood, which had been awaiting approval by the Metropolitan Municipality for 2 years, was transferred



to the Ministry of Environment and Urbanization. Geological-geotechnical reports were prepared by the Ministry in 2014. For the urban transformation activities to be carried out in Menemen, Mayorship requested the subsidiarity by applying to the Ministry on 18/06/2014. However, the Ministry delegated appeal of the Municipality; authorisation gave to İzmir Provincial Directorate of Environment and Urbanization. In 2016, The Ministry of Environment and Urbanization was expected to transfer the authority to Menemen Municipality after completing the project work. In this way envisaged urban transformation process in the ministry's project would begin and plans would be prepared by Menemen Municipality. In 2017, the Ministry delegated authority to the Menemen Mayorsip to carry out the process in accordance with the Implementation Regulation of 6306 Law (İzmir Altyapı ve Kentsel Dönüşüm Müdürlüğü, 2013).

## CHAPTER 5

### CONCLUSION

Although there are differences among societies in urban transformation practices, it has evolved in all countries in the historical process. After the 19th century, the urban transformation that has been implemented throughout the world has not only been a physical intervention but has gained a socio-economic dimension over time. The concept of urban transformation, which was defined by the necessity to improve the social and economic collapse areas experienced by the working classes in the growing cities of Western countries and to reassess the industrialized areas in the later 20th century, entered the literature in 1956. Urban renewal and restructuring were widely used implementations in Western countries at the end of the Second World War; however, with the emergence of different needs in urban areas, newer concepts like revitalization, improvement, rehabilitation and conservation were highlighted.

In Turkey since 1950 in different periods of urban renewal cases, different structural, contextual, socio-economic, administrative and realized in different ways depending on the physical dynamics. The unhealthy environment created by illegal constructions is an important issue threatens social health besides being just a spatial problem in Turkey. Today in Turkey under the name of the urban renewal process in the past, given the state of their residence permits on public lands is to reclaim unilaterally. However, it should not be forgotten that these regions became the new living spaces of cities. Therefore, urban regeneration should aim to make the collapse areas healthier and should not ignore the social texture there. In other words, urban transformation should be human-oriented rather than rent-oriented. To achieve this, it is inevitable to provide detailed participation of the public and to get the opinions of the people living in these areas. Fundamental rights such as housing, clothing, food, medical care are the standards of living adequate and everyone must have an equal opportunity to live in a habitable environment. Urban transformation is an important solution to create standardized environment to inhabitants. “The Participatory, Democratic Decision-Making Processes” constitute the first and most important step of the social dimension of urban transformation. Therefore, it is possible for everyone to have an equal opportunity to participate in decision-making processes. With the transformation of unhealthy urban

spaces, the problem of housing of the migrant and the poor will be solved and the spatial transformation will bring about a social transformation as well. It is obvious that urbanization will support the economic, social, political, psychological and aesthetic development of the citizens living in the slums in İzmir. However, there are difficulties to be solved during the application process.

When we look at the urban transformation projects to be implemented in İzmir, the evaluation of the projects is almost the same even though there are no projects designed and implemented with an on-site transformation strategy. When we look at the urban transformation projects implemented in İzmir, the evaluation of the projects is almost the same even though there is no example implemented with an on-site transformation strategy. When the urban transformation projects carried out by the Izmir Metropolitan Municipality are considered, it can be said that the projects have similar appearances and traces of modern architecture, but they do not have a unique identity. Although all in situ projects are aimed to be done according to the needs and demands of the local people, the final products do not have distinguishing features from any urban transformation project in any city.

In the context of the application strategies, lack of differentiation of approach in the project strategy for the different regions with different problems is one of the crucial inefficiencies of the available strategies. The fact that the urban renewal and slum transformation areas, which are proposed by the municipalities, are mostly owned by the individual ownership, make the process of reconciliation difficult as well. Another common problem is showing up during the determination of the building and add-ons on the shanty transformation area and the rights of holders. Beside the strategy problems citizens living in areas of transformation also demand more zoning rights.

