

**COMPARATIVE ANALYSIS OF POST INDUSTRIAL DOCKLAND
TRANSFORMATION INITIATIVES: GUIDANCE FOR POLICY FOR THE
HAYDARPAŞA PORT AND SURROUNDINGS**

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ABSTRACT

COMPARATIVE ANALYSIS OF POST INDUSTRIAL DOCKLAND TRANSFORMATION INITIATIVES: GUIDANCE FOR POLICY FOR THE HAYDARPAŞA PORT AND SURROUNDINGS

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Urban transformation initiatives are interventions that aim to manage urban change. Evolving from slum clearance and renewal, these initiatives took different forms throughout the century, in accordance with their social, economic and spatial contexts. The dominant urban context of the late 20th and early 21st century being deindustrialization and decentralization, urban redevelopment and regeneration initiatives became the highlights of urban policy. Alongside the ever-transforming residential neighborhoods and city centers, deindustrialization brought about change in some other parts of the city that had incredible value: Docklands. These areas were slowly being abandoned in this period; creating serious socio-economic and spatial problems while also creating unique opportunities for cities in their adaptation to the postindustrial economy. The fall of production as the basis of urban economies was followed by the rise of consumption, which cherished these vast and publicly owned spaces abandoned by production related uses.

Turkish cities are, and have been, transforming with a pace which policy intervention can barely catch up with. Turkish docklands are under real estate investment pressure in a similar way to the vacant docklands of postindustrial

cities around the world, but with one significant difference. Dockland transformation has not been the condition, but is the desired situation in our port cities; Haydarpaşa port constituting one of the best examples. While still fully functional, this important port and its surroundings, including the Haydarpaşa train station, has been subject to transformation proposals throughout the last decade. Following a number of unsuccessful initiatives, the latest proposal for the area has been “Haydarpaşa World Trade Center and Cruiser Project”.

This thesis aims to understand the actual forces behind transformation of a dockland area in Turkey, and to determine if the proposals have been addressing these forces and factors. The study involves examination of the conditions of urban development in the postindustrial era and some cases of dockland transformation schemes launched in this period. The aim is to compare these cases and their backgrounds to the context of the Haydarpaşa area, in order to determine the relevance of the utilized policy models to transform this extremely valuable part of the Bosphorus.

Keywords: Urban transformation, post industrial urban policy, urban redevelopment, urban regeneration, docklands

ÖZ

LİMAN ALANLARINDA ENDÜSTRİ SONRASI DÖNÜŞÜM GİRİŞİMLERİNİN KARŞILAŞTIRMALI ANALİZİ: HAYDARPAŞA LİMANI VE ÇEVRESİ İÇİN POLİTİKA REHBERİ

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Kentsel dönüşüm girişimleri kentsel değişimi yönetmeye yönelik müdahalelerdir. Bu müdahaleler, gecekonduların yıkımı ve kentsel yenilemeyle başlamış, sosyal, ekonomik ve mekansal şartlara göre yüzyıl boyunca evrilerek çeşitli biçimler almışlardır. 20. yüzyılın sonu ve 21. yüzyılın başını biçimlendiren kentsel bağlam endüstrisizleşme iken, kentsel yeniden yapılandırma ve canlandırma girişimleri kentsel politikanın öne çıkan öğeleri olmuşlardır. Endüstrisizleşme sürecinde, zaten sürekli dönüşüm içinde bulunan konut alanları ve kent merkezlerine ek olarak, son derece değerli kentsel alanlar olan limanlar da değişimle karşı karşıya kalmıştır. Endüstrisizleşme döneminde bu alanlar arkalarında ciddi sosyo-ekonomik ve mekansal sorunlar bırakarak yavaş yavaş terk edilmişler, ancak aynı zamanda kentlerin endüstri sonrası ekonomiye uyum sağlamaları için eşi bulunmaz fırsatlar sunmuşlardır. Kentsel ekonomilerin temelinde yer alan üretimin düşüşünü tüketimin yükselişi takip etmiş, tüketim ekonomisi ise üretime dayalı kullanımların terk ettiği ve kamu mülkiyetinde bulunan bu geniş alanlara büyük değer vermiştir.

Türk kentleri politik müdahalenin zorlukla yetişebildiği bir hızla dönüşmektedir. Türkiye'deki liman alanları, dünyanın her yerindeki endüstri sonrası kentlerin

terkedilmiş liman alanlarına benzer biçimde gayri menkul yatırımı baskısına maruz kalmıştır. Ancak arada önemli bir fark bulunmaktadır. Liman alanlarının dönüşümü liman kentlerimizin içinde bulunduğu değil içine itildiği bir durumdur. Haydarpaşa Limanı bu farklılığın en iyi örneklerindedir. İşlevini hiç kaybetmemiş olmasına rağmen, bu önemli liman ile Haydarpaşa Tren İstasyonu'nu da içine alan çevresi, son on yıl içinde dönüşüm projesi tekliflerine konu olmuştur. Bir kaç başarısız girişimin ardından son olarak "Haydarpaşa Dünya Ticaret Merkezi ve Kruvazör Limanı" projesi gündeme gelmiştir.

Bu tez, Türkiye'de bir liman alanında dönüşümünün arkasındaki esas etmenleri anlamayı ve proje tekliflerinin bu etmenleri ne derece karşıladığını belirlemeyi amaçlamaktadır. Çalışma, kentsel gelişmenin endüstri sonrası koşullarını ve bu döneme ait bazı liman dönüşüm örneklerini incelemektedir. Hedeflenen, bu örnekler ve koşulların Haydarpaşa'nın içinde bulunduğu bağlam ile karşılaştırılması ve böylece uygulanmış modellerin İstanbul Boğazı'nın bu değerli parçasının dönüştürülmesi için ne kadar uygun olabileceğinin belirlenmesidir.

Anahtar kelimeler: Kentsel dönüşüm, endüstri sonrası kentsel politika, kentsel yeniden yapılandırma, kentsel yeniden canlandırma, liman alanları

To my Buddy...

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ABBREVIATIONS

ALA	Association of London Authorities
DCC	Docklands Consultative Committee
DJC	Docklands Joint Committee
İBB	İstanbul Metropolitan Municipality
İMP	İstanbul Metropolitan Planning Office
LDDA	London Docklands Development Area
LDDC	London Docklands Development Corporation
MDA	Merseyside Development Area
MDC	Merseyside Development Corporation
TCDD	Turkish State Railways
UDA	Urban Development Area
UDC	Urban Development Corporation

CHAPTER 1

INTRODUCTION

The main concern of this thesis has been urban transformation initiatives that dominate urban agendas at the end of the 20th century and their application on former dockland areas, which we frequently come across around the world and are about to witness in İstanbul at the end of the decade. In this context, the study aimed at achieving two interrelated objectives. On the one hand, the post industrial conditions of urban development and policy will be analyzed with an emphasis on variations between transformation policies and their implications due to local conditions and policy objectives. Secondly, through a comparative examination of a number of cases, it has will be shown that there exists a range of possible models that lead to different results and levels of success for dockland transformation schemes.

In accordance with its major aims, the study has a number of secondary objectives that are addressed in separate chapters. This chapter aims to clarify the terminology and methodology to be used in the analysis of both the general conditions and the cases of transformation, alongside a review of the following chapters and the thesis as a whole.

The second chapter, elaborating on the conceived background of dockland transformation schemes that are commonly utilized in urban development during the last three decades, aims to examine the conditions of post-industrial urban development and policy. The processes of economic and urban restructuring emerging as the context of urban policy during the 1970's are reviewed, and the forms and contents of urban policies aiming to reverse the

negative effects of restructuring are examined in order to understand the forces behind dockland dereliction and transformation.

The third chapter consists of reviews of three cases of dockland transformation schemes from three de-industrialized cities; transformation of London Docklands, Liverpool's Merseyside and Rotterdam's Kop van Zuid areas. These cases have been reviewed in order to exemplify different contexts and objectives of dockland transformation as well as varying forms and results of intervention. The examination of the cases achieves this aim and displays a range of approaches to and results of dockland transformation in the context of deindustrialization of urban centers and the resulting changes in their inner city waterfronts.

In the fourth chapter, the heavily debated conditions of transformation in the functional port of İstanbul are examined. Since Haydarpaşa port and its surroundings is planned to be abandoned at the end of this decade as a result of relocation of freight transport facilities and closure of the rail connection; proposals for development in the area has been conflictual, which rise further after the ambitious proposals released in 2005. While physical and functional transformation of the area is planned due to decisions of abandonment made as early as the 1980's, there is lack of consensus over the future uses of the area. The analysis enables a better understanding of the context and factors of transformation including the context of deindustrialization in İstanbul and its effects on the Haydarpaşa Port.

The fifth chapter combines the findings of the third and fourth chapters for a comparative analysis. The comparison aims to reveal the similarities and differences between the three cases and Haydarpaşa's situation in terms of; some characteristics of the target areas of intervention, policy backgrounds, institutional organizations, planning processes and implementation processes of

these schemes. The comparison is expected to help us better understand the relevancy of the conditions, factors and objectives of the European dockland transformation schemes for the Haydarpaşa area. While the context of urban change and dockland transformation have been shown to be drastically different in İstanbul, via comparing the physical, functional and political conditions that lead to intervention; the comparison of institutional aspects and planning processes has been helpful in the formation of some principles and suggestions for the future Haydarpaşa scheme, without supporting a one size fits all transformation model.

1.1. Terminology

The term 'transformation' is at the center of this study, both describing the conditions which cities in general and docklands in particular are under, and the common urban policy tool of the last few decades. The Oxford Advanced Learner's Dictionary (1993) defines 'transformation' as the instance of being completely changed in appearance or character. This literal definition can be used to describe the condition that appears in the form of de industrialization, vacancy and dereliction in former docklands. However, the usage of the term in urban studies indicates another definition, which describes a form of intervention to these areas under change. In English sources, we come across a wide range of terms for interventions that aim to improve already developed urban areas; renewal, redevelopment, rehabilitation, reconstruction, revitalization or regeneration, but not transformation. Yet, Turkish literature uses *dönüşüm* (transformation), sometimes to substitute and sometimes to combine these various terms. Although there are disadvantages of using the term for generalizing the wide range of approaches to urban change and intervention, it has been useful for the purposes of this thesis; for it is important for the study to distinguish the general approach towards declining urban areas from different forms of policy and that emerge due to various factors.

Apart from the term 'transformation' a number of terms are used repeatedly throughout the thesis to identify different forms of intervention. 'Urban renewal' is used to describe a tool utilized commonly at the beginning of the 19th century, in order to eliminate the negative affects of industrialization. It implies the extensive efforts of improving physical conditions in residential areas, improvement infrastructure and roads and increasing public space and green areas in cities. Emerged after the World War II, 'urban reconstruction' was formulated as a solution to post- war problems of heavily demolished parts of the city, again as a physically oriented form of intervention. After the devastation was handled, the social aspect of urban problems was taken into consideration in 1960's, leading to the 'urban improvement' approach (Couch and Fraser, 2003).

1980's have been a breaking point in urban policy, as in every field of social and economic life. Following the economic restructuring of the 1970's, urban economies and spaces had to adapt to the new system of production and accumulation, which also led new ways of reproduction and consumption. This rapture in the mode of capital, identified by scholars like Aglietta (1979) and Amin (1994) led important changes in urban policy and governance (cited in Weber, 2002). The void created by the disappearing modes of accumulation and governance is filled by Neo-liberalism (Weber, 2002). The emphasis by neo-liberal urban transformation policies was on diminished exchange values rather than compromised use values. Government incentives of this period were typically distanced from spaces that have transformation needs but have small chances of attracting investment in the short run, which are labeled as 'long-turnover' in real estate markets (Weber, 2002).

The neo-liberal approach to urban transformation was initially formulated as 'urban redevelopment'. This form of intervention on vacant or derelict areas aimed at ensuring physical improvement, in areas labeled as 'short-turnover', which had potential for high exchange value, usually for being in or close to the

central business districts (Weber, 2002). The term is used in this study to indicate a model of intervention that is property-led and aimed at image boosting, commonly launched in the 1980's, usually by central government agencies wanted to reverse the decline of urban economies and real estate markets.

As another transformation model utilized by neo-liberal policy, the term 'urban regeneration' is used in the study, to identify a common form throughout the 1990's. In international literature today, regeneration is used in the way that transformation is used in Turkey; to describe any effort and scheme addressing problems of an already developed urban area. Roberts (2000) defines regeneration as the,

comprehensive and integrated vision and action which leads to the resolution of urban problems and which seeks to bring about a lasting improvement in the economic, physical, social and environmental condition of an area that has been subject to change (p.17).

While his definition has optimism about intentions of the method, Hausner (1993) emphasizes that the regeneration approach tends to be "short term, fragmented, ad hoc and project-based without an overall strategic framework for city-wide development" (p.526). Couch (1990), on the other hand, simplifies its meaning as a tool for the state or a local community to bring back investment, employment and consumption and enhance the quality of life. As Weber (2002) indicates, including both redevelopment and regeneration, neo-liberal urban transformation policies are concealed by the state by ensuring trickle down benefits and collaborative political processes. Keeping this in mind, the term regeneration is used in this thesis to indicate the most recent phase of evolution in urban transformation policy, which is considered to involve more participation by local actors, more consideration of social impacts of intervention, modesty in the scale of physical development and more emphasis on

complementary socio-economic programs, than the 'redevelopment' approach. Redevelopment and regeneration is used extensively in the study, since the examined cases are from the 1980's and the 1990's and they display characteristics associated to these forms.

1.2. Approach to Comparative Analysis

Jan Berting (Berting et al., 1979) suggests that, purposes of international comparative studies can be categorized as; developing theory, explaining or interpreting social phenomena, describing social reality, policy development and policy evaluation. For instance, Newman and Thornley's (1996) comparative research focused on the "political and economic forces, which create common trends in urban planning and the scope for national and urban governments to deviate from these trends and adopt their own approach" (p.4). Similarly, this thesis aims to examine the relationship between forces behind policy and planning processes and the results achieved in chosen cases of dockland transformation schemes. The purpose of our comparative study is to evaluate the existing local and national policy and planning context for Haydarpaşa port and surroundings, and to develop a peculiar policy framework for further policy development.

Accordingly, a chapter is dedicated to the comparative examination of the chosen international cases, together with the Turkish case, Haydarpaşa. The comparison is conducted via criteria that can be categorized under six themes; characteristics of the project area, policy background and framework, institutional organization, financial organization, planning and implementation process and outcomes. Numerous criteria under these categories aim to review crucial aspects of experiences from Europe and factors influencing a possible scheme in Haydarpaşa. The comparison is summarized in a table (Table 5.1.) that is followed by a more detailed examination in this chapter.

1.3. Interpretation of the Analysis

The aim of the comparative analysis is to find out; the relevancy of policies and methods used in similar schemes, possibilities of eliminating the undesired outcomes and ways of ensuring achievement of desired results for the Haydarpaşa area. However, it is impossible to evaluate these through a simple matrix of criteria and cases. The interrelated factors leading to these schemes are also in a dialectical relationship with the achieved or expected results. Therefore, the comparative analysis is interpreted with these interrelationships in consideration.

Rather than producing suggestions for each criterion, the categories of analysis are utilized for suggestions, leading to suggestions in six categories. Suggestions on determination of the project area and scope are derived from comparisons of some characteristics of the project areas together with achievements of the set goals. Suggestions of development agenda and strategies result from comparison between the national and urban policy backgrounds of the examined schemes. Interpretation of comparisons on institutional organization is based on problems experienced by the European schemes as well as binding Turkish legislation. While suggestions on a financial model for transformation of Haydarpaşa is beyond the scope of this thesis, failure and success of previous schemes in achieving financial goals point out some principles in financial aspects of urban transformation projects. Suggestions about the planning process are led by planning and implementation experiences in London, Liverpool and Rotterdam together with their contribution to the socio-economic and physical improvement of their environments, as it should be the major measure of success for both redevelopment and regeneration attempts. Finally, suggestions on the implementation process are derived from the relationship between the objectives of interventions and success of common strategies in reaching them.

CHAPTER 2

THE POST INDUSTRIAL CITY AND URBAN POLICY

Transformation of vacant inner city waterfront sites has been studied by numerous scholars of geography and planning, most of which associated the motivations behind these schemes with impacts of de-industrialization on cities in the early 1970's (Savitch, 1988; Fainstein, 1994; Couch, 2003; Logan and Swanstrom, 1990; Hubbard and Hall, 1998). Urban policy approaches towards these areas are also analyzed widely, in association with neo-liberal revalorization of devalued land and entrepreneurial urban governance (Harvey, 1989, Smith, 1996 and Zukin, 1982; cited in Weber, 2002). In this context, this chapter will elaborate on the effects of de-industrialization on urban space and policy at the end of the 20th century, which constitute the background for waterfront transformations schemes such as Haydarpaşa Project. The wider context of economic and urban structuring of the 1970's and onwards will be discussed firstly. This will provide an understanding of the forces behind late 20th century dockland transformation schemes, which will be examined afterwards.

2.1 The Post Industrial City

As the most successful theories of economic restructuring state, the crisis of the Fordist regime of accumulation during the 1970's had significant impact on the spatial organization of economic systems; therefore on the social and spatial structure of urban systems (Preteceille, 1990). Harvey (1996) also explains 20th century urban change with the restructuring of the capitalist system of production; as capitalism seeks new technologies and modes of production, it also seeks new lifestyles and spatial organizational forms. However, Preteceille

(1990) also reminds us that a global explanation of each society through a restructuring of industrial production would be seeking a simple solution.

While any attempt to examine urban policies of the late 20th century without consideration of change in the regime of accumulation, impacts of political processes on economic restructuring that affect urban systems should not be underestimated (Preteceille, 1990). Following regime theory's approach to urban restructuring, Fainstein (1994) points out that, although capitalist relations outweigh other sources of control, the process cannot be understood simply through examining the logic of capitalism, since that logic is fabricated through human activity including the resistance against it.

2.1.1. The Crisis of Fordist Production and Economic Restructuring

As Lefebvre suggests, restructuring of capitalist relations of production affects urban space through changing the pre-existing and creating the new (1991).

Reproduction of the relations of production leaves its imprints upon the pre-existing space and upon the production of a new space. Capitalism laid hold of pre-existing space, but it also tends to produce a space of its own, through and by means of urbanization, by abolishing spatial and temporal differences... (Lefebvre, 1991, p.325)

From this point of view, theories of economic restructuring explain urban spatial and political change with efforts of reproduction of capitalist relations of production. Logan and Swanstrom (1990) identify three main themes common to these theories; historical rapture, priority of economic forces and structure over agency. Firstly, many scholars, such as Harvey (1989) and Castells (1985), identify the crisis in the regime of industrial capital as the historical rapture, which lead to the postindustrial economic order (cited in Logan and Swanstrom,

1990). Rearrangement of production across space is considered as a part of the solution to this crisis. Secondly, it is common for theories of economic restructuring to view economic relations as more deterministic than political or social relations. Finally; the term 'structure', which contrasts with 'agency', implies that the process is independent of human will and dependent on an economic logic, in other words, the logic of cost reduction and competition (Logan and Swanstrom, 1990). With this common understanding, theories of restructuring argue that restructuring is the attempt to resolve the crisis of Fordist accumulation, which is associated with the effects of the 1973 OPEC oil crisis on the world capitalist economy (Logan and Swanstrom, 1990).

While there are common themes in explanations of economic restructuring, there are opposing views on the effects of restructuring, leading to a separation of a left and a right view. Benefits of restructuring such as job creation, urban revitalization and enhanced competitiveness are emphasized by market-oriented analysts while costs are emphasized by the left; blue collar unemployment, the missing middle in the wage structure and gentrification (Logan and Swanstrom, 1990). From both points of view, significant effects of economic restructuring on cities cannot be denied. After the crisis of the profitability of the Fordist regime, the new regime of flexible accumulation led to the transformation of Fordist cities into decentralized urban agglomerations. On the one hand, production was removed from the city center, and on the other, Keynesian welfare state was dismantled and mass consumption gave way to more differentiated and specialized consumption (Logan and Swanstrom, 1990).

2.1.2. Urban Restructuring: Spatial and Social Change

The economic restructuring and de-industrialization of the 1970's especially affected the industrial centers of the early 20th century. Advances in transport and communications freed production from the dependence on accessibility

advantages of big urban agglomerations and cities transformed from centers of manufacturing into centers of advanced services and consumption. The most basic implication of economic restructuring on cities was the changing location of production, consumption and residence (Logan and Swanstrom, 1990). In the 1960's, with suburbanization policies, residence and consumption of the middle classes were moved to the periphery, leaving the city center to production functions and to the blue-collar workers. However, only a decade later, the production function of the city center was replaced with service sector. Blue-collar classes either followed production functions leaving the city or faced unemployment and poverty; socio-economic problems like sectoral unemployment characterized the city center in the early post-industrial city (Fraser, 2003).

A new social order was created in the city center. The gap between the new classes of the service sector was wider than the gap between blue-collar and white-collar classes of the industrial city. The post industrial inner city needed to spatially and culturally accommodate extreme ends of the new social structure; the highly paid professionals and 'the creative class' (Florida, 2004) together with the low paid and/or informal workers of the service sector and the unemployed. Physically, inner city urban space became more differentiated between "playgrounds for the gentry and wastelands for the legions of low-paid service workers or denizens of the underground economy" (Logan and Swanstrom, 1990, p12). This increasing spatial and social gap is the major factor that gave new directions as well as new forms to urban policy; such as transformation of these inner city 'waste lands' with valuable locations into consumption spaces for the 'gentry'.

2.2. Post Industrial Urban Policy

One of the major consequences of the economic restructuring of the 1970's has been the increase in capital mobility at national and transnational levels (Sassen, 2006). Dispersal of firms and expansion of financial markets worldwide, due to changing geographical organization of manufacturing, generated demand for new types of production; ranging from development of communications to specialized producer services such as accounting and insurance. Together with the increased choice of location, both for international firms and their employees, this mobility has been the force behind the heightened competition between cities for attracting investment and people (Logan and Swanstrom, 1990).

Technological improvement, flexibility of information systems and speed of transport, freed firms and people from restrictions of location, "superseding the need for cities as we have known them" (Castells, 1989, p.1). However, as Sassen (2006) points out, new forms of agglomeration accompanying this process of dispersal; new economic activities seeking to agglomerate in cities with state-of-the-art built environments and "talent pools" (p5). Production of prestigious working and living spaces by transforming old industrial sites and port facilities entered the urban policy agenda in this context.

The global competition between cities to attract this new type of agglomeration led to the emergence of a new mode in urban policy, entrepreneurialism. Meanwhile, the post-industrial inner city sites abandoned by production functions appeared as opportunities for transformation schemes aiming to create high quality and prestigious built environments that will accommodate global capital. Although identification of an entrepreneurial form of urban policy involves common elements adopted by different urban governments, some key

differentiations that arise due to pre-existing competitive advantages of some cities need to be considered in our analysis.

2.2.1. Entrepreneurialism and Pro-Growth Urban Policy

Two major results of economic restructuring for cities were; socio-spatial inner city decline due to decentralization of production, and global competition due to increased capital mobility. Consequently, urban policy had new problems to tackle, therefore, new approaches to tackle them. The popular response to urban problems caused by de-industrialization and decline was entrepreneurial governance (Jessop, 1996). The 'new urban politics' (Kirlin and Marshall, 1988) involved a shift in the priorities and the institutional organization of urban policy.

... urban entrepreneurialism can be defined through two basic characteristics; firstly, a political prioritization of pro-growth local economic development and, secondly, an associated organizational and institutional shift from urban government to urban governance" (Hubbard and Hall, 1998, p.4).

Entrepreneurialism denotes a businesslike manner in the governance of cities, which is necessary because proactive strategies of growth are the only way for a city to compete in an "increasingly unpredictable and globalized economy" (Hubbard and Hall, 1998, p.2). Urban policy and government had to take on a new role, of ensuring economic growth in order to compete effectively. "Great cities can no longer afford a free-wheeling...to compete effectively; the post industrial city needs to harness its internal resources" (Savitch, 1988, p. 285). In other words, effective competition necessitates governments to take on the duty of improving competitiveness of local economies rather than traditional urban policies associated with the city-state (Hubbard and Hall, 1998).

When economic growth became the major policy area for urban governments higher involvement of the private sector in urban policy followed. Savitch (1988) refers to the thesis of the “private city” (p.284) to explain the separation of the private sector and the government in the industrial city. In the private city, the government’s role in economic growth was minimal and planning was rarely about economic design. However, with post industrialism, policy replaced laissez faire (Savitch, 1988). This meant cooperation between the private and the public sector as opposed to separation.

“The new entrepreneurialism has as its centerpiece the notion of public-private partnership in which a traditional local boosterism is integrated with the use of local governmental powers to try and attract external sources of funding, new direct investments or new employment sources” (Harvey, 1989, p.7).

Entrepreneurial and pro-growth urban policy is adopted by urban governments around the world; from New York to Tokyo and Kamloops to Beypazarı. While commonalities are observed between development policies governing these different urban centers, differentiation between adopted policies and strategies are inevitable, which will be discussed in the next section.

2.2.2. Variations between Entrepreneurial Policies

Two important factors influenced the implementation of entrepreneurial policies in the last two decades of the 20th century. The first was the locality’s position in the global economy, which determined the function of that city in the global network, in other words the content of its competitiveness. Following a distinction suggested by Fainstein (1994), the differentiation between the contents of cases of dockland transformation will be explained. The second factor that will

be examined in this study is the evolution of transformation policy in time, influencing the organization and form of intervention. According to Robert (2000) 1990's is a breaking point in the approach to dockland transformation schemes that became a topic of urban policy in the 1980's, therefore were associated with different models in the beginning then they are today. These factors will ensure a better understanding of the differences between chosen cases of transformation schemes examined in latter chapters.

2.2.2.1. Variations in Content Due to the Global Urban Hierarchy: Two Post Industrial Scenarios

Hand in hand with significant variations in pro growth strategies adopted by different urban governments, there are key elements common to these policies, enabling the identification of a new form (Hubbard and Hall, 1998). One of these is allocation of high budgets for the advertisement of cities as favorable locations for both business and leisure, with which new images are defined and advertised through physical redevelopment, mega projects and mega-events. (Savitch and Kantor, 1995). "In the midst of the 1980's property boom, the large-scale physical redevelopment of the city itself took center stage in this process of enhancing the cities image" (Hubbard and Hall, 1998, p.7). These large scale schemes were mostly adopted by the advancing finance centers of the global economy, in order to attract international investment from global finance and advanced service sector, via impressive physical elements that symbolize power and prestige; office towers as well as luxury residence and consumption spaces. London's Canary Wharf, Paris's La Defense and New York's Battery Park are examples of monumental redevelopment projects that promote derelict industrial city centers with generic mixes of commercial, residential and leisure uses that accommodate the needs of cosmopolitan citizenry (Hubbard and Hall, 1998).

However, the process of de-industrialization occurred in different contexts around the world and led not one but multiple urban scenarios. Fainstein focuses on two of these scenarios to generalize the difference between negatively and positively affected cities; one of the advancing cities and one of the declining cities (Fainstein, 1994). 'Global cities' (Sassen, 2001) became centers of international finance and advanced services while others merely lost industrial functions and population. Unlike the advancing global cities, the declining cities had to handle "disinvestment and population withdrawal" rather than "surge of global capital and well-to-do people" (Fainstein, 1994, p.5). They had relatively small public funds for regeneration and less demand for prestige development. While world famous large-scale urban redevelopment schemes created new addresses for prestige and power in global cities, strategies of image and spatial quality improvement focused more on tourist attraction and cultural events in these cities. Events such as World Expos or City of Culture Celebrations as well as international festivals and fairs have been remedies for the promotion of growth in less sizable urban centers (Hubbard and Hall, 1998).

2.2.2.2 Variation in Organization Due to Evolution of Entrepreneurial Policy:

Differentiation between Redevelopment and Regeneration

The need to reconstruct and improve existing urban areas characterized urban policy of the 20th century, and a variety of approaches were utilized. The initial need for transformation came during the period of industrialization; increasing populations and pollution in emerging industrial centers of the late 19th century effected living conditions negatively and lead to urban renewal and slum clearance policies of the early 20th century. Urban renewal aimed at lowering densities and increasing public spaces in crowded urban centers. After World War II, reconstruction was at the center of urban policy due to devastating effects of the war on the built environment. Alongside renewal and reconstruction,

suburbanization policy helped decreasing the densities in the city center by moving housing to the periphery.

While interventions seem to be merely physical in the first half of the century, the correlation between social and physical improvement was recognized, leading the area based urban improvement approach in 1960's (Couch and Fraser, 2003). In 1970's, when industry and industry related functions were decentralized, the adaptation of vacant and deprived areas in city centers to the new functions of the post industrial city became a central objective of urban policy. As policy solutions evolved alongside problems, urban redevelopment and urban regeneration emerged as entrepreneurial policies towards the conditions and problems of the postindustrial city in the 1980's and 1990's.

Building brand new physical environments on already developed centers of cities was a condition of post industrialism (Savitch, 1988), under which entrepreneurial transformation policies emerged. Urban transformation policy in this period, aimed to physically improve and revalorize the deteriorating city center as well as to solve social problems like unemployment by supporting new economic activities. Coordination of social facilities and services, security of finances, legal provisions and negotiations with stakeholders characterized postindustrial schemes, differentiating them from earlier efforts of urban improvement and renewal in terms of the emphasis on policy rather than merely physical construction (Savitch, 1988).