Another problem for citizens to adopt the transformation of the living conditions of rural life into the city by the multi-storey housing. It is also important to highlight that the cost of the project is increased when extra measures are required in floor improvement or building foundation systems according to the geological surveys in the area where new houses will be built. This reflects the housing prices and increases the borrowing amount of the right holders, making it difficult to reach a compromise. Transformation practices carried out with the 'Expropriation Law' take time and the prolonged project duration is another problem to right holders. Unfair price increase with speculations in real estates around the converted area is also problem to be avoid during the transformation process.

In spite of efforts by the local government to maintain community participation in the planning process, solutions are often insufficient.

While these projects, which do not change the way they are used in an urban area, or should be renewed or rehabilitated with the same use, should be named as Urban Improvement or Urban Renewal projects, the reason why they are called Urban Transformation Projects is that the purpose of providing rent to a participated audience hidden within the projects is it is due to the desire to hide behind positive ideological meaning. It is still controversial that the construction of a squatter area into a multi-storey residential area has no relation with the transformation like Ballıkuyu, Uzundere, Bayraklı, Ege Neighbourhood and that the construction has become a tool for raising and transferring the rent in the areas where the rent is rising, the elimination of the inhabitants from the regions, the renewal of the region through the gentrification and reallocation. While the growth of the construction sector began in the 2000s, it accelerating with government support recently. The effects of this domination could be seen in nearly every district in İzmir especially in Bayraklı region.

Finally, it is possible to say that the remission of zoning amnesty (zoning peace) will take the cities into a chaotic urban environment. Based upon previous experiences of cities, the new form of zoning amnesty will cause the illegal constructions.

However, the consensus process between municipality of İzmir and the people living in the area has taken place long and complicated. Even though the consensus could be reached the implementation of the urban transformation projects take long time. Moreover, in some cases due to the long and exhausted negotiations and some projects has come to stop point. Due to the “100 per cent reconciliation” policy of İzmir Metropolitan Municipality, expropriation and agreement processes have been taken long time as compared with the other from big cities such as Istanbul and Ankara. The conventional land-use planning cannot be an effective tool for urban land development. It is rather a passive observer of land-use change. On the other hand, there is no integrated management of the urban renewal projects scatter around in the Izmir Metropolitan areas. The actors involved in the process are scattered, uncoordinated and haphazard application. There has been a lack of integrated thinking because authorities have had their hands tied. The planning system has to convert more on strategic, long-term and consensus base in-between different segments of the local communities.

İzmir Greater Area Municipality’s Renewal Agencies have undertaken a position of negotiating and involvement of the local people in the renewal areas. This can consider

the attempt to involve weak groups in the renewal process. However, how affective the agency of the Renewal Units has to be questioned. This is because the whole negation processes are extremely long however this process is not always easy as in the case of ownership conflicts.

The contribution of this study is stemmed from the holistic approach in evaluation of the whole renewal projects in a historical course, in order to show the necessity of the integrated approach in planning. The ad-hoc or project-based approaches, which are the characteristics of the today's applications, may cause difficulty to develop a more strategic and policy implementation for comprehensive renewal scheme in planning. The solution for each case has expected from its intrinsic qualities not the city-wide level.

In large-scale urban project processes, local governments and professional chambers work in harmony with the private sector, beyond ideological pressures; holistic approach models should be improved in parallel with the vision of the cities. Sustainable and long-term decision processes should be implemented in the production of urban space. Especially in protection areas, it should be aimed to provide public benefit in a conservative manner in accordance with the characteristics of the area. At this point, the legitimacy of the projects is gaining importance and it can be assumed that a fair and democratic approaches in the production of public value can provide it.

The urban transformation has been implemented as a method to repair unhealthy spatial development in existing areas, and today it has become a means of creating new development areas to pave the way for physical congestion, especially in metropolitan cities. İzmir became in the foreground with disaster risk and low-qualified structuring. The new development areas should be sustainable for the future of the city.

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APPENDIX A

ANALYSIS MAPS OF URBAN IZATION

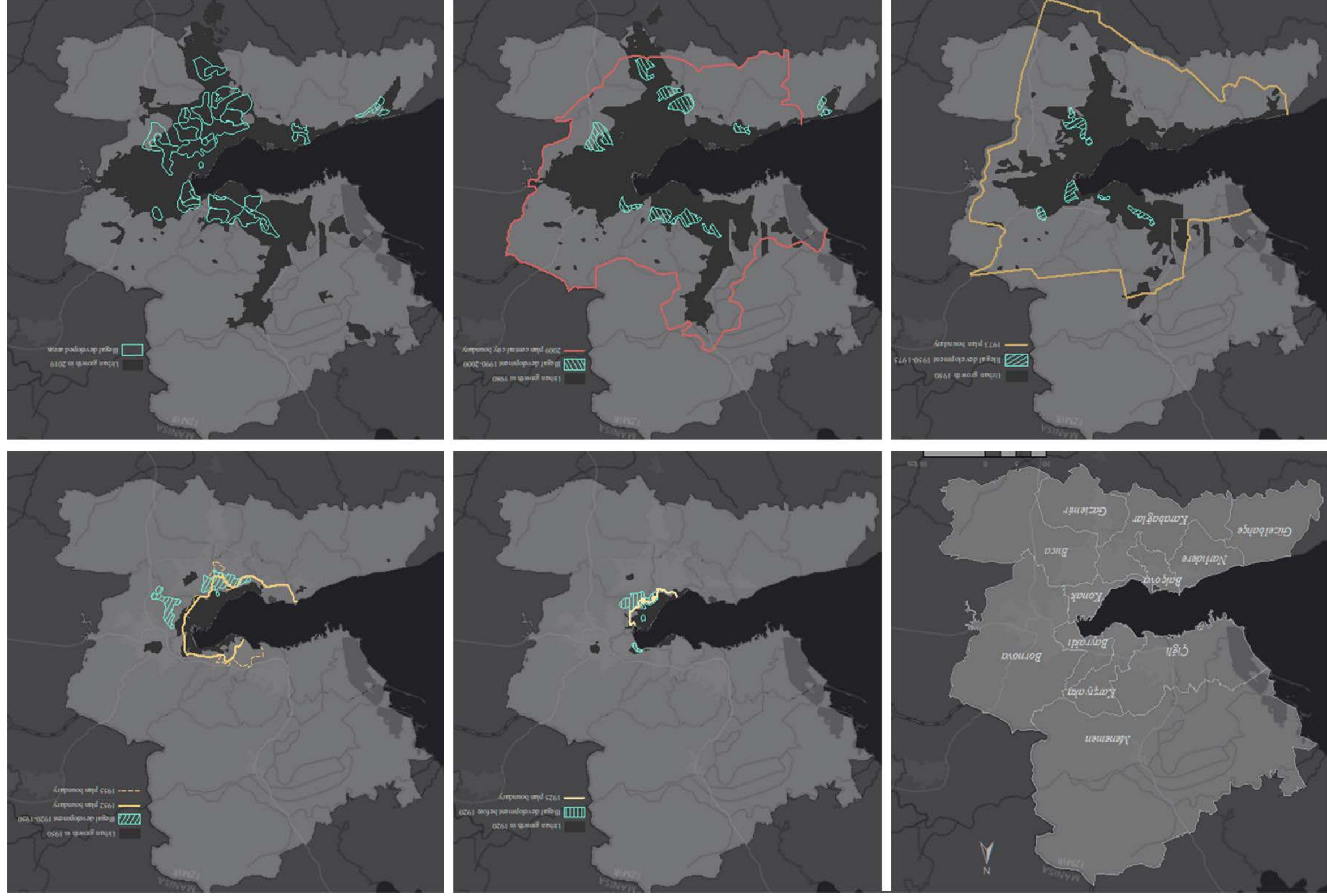


Figure 24. Urban growth and