Redevelopment and regeneration can be considered as two common forms of pro growth urban transformation, aiming to stimulate economic activity via improvement of existing urban spaces. Both schemes aim, not only to revitalize redundant spaces usually located on valuable waterfront sites with good transportation links, but also to utilize these areas to revive the whole city and to stimulate economic growth. Although there is not an exact breaking point

between these forms, redevelopment schemes were characteristically developed in the 1980's while regeneration schemes are more common in 1990's (Roberts, 2000). The differences between the two are usually associated with the level of involvement of local actors and higher social responsibility of the latter form of intervention.

In many cities of Europe and North America, urban redevelopment projects were launched for transforming formerly industrial key areas in 1980's, i.e. London's Canary Wharf and New York's Battery Park City. These schemes have been intervening large and functionally diverse urban areas aiming mainly to benefit investors (Akkar, 2006). Public-private partnership was the characteristic institutional form for urban redevelopment projects (Paddison, 1993; Atkinson and Moon, 1994; Hall and Hubbard, 1996; cited in Hubbard and Hall, 1998). In these partnerships, the public sector was more of a facilitator while the private sector managed and implemented development. According to Smith (1996); the state bore the cost of devalorization by acquiring devalued land at market value and returning it to developers at lower prices. High involvement of central governments in these projects was significant. In many cases local governments are completely excluded from the institutional organization, best exemplified by Urban Development Corporations in the UK. Urban redevelopment schemes of the 1980's displayed the prioritization of attraction of global investment and global consumption, i.e. tourist activity, rather than improvement of urban conditions for citizens and local economy (Paddison, 1993; Loftman ve Nevin, 1996).

These highly central, property-led urban redevelopment schemes of the 1980's were heavily criticized for their top down approach and financial failure (Fainstein, 1994; Church, 1988; Colenutt 1991, Smith 1991; Brownhill, 1990). Critics also pointed out the negative social impacts of these schemes such as withdrawal of funds and efforts from welfare (Harvey, 1989), encouragement of

low paid service sector employment (Loftman and Nevin, 1998) and the creation of the dual city (Mollenkopf and Castells, 1991). Not only scholars, but also local governments and community groups have been opposing the private investment oriented approach to urban transformation; creating a pressure on central governments that are responsible for these schemes. This political pressure together with the heavy financial burdens of conducting these long term projects, low levels of financial success and continuation of socio-economic problems of the inner city residents that are merely relocated, showed that this form of intervention on declining urban areas is not sustainable. New forms of intervention that emerged in the 1990's, hint at adjustments towards a less conflictual organizational form of transformation.

Roberts (2000) suggests that vulgar redevelopment of the 1980's evolved into a more modest scheme in the 1990's with more balanced involvement of public, private and civic sectors. According to his analysis, local governments were given higher involvement in these schemes while more input was allowed from the local stakeholders and the socio-economic effects of transformation were given more consideration. In England, perhaps the homeland of property led redevelopment, emergence of Urban Regeneration Agencies and Urban Regeneration Companies in the 1990's; display this change (Akkar, 2006). Roberts (2000) also points out greater sensitivity towards environmental sustainability and preservation of historical heritage in the 1990's. Especially in Europe, regeneration has been more focused on emphasizing the existing cultural and historical heritage rather than creation of new images, necessitating urban conservation as a complementary form of intervention in regeneration (Drewe, 2000). While the physical and economical focus of 1980's schemes was enriched with social and environmental aspects of spatial change in regeneration schemes; legal, institutional and organizational processes of transformation was also integrated in policy, improving possibilities of local accountability and public benefit (Akkar, 2006).

The next chapter will examine some examples of post-industrial urban transformation schemes in Europe, chosen to exemplify these variations between entrepreneurial policies towards vacant waterfront areas. Two cases are chosen from United Kingdom; London Docklands (the London Docklands Development Corporation scheme) and Liverpool's Docklands (the Merseyside Development Corporation scheme). Both of these are initiated in 1980's, one in London with the aim of accommodating the cities need for a prestigious financial center the other in the second important port of Britain as a new cultural tourist attraction in order to create a momentum for economic growth. The third case is the 1990's regeneration of a part of Rotterdam's docklands (the Kop van Zuid scheme), as a continuation of the 1980's redevelopment of the city center. Analysis of these cases aims to produce information to be used in a comparative analysis that will then guide the discussion on transformation efforts for the Haydarpaşa area.

CHAPTER 3

POST INDUSTRIAL WATERFRONTS: TRANSFORMATION OF LONDON, LIVERPOOL AND ROTTERDAM'S DOCKLANDS

The general context of urban transformation at the end of the 20th century was emerging opportunities for development and investment, created by de-industrialization and vacancy in the inner city. While manufacturing sites were being abandoned due to decentralization, as Fraser (2003) emphasizes, ports and railways were affected drastically by the domination of automobile dependent transport policies as well as decentralization of industry. For entrepreneurial governments of competing cities around the world, abandoned inner city docklands were grand opportunities for impressive physical development aiming to trigger economic growth. Huge port and railway facilities abandoned in and around major urban areas led to a boom of waterfront flagship schemes in important industrial ports of Europe.

These old ports were usually publicly owned and centrally located with exquisite transportation connections. They commonly obtained high amounts of public investment in the 1980's and 1990's, for creation of flagships that will trigger further development and transformation. Consequently, there are plenty of schemes that can be examined in a comparative study. In this study, three cases are chosen to demonstrate some variations as well as commonalities in policy and practice, in order to guide our analysis and suggestions for a transformation scheme for the soon to be vacant port of İstanbul; Haydarpaşa.

Discussions reviewed in the previous chapter suggest that dockland transformation schemes are commonly established in the framework of an entrepreneurial urban policy approach while their content and application vary

due to some factors such as the localities position in the global economic system and the organizational form of intervention. These variations were examined to provide an understanding of the varying motivations, goals and methods adopted by different nations and cities. Considering the Haydarpaşa case, some of these variations were emphasized. A major distinction was made between finance center projects and tourism based schemes of the 1980's. Docklands of London and Liverpool, transformed by schemes that are launched by the same authority at the same time, clearly exemplify this differentiation caused by different impacts of de industrialization on different types of cities. The second important distinction was in terms of the form of intervention; the variation between redevelopment and regeneration schemes. Regeneration of the Kop van Zuid area, located in the docklands of Rotterdam, is chosen to illustrate the difference between the redevelopment schemes of the 1980's, e.g. London and Liverpool, and regeneration schemes of the 1990's. The Kop van Zuid case is intended to demonstrate a more desirable form of transformation policy that has higher involvement of local actors and more consideration over local services and social needs of the population.

3.1. Transformation of London's Docklands

London's vacant docklands were transformed into a brand new mixed-use district within the city of London, by a scheme run by the central government during the 1980's and the 1990's. The factors leading to transformation and organization of the scheme as well as the process and results are examined in this section. Initially, the very influential national policy framework is examined, followed by the local urban agenda of London and the specifics of the Docklands scheme.

3.1.1. Post Industrial Urban Policy in the UK

Ward (2004) suggest that, although urban sprawl has been the greatest concern of British urban policy through out the 20th century, the last three decades of it have been characterized by government concern with urban transformation and compact, sustainable development. While recognition of the social and economic dimensions of the urban problem replaced the physical determinism of British planning practice in the 1960's; urban deprivation, outworn infrastructure and under investment in the inner city led to the rise of transformation as the major aim of planning in the 1970's (Couch, 2003 a). Strategies of transformation went through significant change as well, influenced heavily by the national political atmosphere. Many scholars emphasize the influence of the difference between the Labour and Conservative ideologies on urban policy, which took turn in national leadership in this period (Oatley, 1998; Couch, 2003 a; Fainstein, 1994). The most important variation between their urban policies was the partnership approach of the Labour Government of 1970's and the property-led and highly central strategies of the Thatcher Government, elected in 1979.

The launch of the Urban Programme in 1968 was the first government response to the inner city problem. Social development being the aim, the Urban Programme funded numerous local community development projects. With a similar approach, the Home Office launched a series of projects in 1969. Couch suggests that the Home Office experience led to a breakthrough in the understanding of the inner city problem (2003 a). By the late 70's, the Home Office researchers as well as the Department of the Environment offered an economic and structural view of the inner city problem to replace the social view (Topping & Smith, 1977 and DoE, 1977; as cited in Couch 2003 a). The resulting shift was in terms of not only the understanding of the problem but also the

solution. Urban policy-making was decentralized and this approach was implemented via the Inner Urban Areas Act 1978.

Labour Party's Inner Urban Areas Act emphasized partnerships between the central and local governments in providing solutions for urban problems. However, the victory of the Conservative Party in 1979 led to a radical change in urban policy in Britain. The resulting shift from managerialism towards entrepreneurialism or privatism, informed by the philosophy of the New Right, was described variously (Harvey 1989; Barnekov, Boyle and Rich, 1989; Deakin and Edwards, 1993; cited in Oatley, 1998).

In the 1980s, urban transformation policy was strengthened and stronger restrictions were applied on building outside of the existing urban area (Couch Karecha, Nuissl and Rink, 2005). Entrepreneurial policies, which aimed to attract new investment to the city, focused on utilizing existing urban land in order to trigger economic growth. In this context, 'enterprise zones' and 'urban development corporations' were the main tools for stimulating private investment, through reclamation of derelict surplus land from shrinking public utilities (Couch, 2003 a). UDC's were central government agencies with powers provided by the Local Government, Planning and Land Act 1980, to reclaim large pieces of land in order to return them to the urban economy through public investment, while enterprise zones were areas where tax subsidies and flexible planning schemes encourage private development. Both schemes were characterized by the by-passed local government input in the urban redevelopment processes (Couch, 2003 b). Oatley (1998) suggests that return of the Labor Party in 1990's helped the revival of the partnership approach although the property-led strategies remained.

3.1.2. Redevelopment in London

As one of the capitals of the global economy, London held its position as an 'advancing city' in the post industrial era, although it shared some of the negative effects of economic restructuring on British cities. While manufacturing employment diminished in the mid 1960's, office employment increased; with suburbanization of the middle class, poverty concentrated in the inner city and manufacturing jobs moved away from the inner city poor. This period was characterized by reconstruction of damaged urban fabric and large-scale housing programs (Fainstein, 1994).

Following this, derelict industrial sites attracted attention and demand for redevelopment due to the period of de-industrialization of the 1970's. As Fraser (2003) suggests, ports and railways were affected by the process as much as manufacturing industries. Especially land owned by British Rail and the London Port Authority in the city center attracted numerous redevelopment schemes and construction projects in 1970's and 1980's (Fainstein, 1994). The docklands was the largest piece of the city to be redeveloped in this period.

3.1.3. Redevelopment in the Docklands

Port of London, built between 1800 and 1925, sustained its importance up to 1960's; when technological changes and inner city transportation problems led to an unbearable competition with the Port of Tilbury down the river Thames and the port went through a slow closing process. The closure continued until 1980', leaving a big piece of inner city land with no function and a large population with no jobs behind.

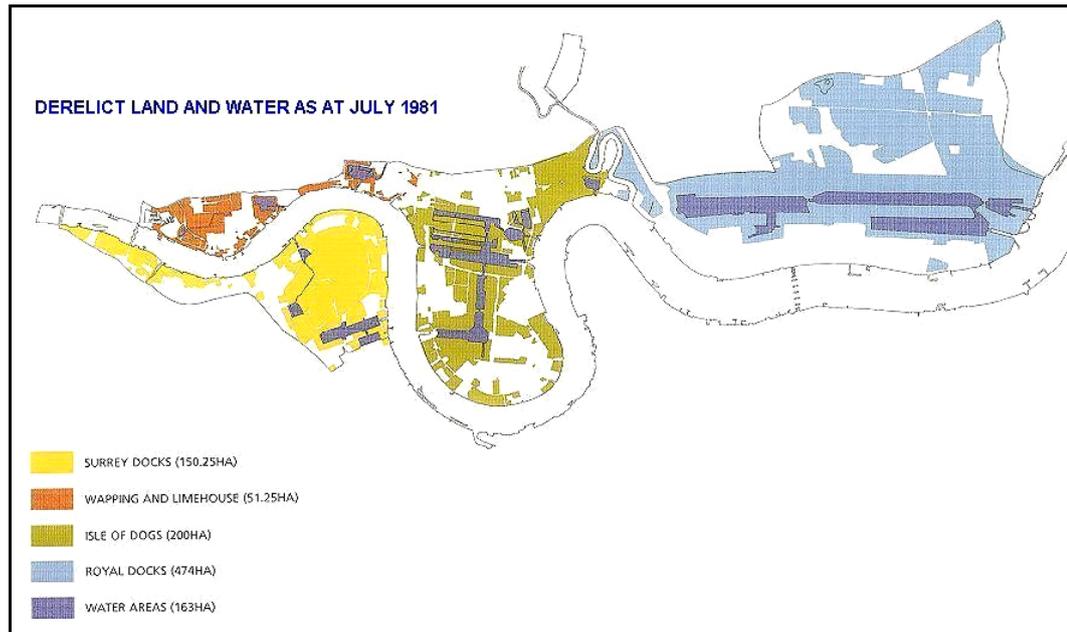


Figure 3.1. Derelict Dockland Area of London in 1981

Source: <http://www.lddc-history.org.uk/planning/2plan1.jpg>, December.2007

The vacancy of this area became an opportunity during the period of increasing demand for high quality office space in London in the 1970's. The area was redeveloped with a mixed-use scheme launched in 1981 by the British government. A financial center being the centerpiece, the project managed to create "a new address" for investment within the existing city of London (Fainstein, 1994, p.189). The redevelopment process of this area is examined below, in terms of its institutional organization, planning and implementation processes and results, in order to demonstrate the motivations and effects of a dockland transformation scheme in a global city like London. Another significance of this case is that, London docklands transformation story sets a model for similar schemes around the world, making the examination of the factors of its success or failure necessary in developing similar schemes.

3.1.3.1. Institutional Organization

The London Docklands Development Corporation (LDDC), established in 1981, achieved the actual redevelopment in the docklands. However, the British

government's attention on this area was initiated in the early 1970's. Following the closure of the docks and the initial attempts by the East London local authorities, a number of initiatives were launched by the national government. Soon after the closure in the late 1960's, the initial efforts of redevelopment were limited to investments of East London local authorities on housing projects on the inner areas of the site (LDDC, 1997 a).