illegal development in Izmir

## APPENDIX B

### MAP OF URBAN TRANSFORMATION IN İZMİR

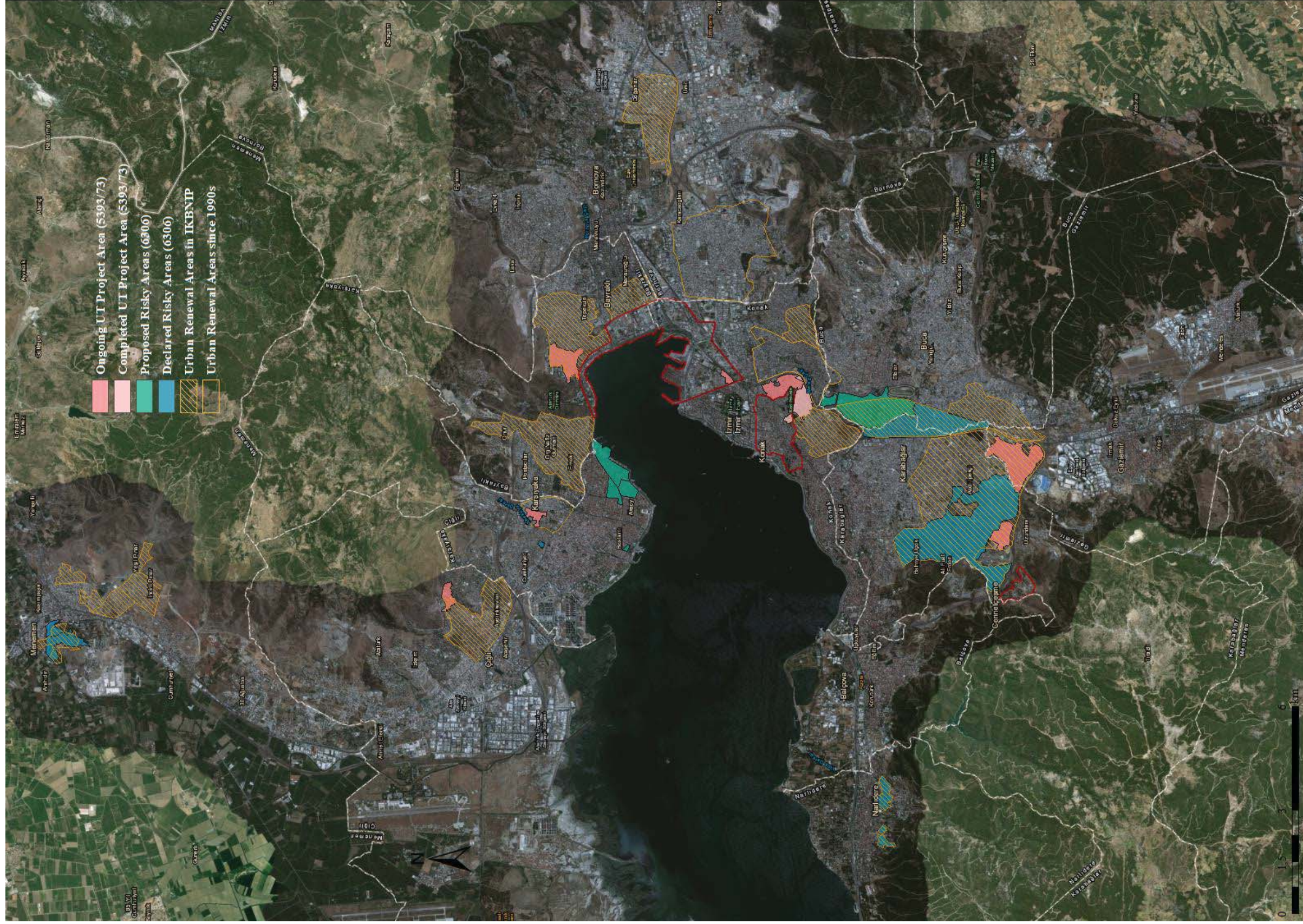


Figure 25. Urban transformation areas in İzmir