The local efforts were perceived too slow and the national government decided that the resources needed for the area could only be made available through a focused agency (LDDC, 1997 a). With this point of view, in 1971, the Secretary of State for the Environment announced that they launched a comprehensive study of the area with a professional study group. The aim of this inter-disciplinary team, established by the end of 1972, was to examine the commercial potential of the "largest available area of inner city land in Western Europe" (Fainstein, 1994, p.193). After two years of studies by the group, the results of the study were published¹, receiving much political controversy and local resistance (LDDC, 1997 a).

After the study, the shift from Conservative to Labor government determined the process. When they took power in 1974, the Labor Party intervened and established Docklands Joint Committee (DJC) under Local Government Act 1972. As opposed to the Conservatives' study team of experts, DJC consisted of representatives from the Greater London Council and local authorities of the 5 boroughs that constitute the Docklands area. Although DJC managed to publish a strategic plan², financial difficulties delayed implementation, until 1979 when the conservative party took the national government and the redevelopment project back (Fainstein, 1994).

1 Docklands: Redevelopment Proposals for East London (2 volumes) by London Docklands Study Team, R. Travers Morgan & Partners, January 1973

2 London Docklands Strategic Plan by Docklands Joint Committee - 15 July 1976

LDDC was the final scheme for the area. It was one of the first two Urban Development Corporations (UDCs) set up in 1981 under Local Government, Planning and Land Act 1980. The total number of UDCs established is 16 and three of them are still active³ while 13 had been wound up in the late 1990's⁴. All UDCs are typically comprised of a board accountable to the Secretary of State, a chief executive and staff accountable to the board. The members of the board are appointed by the Secretary of State for the Environment for a period of approximately three years, mostly from the private sector with three exceptions for borough nominations (LDDC, 1997 a). UDCs were established for redevelopment of designated Urban Development Areas (UDAs); through reclamation of property, encouraging development and providing social facilities and infrastructure (LDDC, 1997 a).

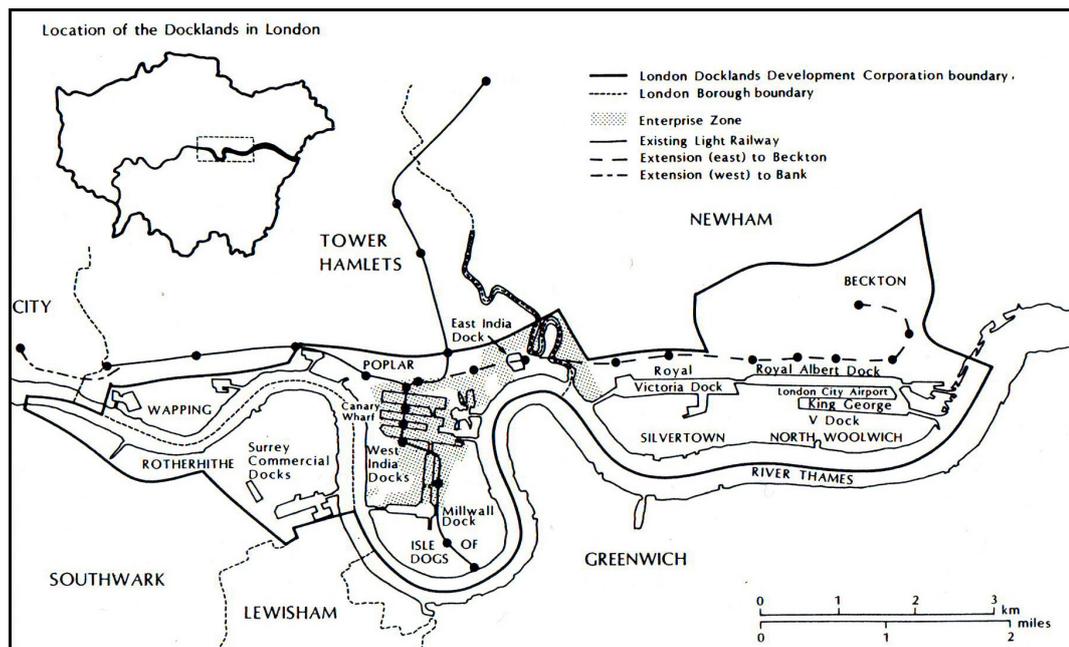


Figure 3.2. London Docklands Development Area (LDDA)

Source: Church, 1988, p.201

³ London Thames Gateway, Thurrock Thames Gateway and West Northamptonshire Development Corporations

⁴ London Docklands (1981-1998), Merseyside (1981-1998), Black Country (1987-1998), Cardiff Bay (1987-2000), Trafford Park (1987-1998), Tyne and Wear (1987-1998), Teesside (1987-1998), Sheffield (1988-1997), Central Manchester (1988-1996), Leeds (1988-1995), Bristol (1989-1995), Birmingham Heartlands (1992-1998) and Plymouth (1993-1998) Development Corporations.

LDDC's jurisdiction of 2,146 hectares included three boroughs; Tower Hamlets, Newham and Southwark. However, "The LDDC's principle aim was to promote growth in Greater London" (Fainstein, 1994, p.194). The Corporation was provided with; financial resources of an amount between £60-70 million per annum from the treasury, powers as a single development control Planning Authority (in place of the three boroughs) without plan making powers, land acquisition powers, powers as an Enterprise Zone Authority responsible for the Isle of Dogs Enterprise Zone and powers for marketing and promoting the Docklands area (LDDC, 1997 a). Besides the Government grant, the Corporation was allowed to use the income generated by the disposal of land for housing, industrial and commercial development. London Docklands Development Corporation was wound up in 1998.

3.1.3.2. Planning

Although LDDC was given authority for development control, it was not given statutory plan making authority for the UDA. According to LDDC (1997 a), plan making was seen as

...a time consuming activity which would not necessarily guarantee success but which would instead inhibit rather than encourage early development, and also discourage the Corporation from adopting an early entrepreneurial approach to initial development activity (<http://www.lddc-history.org.uk/beforelddc/index.html>, December .2007)

Accordingly, plan-making responsibilities remained with the three Docklands Boroughs of Southwark, Tower Hamlets and Newham in spite of the scheme. At the time LDDC and the development area was established, the only up-to-date plan for the area was the Beckton District Plan, adopted by Newham in 1980

(LDDC, 1997 b). The Tower Hamlets Borough Plan in 1986, The Newham Unitary Development Plan in 1997 and Southwark's Unitary Development Plan in 1995 were adopted within the period of LDDC's implementations. (LDDC, 1997 b).

Consequently, it is not surprising that the redevelopment scheme consisted of some overall objectives and strategies and a variety of proposals rather than a master plan. The proposals included office complexes, housing, schools, retailing, recreational and sports facilities, by private developers that were to purchase the land and implement these by their own means. A development strategy for the transformation of London Docklands was set out in LDDC's Annual Report 1981-82 (LDDC, 1982), which mentioned some key issues for development such as conservation, employment and ecology. The reported initial objectives of the scheme included; improving the image of the area, using financial resources to lever private investment, acquiring as much public sector land as resources permitted, improving the standards of the roads and public transport network in the area, improving choice and quality of housing and community amenities. In order to ensure investment in the area improvement of the transport network, retaining water in the docks, encouraging office development in the Isle of Dog Enterprise Zone and private housing development were the main strategies of the LDDC set out in this report.

3.1.3.3. Implementation

With £ 1.86 billion public and £ 7.7 billion private investment, London Docklands redevelopment project was finished in 17 years (LDDC, 1998 a). In accordance with its goals and strategies, activities of the LDDC were limited to acquisition of land and provision of infrastructure in order to attract private investment and projects. The rest of the implementation was completely private. The exceptional effort of the LDDC on managing development was the establishment of Isle of Dogs Enterprise Zone and the Canary Wharf flagship project.

Accessibility being crucial for attraction of investment and people to the area, improvement of the poor transport connections was the first action and biggest investment of LDDC. The Corporation used a total of £ 5395 million of its budget on transportation projects; £ 1411 million on roads, £ 3939 million on rail schemes and £ 45 million on other schemes (LDDC, 1997 c). This included the construction of the Docklands light rail system, followed by the extension of the Jubilee line of the London subway system to the site, as well as 144 km of new or improved roads and an airport opened in 1987 (Fainstein, 1994).

Private developers, which purchased land from LDDC with below-market rates, handled the rest of the physical development in the area. Most of the initial construction area was residential, producing 16,000 housing units by 1992; 78 percent privately developed for owner occupation at market rates (Fainstein, 1994). The number of homes reached 24,046 by 1998, housing 83,000 people (LDDC, 1998 a).

Development of commercial space was also handled by private investment, mainly attracted by the designation of the Isle of Dogs Enterprise Zone in 1982. The firms within the zone benefited from tax subsidies, such as a five-year tax holiday for all entering firms and low land prices as well as avoiding planning regulations (Fainstein, 1994). 2,322,576,000 square meters of commercial /industrial floorspace was built, hosting 2,700 businesses and employing 85,000 people (LDDC, 1998 a) The Zone also hosts the Canary Wharf flagship project.

Three years after the establishment of Isle of Dogs Enterprise Zone, rising rents and shortage of suitable buildings and development sites in the city led three American banks to propose a scheme for development of a 0.9 million square meter office complex on Canary Wharf (LDDC, 1998 b). The group was unable to fund the scheme and it was taken over by one of the largest North American

developers, Olympia & York. A master agreement was signed between LDDC and O&Y for a 1.1 million square meter financial center on 17th July 1987 (LDDC, 1998 b) Redevelopment in Canary Wharf focused on producing high quality buildings and landscaping. Under the master plan of Chicago architects Skidmore, Owings and Merrill, the first phase was completed approximately 3 years, with the first tenants moving-in in August 1991 (LDDC, 1998 b). The complex currently comprises 10 office buildings, a retail center and a conference and banqueting venue; containing 12.5 million square meters of commercial space (LDDC, 1998 b). Fainstein (1994) points out that the design of the complex imitated the guidelines used for Battery Park in New York, also developed by O&Y, characterized by the illusion of natural urban growth that is created via structures designed and constructed individually, “simulating the diversity of an evolving city” (p.199) Today, Canary Wharf tenants include major banks, law firms, as well as major news media and service firms, some technology companies, and tenants from the public sector.



Figure 3.3. Canary Wharf

Source: <http://www.blwtl.uwo.ca/User/Doc/CanaryWharf.pdf>, December 2007

3.1.3.4. Achievements and Success of the Scheme

Although the Docklands physically transformed into a functional part of the city of London with the efforts of LDDC, the success of the scheme remains subject to extensive academic and political debate. The scheme was a national Conservative government venture and its opponents include academics, local governments under Labor leadership and community organizations. The debates have been focused on three main issues; financial success of the scheme, social and economic impact on the existing population of the area and local accountability of decisions.

Through redevelopment of the Docklands, the national government aimed to create an engine of growth within the city of London and, in accordance with the political economic context, the assumption was that this could only be achieved through private investment leveraged by public contribution (Fainstein, 1994). According to LDDC, 1.86 billion of public expenditure stimulated 7.7 billion of private investment in the Development Area (LDDC, 1998 a), yielding a ratio of private to public investment of approximately 4:1. However, opponents of the scheme point out that the figure is deceiving; because the public cost of the scheme is higher than shown in the LDDC accounts. Bob Colenutt and Docklands Consultative Committee (DCC)⁵, claim that this leverage figure does not take enterprise zone tax subsidies, department of Transport expenditures and local authority investments in land improvement before the establishment of LDDC into account as part of the public contribution (DCC, 1988; Colenutt, 1991). Nevertheless, discussion on the leverage figure is only a small part of the arguments against the financial success of the scheme.

⁵ DCC is an advisory body to the Docklands Boroughs, funded by the affected local authorities. Bob Colenutt is the director of the DCC.

The opponents claim that the scheme failed to create, not only the aimed financial public benefits, but also the expected private benefits. The commercial flagship of the scheme, Canary Wharf, is considered to be “world’s largest real-estate failure” (Fainstein, 1994, p.205). Although this failure is due to several factors external to the scheme, such as the financial situation of the developer O&Y and the state of the international property market, Fainstein (1994) also claims that the policy of property-led development is an important factor. To summarize her account; it was unrealistic to expect public benefit together with high leverage of private investment through such small public contribution. Small initial public investment, the long phasing of implementation and the cyclical nature of the property market led to failure of the developer to meet its financial obligations, which led to further increase in public expenditure (Fainstein, 1994).

Fainstein (1994) also pointed out that the scheme bore other public costs that are not financially accounted for.

Governmental stimulation for large-scale commercial development, however, incurs major public costs: it involves heavy public staffing expenses; it often relies on the sale of publicly owned land at below market prices; it requires considerable expenditure on infrastructure; it crowds out alternative uses of land and contributes to gentrification; it causes a focus on the central business district at the expense of neighborhood development; and its impact on the quality of the urban environment has been at best mixed. (Fainstein, 1994, p.74).

The second theme of debate has been the impact of the scheme on the existing social structure of the docklands, as socio-economic regeneration was expected to benefit the residents of the area. The debates focused on two major issues for the vacant Docklands; employment and housing. While LDDC claims success in providing solutions in these areas of policy, the opponents point out that the

scheme failed to benefit the disadvantaged Dockland residents. Since high unemployment was identified as a problem of the Docklands area to be tackled by redevelopment, the employment issue is more about employment of the local population rather than creating new jobs for London. LDDC (1992) claims that the number of jobs in the area doubled by 1990 and training schemes had been successful in giving many of these jobs to the original residents. However, the Association of London Authorities (ALA)⁶ and DCC (1991) suggest that employment figures are misleading, because LDDC accounts for the transferred jobs from other parts of London as created by the redevelopment. Moreover, ALA and DCC (1991) claim that only %3 percent of the work force in the Isle of Dogs are Docklands residents. Fainstein (1994) states that, LDDC's emphasis on office development prevented new jobs from matching the skills of residents, although the service industries provided clerical jobs for local women. LDDC showed more effort for job training for Dockland occupants in the late 1980's, but financial difficulties of the end of the decade led LDDC to back away from social commitments (Fainstein, 1994).

Housing was the other major topic of the social impact debate. While the existing housing structure in the Docklands was completely public, development of private housing and owner occupation was the LDDC policy (Fainstein, 1994). This strategy was criticized because it meant that local residents could not afford the new units. While LDDC claimed the Docklands retained approximately 40 000 of its original inhabitants (Brownhill, 1990), Colenutt (1991) indicates that income surveys show that only %10 of the local population can afford a new house in the area. As well as pricing out the local population, ALA and DCC (1991) criticize LDDC's housing policy for depriving the local authorities and housing associations of land for future social housing projects.

⁶ ALA is the coalition of local governments under Labour leadership

Finally, a major opposition to the scheme was towards the lack of local accountability of LDDC and the scheme. As mentioned earlier, LDDC was an ad hoc institution appointed by the central government, and was given planning and development control authority that originally belonged to local authorities. While Sorensen (1995) claims that LDDC's distance to the local actors arise not from the structure of UDCs but from the conflict between the Conservative central government and the Labor leadership of the local authorities, opponents suggest that the UDC mechanism is structurally exclusive towards local agendas (Church, 1988). Florio and Brownhill (2000) suggest that the resistance of local authorities against cooperation with the LDDC arose from this approach and not merely an ideological agenda, and the reason for the improved relations observed in 1990's is the budgetary difficulties that the central government created for local governments after the 1987 elections. On the other hand, LDDC's (1997 a, 1997 b) statements about plans prepared by the DJC that consisted of representatives from local governments reveal the corporation's approach towards local needs and views (Urkun-Bowe, 2006)

3.2. Transformation of Liverpool's Docklands

Liverpool's docklands area was redeveloped within the same national framework with London and was organized within the same institutional framework as London's Docklands. However, the influences of the local conditions of urban development led to a significantly different process and set of results. Therefore, while the British national framework will not be repeated, the local conditions of redevelopment will be examined together with the process and results of the Liverpool's docklands transformation.

3.2.1. Redevelopment in Liverpool

Liverpool was the second most important port in the country and a major conurbation during the first half of the 20th century (Couch, 2003 a). Like many industrial cities in Europe, it faced loss of manufacturing industry and employment, population decline and social instability in the late 60's. Figures of change in the employment structure, unemployment rate and population between late 1960's and the end of 1990's, give an impression of how Liverpool's economic base switched from manufacturing to services in this period; resulting in unemployment increase and population decrease, although these trends have slowed down in the 1980's (Couch, 2003 a). Economic and social change and decline was accompanied by spatial restructuring. A substantial amount of vacant land was created in the inner city by the 1970's, due to abandonment of manufacturing and manufacture related sites such as port facilities, gas works, railway lines and stations (Couch, 2003 a). Redevelopment of these centrally located sites was a necessity for economic regeneration of the city.

Couch (2003 a) calls Liverpool "a laboratory for almost every experiment and innovation in modern policy and planning" (p 3). The city was one of the first cities that benefited from the Urban Program, through which a number of social projects such as nursery classes, housing advice centers and language classes for immigrants were supported; a City Planning Department was established in the city as early as 1961; the Liverpool Interim Planning Policy Statement and the City Center Plan, prepared in 1965 by the City Council, were the earliest examples of the new British approach to planning that goes beyond land use zoning and considers the interconnection between economic, social and spatial aspects of urban development (Couch, 2003 a). While benefiting from most national urban redevelopment programs, Liverpool's experience also influenced the shift in British urban policy. Vauxhall Community Development Project

launched by the Home Office, led Topping and Smith's research (1977) on the actual roots of the inner city problem, which triggered a breakthrough in the national approach to the problem (Couch, 2003 b).

In the 1970's, regional strategic planning initiatives introduced redevelopment as a solution to the spatial, social and economic problems of the city. The first of these was the Strategic Plan for the North West in 1974, which proposed to solve environmental and social problems of the North West Region through concentrated investment in the Mersey Belt, including Liverpool, with the strategy of reusing derelict land (Couch 2003 a). Another was the Merseyside Structure Plan in 1979, prepared by a team of planners from Liverpool, Birkenhead, Wallasey and Southport County Borough Councils, and Lancashire and Cheshire County Councils (Couch 2003 a). This team developed alternative strategies of urban redevelopment, managed dispersal or passive decline, from which the Merseyside County Council chose redevelopment, which will make use of the derelict inner city and to protect the countryside. The emphasis of the Structure Plan was on reclamation of vacant land for industry and housing (Couch, 2003 a). Stage One Report adopted in 1975 was another influential study, which emphasized the importance of restricting peripheral growth and reuse of the vacant inner city land stock (Couch, 2003 a).

3.2.2. Redevelopment in Liverpool's Docklands

In the context of decentralization of industry and technological changes in the shipping sector, the Liverpool Docks closed in 1972. Although redevelopment of the vacant area has been on the urban policy agenda since closure, it was implemented through a national scheme similar to the LDDC in the 1980's. While the institutional aspects of the schemes were similar, MDC's goals and achievements differed from LDDC's. Unlike London, the Liverpool scheme

aimed promotion of a cultural and touristic image rather than creation of a prestigious business center.

3.2.2.1. Institutional Organization

Among numerous redevelopment schemes launched in the city, Liverpool Area Partnership set up by the Labour government in 1978 and Merseyside Development Corporation (MDC) of the Thatcher government in 1980 focused especially on former dockland areas. Similar to the London Docklands process, local authorities took initiative for redevelopment before it entered the national agenda. The first attempt was the city Council's 'Liverpool South Docks: Principles of Redevelopment' published in 1972, trying to set out principles to guide the future use of the area (Couch 2003 a). Then, the Merseyside County Council published the Merseyside Structure Plan in 1979, where they declared that the port is to be shrank into a highly specialized smaller port while the surplus land is to be made available and attractive for redevelopment (Couch 2003 a). The council also published the 'South Docks Prospectus' in 1979 and declared that they decided to buy the docks. While the Prospectus was giving detailed land use decisions for the area, there was little mentioning of justifications, costs, funding or implementation processes of these proposals (Couch 2003 a).

It was in 1981 that 350 hectares of land, consisting of the former Liverpool South Docks, parts of the northern docks in Sefton and some land on the Wirral side of the Mersey, was designated as the development area for the MDC, which was the final scheme for the area.

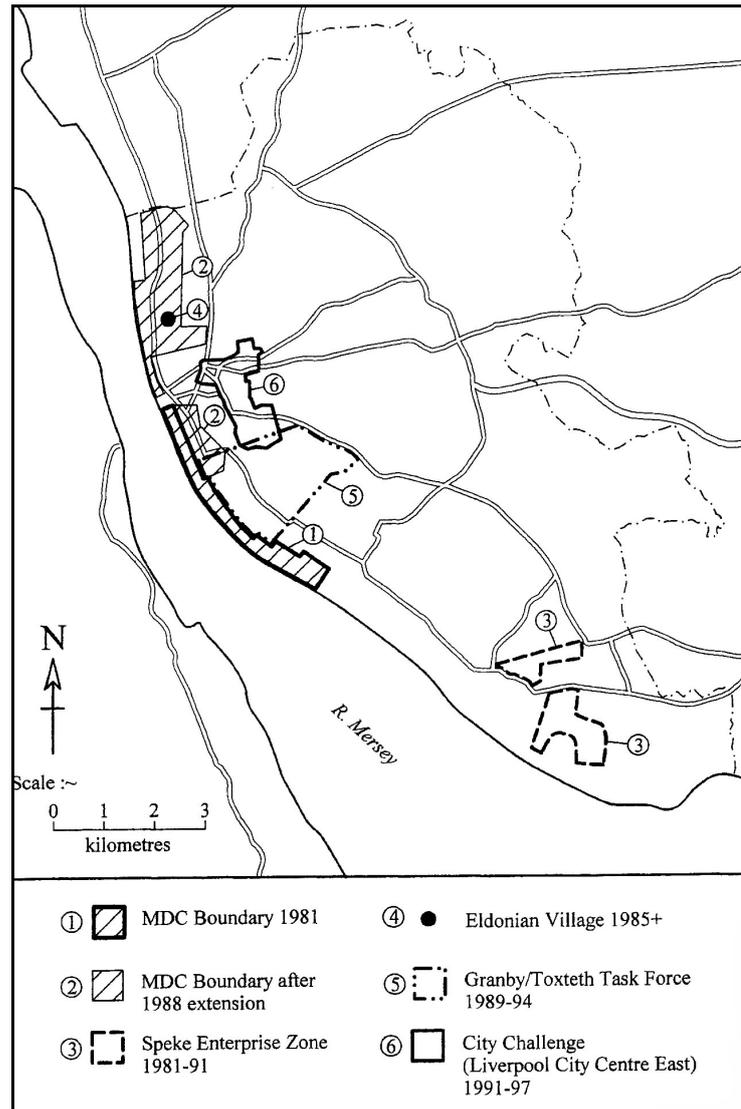


Figure 3.4. Boundaries of Major Transformation Schemes in Liverpool
 Source: Couch, 2003 a, p.112

MDC was the second UDC set up in 1981 with the same institutional structure and powers with LDDC. MDC set out its objectives as; securing the regeneration process, bringing land and buildings back into use, encouraging commercial and industrial development and attracting people to live and work in the area (Couch, 2003 a). Merseyside Development Corporation was wound up in 1998, same year that the LDDC was abolished.

3.2.2.2. Planning

It was mentioned above that, UDCs are given planning and development control authority but no plan making responsibilities for their jurisdiction. Consequently, like LDDC, MDC's planning activities were limited to production of strategies and overall objectives. Accordingly, MDC produced an 'Initial Development Strategy' (IDS) a year after its foundation; a document of 25 pages that claimed to set out a flexible framework for investment and development rather than a master plan, identifying the main problems of the area and some actions to be taken in order to attract investment (Couch 2003 a). The major issues to be handled were the contamination in the docks, unused and deteriorating historic buildings and undercapitalized businesses that suffer from lack of services (MDC, 1982).

The main strategies included restoration of water in the docks, improvement of the road infrastructure as well as pedestrian access to and within the area, and a site on the Canning Dock identified for office development as a flagship project. The importance of the revitalization of the Albert Dock was emphasized, although the strategy was limited with opening the maritime museum in the area. The rest of the central waterfront was to become a zone of commercial, recreational and residential uses while the docks that are outside the city were designated for industrial use (MDC, 1981).

After initial steps were taken towards implementation, the MDC territory was expanded in 1988, which led to a change of strategy (Couch, 2003 a). The expansion included densely developed areas of the city where a significant number of indigenous residents lived and an active economy existed (Figure 3.4.).

After the expansion, the Corporation produced a new development strategy (MDC, 1990). The aims of this strategy were more ambitious than those of the IDS; improving job prospects and skills, encouraging enterprise and growth of existing businesses, improving the physical environment for residents and businesses, as well as for prospective residents and workforce, and marketing Merseyside to investors and tourists (Couch, 2003 a). In the new strategy, the emphasis on economic development and attraction of private investment was stronger than physical improvement of derelict land. Hayes⁷ (1987) suggests that the increased ambition for attraction of private investment resulted in a switch from industrial and mixed-use development foreseen in the initial strategy, towards housing and retail development. Moreover, with the new strategy, MDC's proposals started to extend beyond the development area (Couch, 2003 a).

3.2.2.3. Implementation

Since the planning activity of the development corporation was limited to production of strategies rather than master plans and blue prints, the implementation was piecemeal. The driving forces of redevelopment and revitalization were two major events organized on the reclaimed docklands and a flagship development on the Albert Dock, which had significant role in changing the development strategy from commerce and industry towards tourism and leisure (Hayes, 1987). Following these initial steps, MDC's main function was providing infrastructure for private developments in the area, as demand arose.

Although not foreseen in the Initial Development Strategy, the organization of the International Garden Festival in 1984 was the first activity of the Corporation. 49 hectares of land was reclaimed by MDC to be used for the festival, which was held only once due to lack of arrangements for continued funding and operation

⁷ Michael Hayes was Liverpool's City Planning Officer in 1987

of the gardens (Couch, 2003 a). Although there were attempts to convert the area into new recreational uses, most of the land ended up being sold for housing (Couch, 2003 a).

The second event was the Tall Ships Race. Restoration of the water regime in the docks, which was a priority in the IDS, was completed in 1984 and the Race was the opening event. Unlike the Garden Festival, the Liverpool Tall Ships festival has been held annually (Couch, 2003 a).

Also in 1984, The Albert Dock complex was opened to visitors; consisting of museums, hotels, offices, flats, shops, bars and restaurants. The complex, which is the largest group of Grade 1 listed buildings in Britain, was built in 1846. It consists of five buildings that cover 1.25 million square feet. Although it is known as the first modern dock in Britain, it lost all commercial activity and was closed in 1972, half a decade after it was opened. Fortunately, the area was declared as a conservation area in 1976. The site started to redevelop when the Merseyside Maritime Museum opened here in 1980. Although MDC showed recognition of the architectural and historic importance of the complex in IDS, it did not put forward any proposals for the area, other than a suggested development of a mixed zone of commercial, recreational and residential uses (Couch, 2003 a). After some failed attempts to revive the docks with other uses, the turning point was 1982, when an agreement was signed between MDC and the Arrowcroft Group on preparation of plans for the area. In 1988 The Prince of Wales officially opened the Albert Dock and The Tate Gallery. After the abolishment of the MDC in 1998, Arrowcroft continued development and the final phases were completed in 2002. Alongside the Maritime Museum and the Tate Gallery, Albert Dock complex hosts major tourist attractions such as Beatles Story and the Museum of Liverpool Life. Today the site contains 19 retail outlets, one dozen restaurants and cafés and over 30 office units, which brings the combined employment of

people at the Dock over 2000 (http://www.albertdock.com/pages/index.php?page_id=1257, December 2007).



Figure 3.5. Albert Dock Complex

Source: <http://www.webbaviation.co.uk/liverpool/aerial/mf62.jpg>, December 2007

The Albert Dock scheme is considered to be the flagship for the redevelopment of the rest of the MDA, as well as be the major factor in the choice of Liverpool as the EU Culture of Capital 2008 (Hargan, 2007). While a number of big leisure projects could not be implemented due to limited local demand and political and technical difficulties (Hayes 1987), the rest of the waterfront is redeveloped with housing, offices, hotels and a marina. A subway station at Brunswick Dock was opened to serve the area, after most development took place (Couch, 2003b). The Princes Dock/Waterloo Dock area, which adjoins the docks to the city center, was developed heavily by the late 1990's (Couch, 2003 b). The office development proposals for the Canning Dock and industrial uses suggested for other docks outside the city were not implemented due to of lack of demand (Couch, 2003 a).

With the expansion of the Development Area in 1988, after the second victory of the Conservative party, part of the northern docks, the Vauxhall and Krikdale districts and the south-eastern quarter of the city center right behind the south docks were included in the Merseyside Development Area (Couch 2003 a). MDC adopted a drastically different approach towards the Vauxhall district, supporting a community housing initiative that was already operating in the area. The bottom-up approach utilized in this part of the implementation is appreciated as a proof of the success of local communities in regenerating their environments (Couch 2003 a). The revision of strategy after this expansion was the basis for further commercial and residential development on the rest of the cities waterfront, instead of industrial development proposed by the initial strategy (Couch, 2003 a). By 2000, the former warehouses of the Waterloo Dock were converted into housing while Princes Dock was redeveloped with a hotel, a conference center and office blocks. The marina built on the former Coburg and Brunswick Docks attracted private housing investment, supported further by the opening of Brunswick Railway Station. The Pier Head was landscaped as a major civic space although there were no attempts on increasing its accessibility from the city center. While Kings Dock remained undeveloped, Queens Dock housed offices and budget hotels (Couch, 2003 a).

3.2.2.4. Achievements and Success of the Scheme

According to National Audit Office Report (2002) and reports of the Department of Environment (1988), £ 698 million of private finance was leveraged with £ 140 million of public investment, making a ratio of approximately 5:1. 944 acres (382 hectares) of derelict land was reclaimed for the development of 7.6 million square feet (0.7 million square meters) of non-housing floorspace and 486 housing units (cited in Couch, 2003 a). Although MDC's achievements in redeveloping the redundant docklands are not as debated as LDDC's, this scheme has also been

subject to some common criticisms towards UDC's. The criticisms focus on two issues; lack of local accountability and lack of integration with urban planning processes (Couch, 2003 a).

The general criticism towards UDC's, especially on bypassing local democratic processes, applied to MDC as well. The major conflicts between the local authorities and the corporation were; lack of coordination between MDC's work and local initiatives for the rest of the city, and reduction of resources for local services and programs due to extensive allocation towards the development area. The city council opposed to several proposals of the MDC with concerns about the impact of redirecting investment to the development area, which was predicted to reduce property values and increase vacancy in the city center (Couch 2003 a). Moreover, as a result of the diverted financial resources to the Corporation, the MDC and the City Council had almost equal budgets, one with a jurisdiction of 350 hectares while the other had 94790 hectares of the city to spend it on (Meegan, 1999).

The critics view the MDC scheme as make up for a repellent part of the city; the scheme is not considered successful in terms of contributing to the solution of the cities socio-economic problems.

...the deep-seated social and economic problems of the Liverpool conurbation still remain acute, and the initial criticisms that the UDC, for example, was no more than window dressing on a decrepit shop that would not tackle the profound decline of the city, remain unanswered (Fraser, 2003, p.188).

According to Fraser, Couch and Persy (2003), the scheme was not successful in tackling Liverpool's problems because it was isolated and independent from continuing urban planning processes; it has not involved any objectives that

encompassed the 'normal' spatial planning process. "Planning theory experts would recognize this as disjointed incrementalism" (Fraser et al. 2003, p.215).

3.3. Transformation of Rotterdam's Docklands

The last case of transformation to be examined in this chapter is of Rotterdam's docklands; the Kop van Zuid area is a part of the ever-transforming port of Rotterdam. The national and local context, especially the planning system influenced the characteristics of this scheme and its results, and led to a different experience from the British cases. The local basis of the scheme and better integration of the scheme to the general urban development process constitute the significance of this case for our purposes.

3.3.1. Urban Transformation Policy in the Netherlands

The major 20th century urban policy issue in the Netherlands has been the urban sprawl from the Ranstad (ring city) formed by the cities of The Hague, Amsterdam, Rotterdam and Utrecht, an agglomeration of around 7.5 million people (Making Connections Draft Report, 2006). Since 1960's, the national urbanization policy sought to prevent the sprawl towards the countryside, especially towards the 'green heart' within the ring, leading to a number of newly planned compact developments (Couch, 2003c). By the end of 1970's, the need for prevention policies towards investment withdrawal from inner cities led to a new focus for the compact development policy; inner city regeneration (Couch, 2003 c).

While transformation in the late 1970's aimed to improve residential environments for the indigenous population, focusing on renewal and housing renovation, the 1980's brought about a shift of emphasis towards improvement of the economic base and the marketability of urban areas (Couch 2003 c). The

Urban and Village Renewal Act that came into affect in 1985 broadened the intervention beyond housing rehabilitation and included environmental improvements, traffic management and amelioration of local social problems as parts of urban renewal policy (Teule, 1998). By the end of the decade, city center regeneration initiatives gradually replaced inner city neighborhood renewal.

3.3.2. Regeneration in Rotterdam

Rotterdam, situated in the delta of the Rhine and the Maas (or Meuse), is the largest port in Europe, generating 10% of the GDP of the country (Couch 2003 c). The city has a population of 600,000 and it is at the center of a metropolitan area of about 1.4 million inhabitants. Bombing of the city center during the World War II, closure of the upstream docks and resulting decline have characterized the post war years of the city (Couch 2003 c). Although reconstruction attempts were successful in eliminating the physical effects of the War, modernization and relocation of the port led to serious socio-economic decline; population decrease and unemployment reached serious levels in the late 1970's (Meyer, 1999). Population fell from 687000 in 1970 to 579000 in 1980, while the number of jobs in the city decreased by %10 between 1977 and 1985 (Seinpost, 1986; cited in Meyer, 1999).

The national and local policy towards physical and socio-economic decline in the city went through a number of policy phases, in the post war period. Van der Knaap and Pinder (1992) distinguish four phases on this basis; clearance and reconstruction phase up to 1970, rehabilitation and renovation phase from 1970 to 1980, urban management phase from 1980 to 1986, and city management and marketing phase from 1986 onwards. Until mid 1980's, different approaches led to several regeneration initiatives that focused mainly on housing renewal. In 1974, the city council launched a renewal program covering a quarter of the

whole city (Couch, 2003 b). By 1985 more than 36000 dwellings were improved or replaced through the Urban and Village Renewal Act (Couch, 2003 b).

In 1985, for the first time since 1946, a master plan for the entire city was prepared. *Binnenstadplan* combined various separate schemes and plans for different districts of the city, and brought image improvement and economic and social regeneration projects into the urban development agenda (<http://www.urbed.co.uk/>). The *Binnenstadplan*;

... had strong social as well as economic and physical goals, and above all it aimed not only to change the image of the city to outsiders (particularly business investors and enterprising people) but also to change the image of a large part of the city to existing residents (<http://www.urbed.co.uk/>)

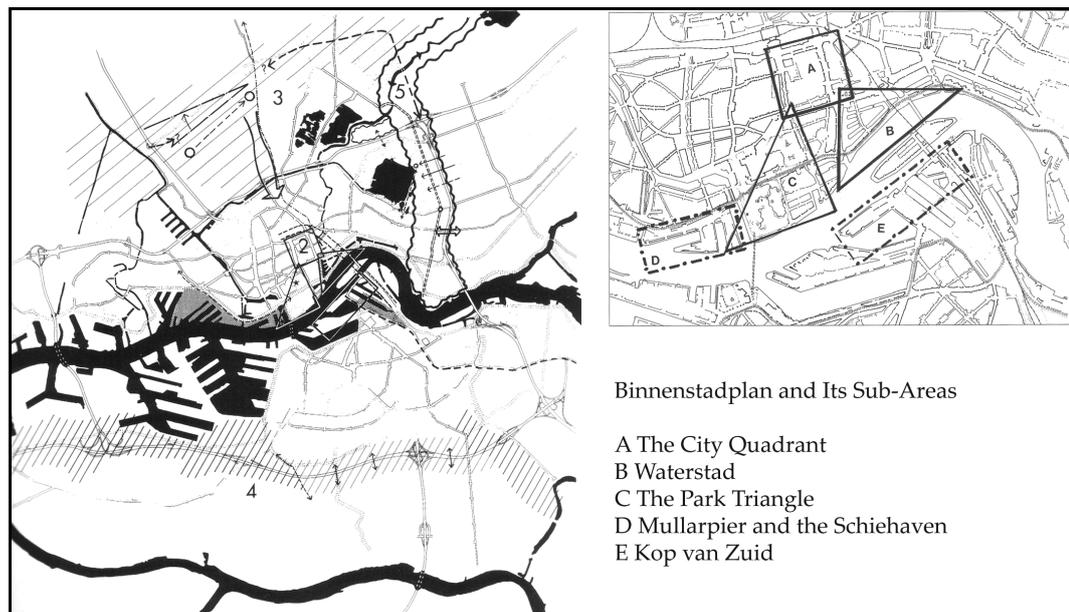


Figure 3.6. The *Binnenstadplan*
Source: Meyer, 1999, p.336-353

In the master plan, three areas were highlighted for transformation; Delfshaven, Waterstad and Kop van Zuid (Meyer, 1999). Delfshaven was a residential district with %60 of its residents from ethnic minority groups while Waterstad and Kop van Zuid constituted the city center, located on either side of the Maas River

(Meyer, 1999). Although regeneration of the Delfshaven area was prioritized and funded by the European Commission, the political focus has quickly shifted towards regeneration of the redundant docklands (Couch, 2003 b). The Waterstad Plan was prepared by the municipality in 1986, focusing heavily on tourism and recreation functions alongside dwellings and offices (Meyer, 1999). Redevelopment of the Waterstad represented collaboration between the municipality and commercial interests and resulted in increase in competitiveness and attraction of investment in the city (Meyer, 1999). The Waterstad area, which was already mostly developed by the time the master plan was prepared, was fully developed by the 1990's. Unlike Delfshaven and Waterstad, Kop van Zuid was a '*tabula rasa*' for creation of the desired ideal cityscape that will constitute a new image for the city. Since Waterstad could not provide suitable space for prestigious new development, Kop van Zuid became the location for new investment and had its own plan prepared in 1987(Meyer, 1999).

3.3.3. Regeneration in Kop van Zuid

Within the dynamic system of water transport in Rotterdam, The Kop van Zuid area became vacant in the early 1970's. This 125 hectare piece of the docklands, located on the south bank of the Maas river adjoining low-income neighborhoods to Rotterdam city center, became redundant when the port moved downstream. While the adjoining neighborhoods were subject to renewal in the 1970's, the docks and the adjoining warehousing and transshipment areas were not handled until late 1980's (Couch, 2003 c). "Before the Kop van Zuid scheme the River Maas had been seen as a barrier, and the South Bank beyond it one of the most repelling parts of the city "(<http://www.urbed.co.uk/>). The area was finally transformed by the city council with a plan approved in 1991.

3.3.3.1. Institutional Organization

Within the planning system of Netherlands, municipalities have a significant role as providers of much of the land as well as being responsible for preparing land use plans. This has meant that they have been able to use their powers of land ownership to facilitate implementation and have been supported by government subsidies (B. Needham et al, 1993). From the beginning, the municipal council has been the active agency in the regeneration of the Kop van Zuid area.

While the project was run directly by Rotterdam City Council, many different council departments were involved due to their relationship with the area. The most important agencies were the Rotterdam Department of Urban Planning and Housing responsible for land use planning, urban design and architecture; the Rotterdam City Development Corporation which owned the land, and was responsible for estate management and financial management; the Rotterdam Department of Public Works responsible for civil engineering and infrastructure; the Rotterdam Transportation Company responsible for public transport and the Rotterdam Port Authority, the former owner of the land (<http://www.urbed.co.uk/>).

On the other hand, an ad hoc organization was established to coordinate the project. This Project Team was supported by a Communications Team and a Mutual Benefit Team. The Communications Team aimed to increase the acceptance of the project by the public and the private sector as well as the government, while the Mutual Benefit Team aimed to ensure social benefits from the scheme, especially for the disadvantaged residents of the surrounding area (<http://www.urbed.co.uk/>).

3.3.3.2. Planning

Land use planning in the Netherlands operates within the wider culture of administration, where central government provides guidance, provincial governments adopt regional plans, and municipal governments adopt structure plans and local plans (B. Needham et al, 1993). Within this structure, the city council prepared plans for Kop van Zuid in 1978, proposing social housing together with a red light district on the former dockland area (<http://www.urbed.co.uk/>). While some social housing was developed in the southern parts, the area was subject to pressure from the commercial property sector during 1980's, which was triggered by the completed city center redevelopment program (Couch, 2003 c). In 1987, in the light of the master plan prepared by the Department of Urban Development in 1985, a master plan for Kop van Zuid was prepared by the city council in collaboration with a private planning consultant (Couch, 2003 c). The plan was approved in 1991, and was adopted by the crown in 1994. The regeneration scheme for Kop van Zuid was based on this plan, anticipating commercial use rather than social housing.

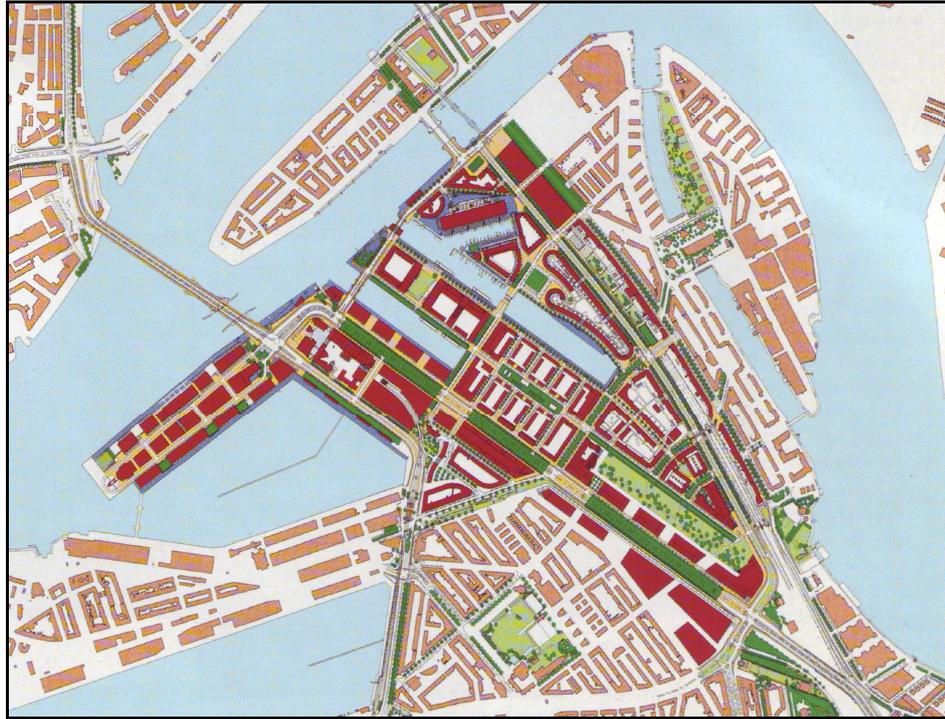


Figure 3.7. Kop van Zuid Master Plan
Source: Meyer, 1999, p.355

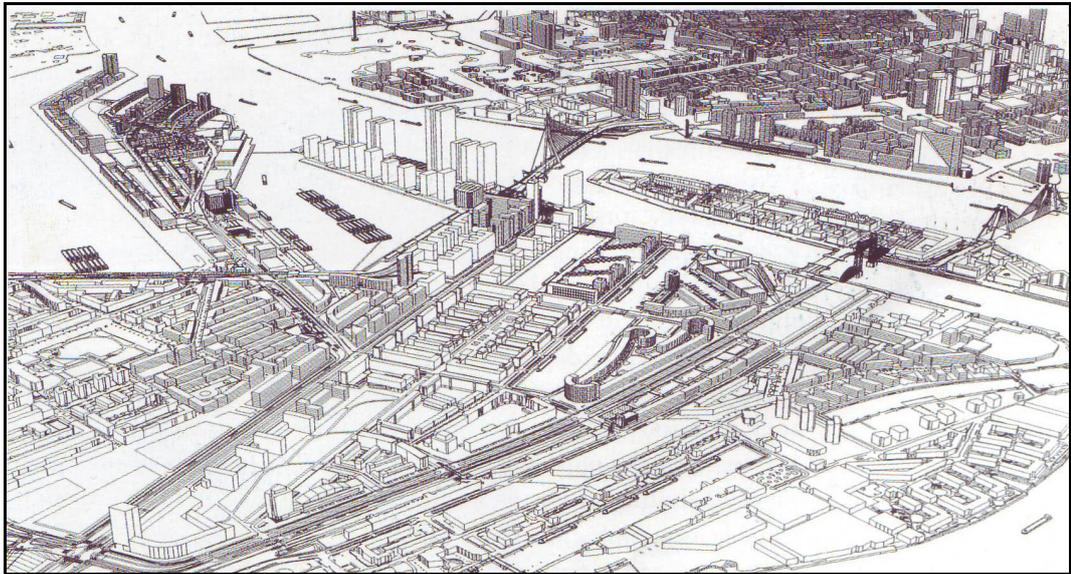


Figure 3.8. Kop van Zuid Master Plan Birds Eye View
Source: Meyer, 1999, p.355

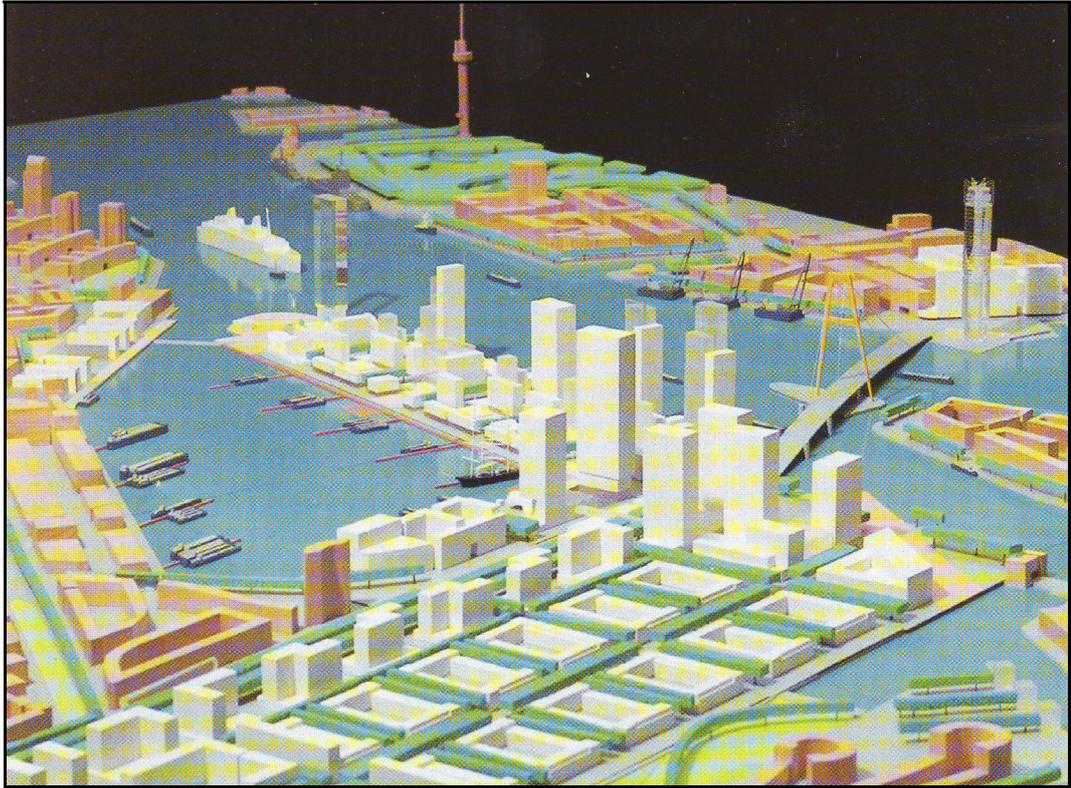


Figure 3.9. Kop van Zuid Master Plan 3D Model

Source: Meyer, 1999, p.354

The Kop van Zuid Master Plan intended to address a number of problems, both of the area and the whole city. The significance of the area for the relationship between the city and the river was a central issue (Meyer, 1999). Rotterdam needed a larger city center, with the quality to attract the people that drive the 'knowledge economy', and therefore, it needed to overcome the barrier of the river and the derelict docklands (<http://www.urbed.co.uk/>). The design tried to accommodate the need for locations for high tech companies and to provide pleasant residential environments for their employees (Meyer, 1999).

The major physical decisions of the plan were; linking Kop van Zuid, and the suburbs to the south of it, to the city center via new transport infrastructure, creating a mixed-use district with high quality physical environment for businesses and people and contributing to the preservation of the existing landmark buildings (<http://www.urbed.co.uk/>).

3.3.3.3. Implementation

In order to facilitate implementation of the plan, the scheme had to achieve two goals initially; accessibility and image improvement (Couch, 2003 c). This led to important transport investments and emphasis on physical quality in implementation. Once the physical and psychological barriers between the city and the area were eliminated, another important task was persuasion of the national government, other public agencies and leading people in the city to support the scheme (<http://www.urbed.co.uk/>). An important component of support was the move of several government departments to the area (<http://www.urbed.co.uk/>).

Improving transport links did not merely focus on construction of rail and road networks but also integrated pedestrian and other public transport systems. The world famous Erasmus Bridge was completed in 1996, functionally connecting the two banks of the river as well as symbolizing change in the area (Meyer, 1999). The bridge incorporated a roadway, a bus lane and tramlines, cycle tracks and pedestrian walkways.



Figure 3.10. Erasmus Bridge
Source: Meyer, 1999, p.360

A year later, the metro station was opened, bringing the area to 4-minute distance to the city center and 8 minutes to the central station (Couch, 2003 c).

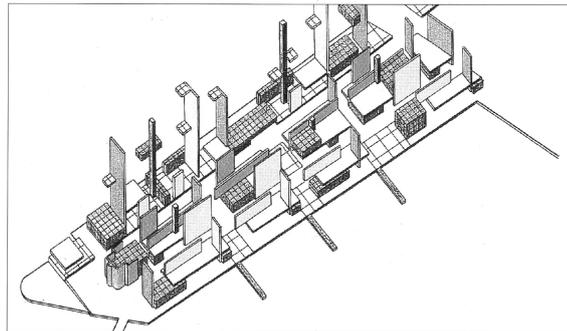
The attractiveness of the area for investment was highly dependent on an improved image. The municipality put additional effort on high environmental standards for new developments; three 'Quality Books' were prepared by the municipality in order to ensure high standards for the resulting physical development of the regeneration scheme (Meyer, 1999). Moreover, the scheme relied on a flagship development on the Wilhelmina pier, earmarked in the mater plan for dense and high-rise developments in order to accentuate the river landscape as a central component of Rotterdam's urban image (Meyer, 1999). The development aimed to ensure achievement of two central goals of the regeneration scheme; improving the relationship between the city and the port

and attraction of investment via provision of high quality physical space (Meyer, 1999).

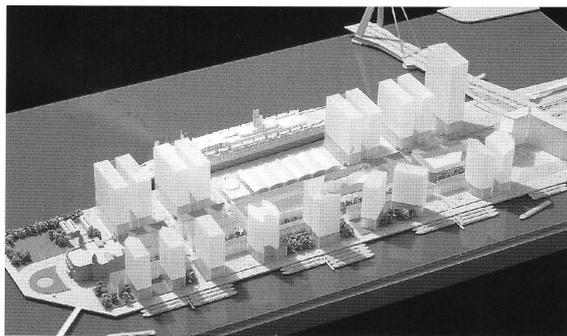
Wilhelmina Pier within the Kop van Zuid area was the historic departure point for passenger liners. The physical transformation of the pier started in 1993, when the Holland America line headquarters were converted into the New York Hotel. Adjoining the hotel, the 124 meters high World Port Center and the 98 meters high KPN Tower were opened in 2000. Café Rotterdam and a new cruiser liner terminal opened in 1997. The former Entrepo was converted into the 'exotic festival market'. Although the master plan initially gave little support to the preservation of old buildings, more structures were retained in the rest of the project area after the success of the New York Hotel and the entrepot refurbishment (<http://www.urbed.co.uk/>). Other former warehouses accommodated workshops, a market, shops, restaurants, housing and a marina (<http://www.urbed.co.uk/>).



Wilhelminapier as it was in 1955



Wilhelminapier as a 'cruise ship'



Model of the master plan for Wilhelminapier

Figure 3.11. Wilhelmina Pier
Source: Meyer, 1999, p.370

The city council's policy of encouraging mixed-use as a part of its compact cities strategy is successfully implemented; the project and even some of the larger buildings within the project, contain a wide range of uses together. The metro station contains approximately 150,000 square meters of floorspace; including a public galleria, retailing and some office space. Most importantly the tax and customs offices and the courts of justice were moved to this complex, which contributed highly to the acceptance and implementation of the scheme.

Moreover, Ichthus Hogeschool Rotterdam was opened in 2000, specializing in economics, communications, social work, management and legal studies.

3.3.3.4. Achievements and Success of the Scheme

The Kop van Zuid scheme has received more appreciation than most other cases of dockland transformation (Couch 2003c, Fraser 2003, Meyer 1999, Persy, 2003). The scheme was launched with objectives relating to spatial, economic and social improvement in the whole city. While the moderate financial goals were achieved with limited public expenditure, physical quality standards are successfully reached by the development. However, the major debate and criticism for all transformation schemes applies to the Kop van Zuid scheme as well; failure to create socio-economic benefits for the original residents.

The primary aim of the scheme, changing the image of the area and attracting people and investment, lead to emphasis on high quality design of buildings and public areas. Apart from the impressive Erasmus Bridge, there are a number of buildings designed by leading architects. Public art is used to interpret the area's history; the waterfront has been opened up to pedestrian use. Good lighting, minimum of street clutter, ample street parking in most residential areas combined with wide tree-lined pavements characterize open spaces. The plan provided for 5,300 residential units and 400,000 square meters of offices. There are a variety of residential styles, with different architects working on each block within an overall design framework, which includes a requirement that each home should have its own outdoor space and encourages the provision of larger windows. Even though public transport is good, car parking is provided for at one space per dwelling (<http://www.urbed.co.uk/>).

In terms of economic regeneration, Kop van Zuid was one of the key projects identified for coordinated public expenditure that will attract private investment

to reverse economic decline. The city that feared it could never compete with Amsterdam or The Hague as a place for business investment in the 1980's, was cited as one of the examples of urban renaissance by the Urban Task Force (), and it won recognition as European Capital of Culture in 2001 (Couch, 2003c). Unemployment in the city fell from 17% in 1991 to 6% in 2005 and, as a result of regeneration policies, the rate of population decrease has been reduced, stabilizing the number by 1990 and increasing it further over 593000 by 2000 (Couch, 2003 c)

In the analysis of the financial success of the project, it needs to be emphasized that the city council uses a simple profit and loss account rather than figures of leverage. This is partly because all land is owned publicly in the Netherlands, and the initial infrastructure costs are born by the local authorities and the central government; such as funding for the Erasmus Bridge and the new Metro station. After the project is completed, the profits return to the local authority as land rent and taxes (Couch, 2003 c). According to the project office; the cost of the scheme for the city council is Fl 1.4 billion while Fl 0.3 billion is gained by removal of contamination and Fl 0.55 billion through profits from rents, which amounts to a total of Fl 0.55 billion of net loss by the council. On the other hand, the total development cost, including construction carried out by private developers is Fl 5.5 billion. The local property tax income from the scheme, expected to be raised when completed, is equal to Fl 0.5 billion per anum, about 5% of the cities total property tax income. This amounts to a gain of about 5.5 billion for the city council within 11 years (Kop van Zuid Project Office, cited in Couch 2003 c). Meyer's (1999) criticism is that this profitability depends on maximized land prices in the area, and this puts Kop van Zuid in a competition with other development areas such as Waterstad, where development is also essential for the regeneration of the city.

The Kop van Zuid scheme is considered successful in linking the two banks of the river spatially. The scheme also involved consideration for the social return to the neighboring districts in the 'Rotterdam South', which were in a stigmatized and subordinate position in relation to the northern bank (Meyer, 1999). With the closure of the port, inner city problems – high unemployment, low educational attainment, high crime rate, poor reputation etc. – and high proportion of immigrants characterized the nearby neighborhoods. Because housing improvement schemes of the 70's and 80's did not address the socio-economic issues of the area, creation of jobs for local people has been a major aim of the Kop van Zuid project. The Mutual Benefit Program started in 1991 aimed to serve the local population with socio economic programs. The Program acted both as an employment agency, trying to match local job seekers to new employment opportunities, and it was used to promote new businesses (<http://www.urbed.co.uk/>). However the achievements of the program have not been very impressive; very few direct jobs for local residents were generated by the project than originally anticipated (Couch, 2033 c). This was due to the fact that the program could not resolve the lack of relevant skills among the local population. Many of the jobs in Kop van Zuid today, are in organizations that have relocated there from other parts of the city and 40% of the current residents of the area come from outside the region, attracted by the prestige and convenience of the location (<http://www.urbed.co.uk/>). Although some facilities, for instance the Ichtus Hogeschool Rotterdam, are established by the scheme in order to encourage local people to acquire new business skills required by the emerging jobs in the area, observers such as Hajer (1993) suggest that the municipality's promotion of developments such as the Kop van Zuid project does not address the needs of the structurally unemployed.

3.4. Review of the Cases

Examination of the cases of transformation in London's, Liverpool's and Rotterdam's docklands reveal some common processes as well as distinguishing factors in transformation policy and applications.

London's Docklands scheme is one of the most important and influential redevelopment initiatives in the world. London is a world city and its docklands constituted the biggest area in Europe to be left vacant due to deindustrialization. The scope of the project and the allocated funds make this case a must for examination in any urban transformation study. However, a detailed analysis reveals that London's Docklands is not a success story from every point of view. Opponents claim that, the magnitude of its failures and negative impacts live up to the grandeur of the intervention.

The less ambitious Merseyside scheme also failed to achieve its original objectives, which led adjustments to strategy and implementation. The scheme has been successful in reviving derelict docklands and in conservation of architectural heritage in the area, as well as supporting community development around the docks. However, like the LDDC, MDC failed to integrate its project into continuing local development efforts and could not achieve its socio-economic goals of improving employment opportunities.

The Kop van Zuid scheme is a regeneration initiative that displays some differences from the British schemes, due to the characteristics of the area as well as the national/local approach to transformation. The scheme aimed to tackle an isolated part of the vacant docks unlike the inclusive UDA's. However, decision making for the area remained in the hands of the local authority, which approached the area with a comprehensive plan for the metropolitan area. The

interconnected problem areas were also tackled by this metropolitan plan, via separate but coordinated sub plans like Kop van Zuid master plan. The Kop van Zuid scheme, although successful in terms of local accountability, forward planning and infrastructure provision, also failed to involve socio-economic development.

There are various commonalities and differences between these cases and the Haydarpaşa area. Before analyzing them and what they may imply for the future of Haydarpaşa, the next Chapter will examine the past and the present situation that the area is in, focusing on the factors determining its future.

Table 3.1. Review of London's, Liverpool's and Rotterdam's Dockland Schemes

Category	Criterion	London Docklands	Liverpool Merseyside	Rotterdam Kop van Zuid
Project Areas	Size	2,146 ha	350 ha	125 ha
	Land use	<ul style="list-style-type: none"> • Residential • Commercial • Vacant land 	<ul style="list-style-type: none"> • Residential • Commercial • Vacant land 	Vacant land
	Ownership	LDDC	MDC	Rotterdam City Development Corporation
	Architectural Heritage	Not significant	Significant	Not significant
Policy Background	National agenda	Utilization of vacant public land for accommodation of demand	Utilization of vacant public land for investment attraction	NA

Table 3.1. (Continued)

	Local agenda	Accommodation of demand	Reversal of economic, social and spatial decline	Reversal of economic, social and spatial decline
	Goals of the scheme	Provision of prestigious office space, luxury housing, high quality open space	Promotion of culture and tourism, conservation of architectural heritage	Provision of high quality office space and public services
Institutional Organization	Active agency	LDDC	MDC	Kop van Zuid Project Team
	Role of the central government	Dominant	Dominant	Passive
	Role of local governments	Passive	Passive	Dominant
	Role of the private sector	Active	Active	None
	Role of NGO's	None	None	None
Financial Organization	Budget	Central Government grant	Central Government grant	City Council budget
	Financial goals	Leverage of private investment	Leverage of private investment	Tax income
	Public contribution	1.86 billion pounds (2.6 billion EUR)	0.14 billion pounds (0.2 billion EUR)	Fl 1.4 billion (0.6 billion EUR)
	Private contribution	£ 7.7 billion (11 billion EUR)	£ 0.69 billion (1 billion EUR)	Fl 5.5 billion (2,4 billion EUR)
Planning and Implementation Processes	Planning authority	<ul style="list-style-type: none"> • Plan making: local authorities • Planning control: LDDC 	<ul style="list-style-type: none"> • Plan making: local authorities • Planning control: MDC 	<ul style="list-style-type: none"> • Plan making: local authority • Planning control: Local authority

Table 3.1. (Continued)

	Planning documents	Annual Report 1981-1982	<ul style="list-style-type: none"> • Initial Development Strategy (1982) • Development Strategy (1990) 	Kop van Zuid Master Plan (approved 1991)
	Governing Plans	NA	NA	Binnenstad Plan
	Planning objectives	<ul style="list-style-type: none"> • Physical development • Increasing accessibility 	<ul style="list-style-type: none"> • Image improvement • Tourist attraction • Restoration 	<ul style="list-style-type: none"> • Physical development • Increasing accessibility • Restoration
	Development	Mixed use	Mixed use	Mixed use
	Phasing of implementation	1- Transportation infrastructure 2- High rise flagship development 3- Housing development	1- Cultural events 2- Restoration 3- Transportation infrastructure	1- Transportation infrastructure 2- High rise flagship development 3- Attraction of public services 4- Public space creation
Outcomes	Financial success	Leverage: 1:4	Leverage: 1:5	<ul style="list-style-type: none"> • Leverage: 1:4 • Stable tax income

Table 3.1. (Continued)

	<p>Social implications</p>	<ul style="list-style-type: none"> • Housing: not affordable for residents • Employment: not appropriate for residents • Skill improvement: not successful 	<ul style="list-style-type: none"> • Employment: no data • Housing: successfully supported local initiatives 	<ul style="list-style-type: none"> • Employment: not appropriate for target population • Skill improvement: not successful
	<p>Impact on urban development</p>	<ul style="list-style-type: none"> • Resources directed from urban services • Reduced property values and increased vacancy in the city center • Disturbed local transport policy 	<ul style="list-style-type: none"> • Resources directed from urban services • Reduced property values and increased vacancy in the city center 	<p>Competing with other development areas i. e. Waterstad</p>

CHAPTER 4

DOCKLAND TRANSFORMATION IN ISTANBUL: HAYDARPAŞA AREA

Late 20th century dockland transformation schemes, recurring in different cities around the world, are generally associated with the process of post-industrial urban restructuring. Accordingly, the common context for these schemes is de-industrializing former industrial urban centers and interventions aiming to economically regenerate the city via accommodating new economic functions in the vacant dockland areas. The cases of London, Liverpool and Rotterdam have this context in common while their approach to transformation differs due to several factors. In İstanbul on the other hand, deindustrialization and restructuring appears as more of a desired and planned future than the existing context and source of urban problems. Urban transformation schemes proposed or implemented in İstanbul seem to be strategies that will enable the desired restructuring, rather than solving problems created by the process itself. Relocation of the Haydarpaşa port and railway facilities is a one of these decisions towards decentralization of industry and related functions. The proposed relocation implies that the area will be vacant in the near future, which triggered a series of attempts towards and against transformation.

This chapter aims to examine this context of planned de-industrialization together with a review of different attempts towards transformation up to the present day. This examination will include analysis of urban development and transport policies leading to relocation, numerous attempts to launch a transformation scheme, direct attempts of the parliament to enable transformation, a detailed analysis of the most concrete proposal for the area and the current situation and factors that will influence future decisions and developments.

4.1. The Post-industrial İstanbul

The city of İstanbul sustained its importance throughout its 20 centuries long history due to its strategic location between the continents of Asia and Europe, connecting the Black Sea to the Mediterranean. As the historical capital of civilization, culture and economy for its region; it has been the biggest city of the Ottoman Empire and the biggest city of the country since the foundation of the Republic. Figures of population and employment, economic activity, production and trade, all demonstrate that İstanbul is the economical capital of Turkey. However, these figures also demonstrate that, the notion of de-industrialization, which determined the urbanization processes of old industrial centers of Europe, has not been the economic context in İstanbul.

The notion of economic restructuring examined in previous chapters denoted a transformation of economic basis of urban economies after the OPEC crisis in the early 1970's (Logan and Swanstrom, 1990). The transformation occurred in urban centers that had manufacturing as their economic basis, which was replaced by service sector; ranging from producer services to consumer services. Being a node of international transport, located at the junction of important road, rail and sea routes between empires, nations and continents; İstanbul has been hosting an agglomeration of production and commerce throughout its history. Like any urban center with high accessibility, it also attracted modern industry throughout the 20th century. However, statistics show that, İstanbul continued to attract industrial investment in the European post-industrial era. During the first half of the 1980's, %52.2 of the industrial facilities and %40 of the industrial workforce in the country was located in the city (DİE, 1987; cited in İBB, 2006 a). While the 1966 *İstanbul Sanayi Planı* reported 1140.5 hectares of land under industrial use, 7100 hectares was planned for the year 1995 by the 1980 *İstanbul*

Nazım Planı. By 2006, 11000 hectares of land was used by the industrial sector, employing %32 percent of the non-agricultural workforce of the city (İBB, 2006 a). On the other hand; service sector, which dominates the economies of post-industrial cities of Europe, is more of a sector to be developed rather than a determining force for urban development. Employment figures demonstrate that the ratio of industrial employment within total employment in the city is %62 (İBB, 2006 a).

Table 4.1. Socio-economic Indicators: Comparison of Turkey, Marmara Region and İstanbul

Indicators	İstanbul (Urban)	Marmara (Regional)	Turkey (National)
Area (km ²)	5.400	74.681	769.604
Population	10.018.735	17.679.293	67.803.927
Employment	3.471.400	6.806.927	25.997.141
Service Sector Employment	1.851.030	2.904.289	8.719.693
Industrial Employment	1.116.126	1.726.492	3.374.325
GDP (YTL)	26.278.326	45.426.348	118.789.113

Source: DİE, 2000; DİE, 2001; cited in İBB, 2006 a

Clearly, de-industrialization is not the existing situation, but is the proposal. Decentralization of industries and related activities such as transport, handling and warehousing, is suggested by development plans instead of being a problem to be tackled.



Figure 4.1. Istanbul and the Marmara Region
Source: www.maps.google.com, January 2008

4.2. Transformation of Haydarpaşa Port and Surroundings

In the context of the industrially active city of İstanbul, discussions of dockland transformation entered the urban policy agenda as early as 1980's, as a result of transportation decisions that affect Haydarpaşa port, train station and Harem bus station. Haydarpaşa Port is located in the middle docks of İstanbul (Figure 4.2.), adjacent to the Haydarpaşa Train Station and Harem Bus Station. Although these facilities are still fully functional today, local and national governments have shown determination for a big urban redevelopment scheme to be implemented as soon as the se decisions take effect. However, this two-decades-old agenda had not become a public issue until 2005; the Haydarpaşa World Trade Center and Cruiser Port Project was a breaking point.

The attention of the mainstream press on the trade center project revealed the longer history of the Haydarpaşa transformation project. This section aims to review this history, starting from the national policy backgrounds. Following the policy background, several attempts of different levels of government to determine the development in the area will be examined, including the trade center project. While this project did not turn into an official plan, further decisions were made that will influence the future of the area, which will also be reviewed.

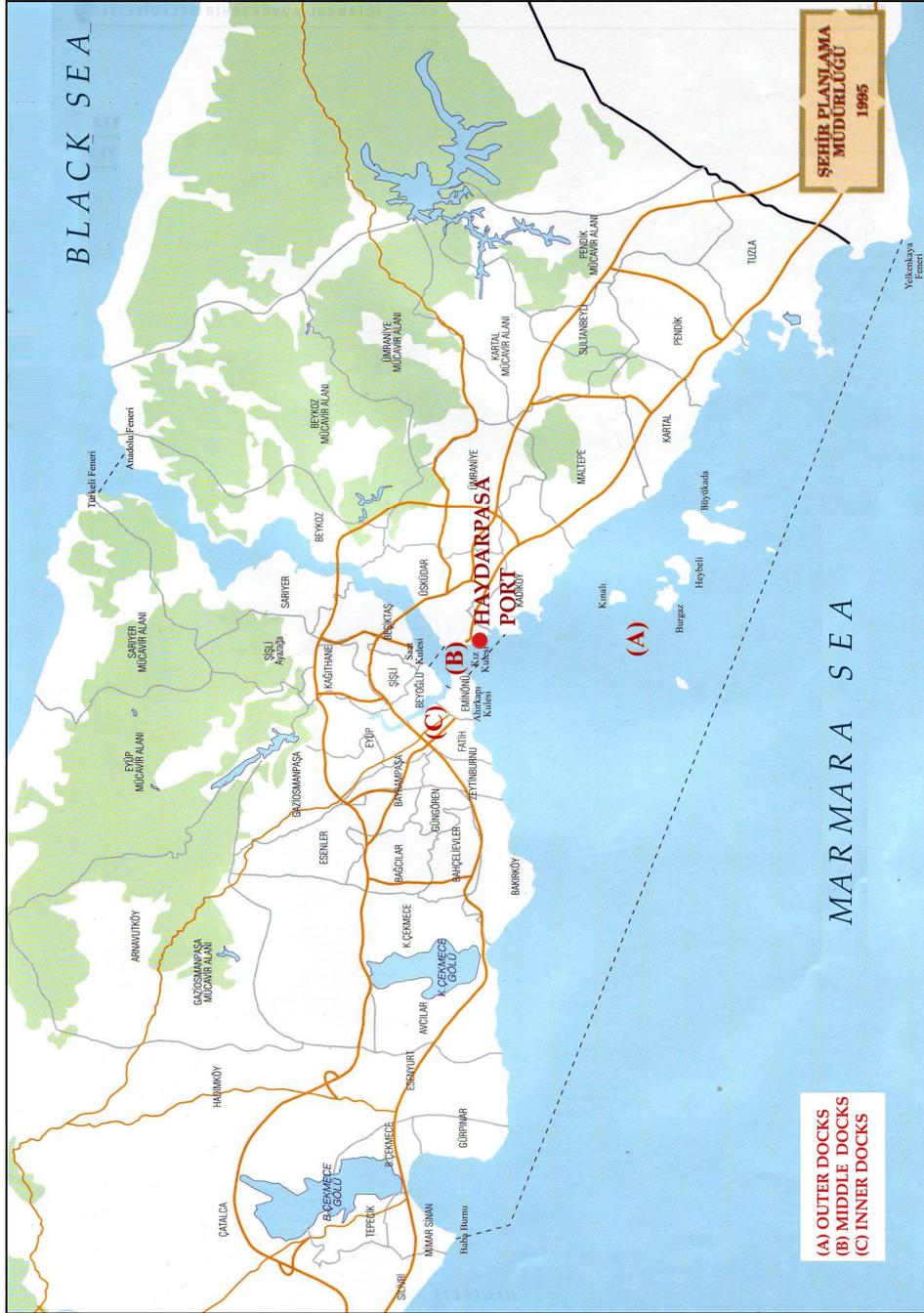


Figure 4.2. Docks of İstanbul and Haydarpaşa Port
Source İBB, 1995

4.2.1. Before the ‘World Trade Center and Cruiser Port Project’

Haydarpaşa area is one of the most vulnerable areas in İstanbul, to changes in urban and national transport policy. The area consisting of the Haydarpaşa container port and Haydarpaşa Train Station combined with the ferry and Ro-Ro docks and Harem Bus Station is an international, regional and urban transport node. Consequently, certain decisions on water and rail transport, made as early as the 1980’s, led to the continuing debates of transformation in the area.

The initial attempts of planning the physical and functional transformation of the area, came from the metropolitan municipality and TCDD, more than two decades after the decisions of functional change in the area. These fruitless attempts were followed by legislative intervention by the national government, to empower TCDD to implement a scheme. The World Trade Center and Cruiser Port Project was prepared on this background, which will be reviewed in further detail in the next section.

4.2.1.1. Transport Policy Affecting the Haydarpaşa Area

As well as being a node for different modes of intra-city transport, Haydarpaşa area hosts the number one port and one of the two central train stations of İstanbul. An analysis of 1980’s policies that effect freight and passenger transport reveal that, the foreseen closure of the container port and the changing railway route as a result of the Marmaray tunnel project are the main causes of the discussions of transformation in the currently functioning area.

As indicated in the İstanbul Metropolitan Area Sub Region Development Plan (İBB, 1995), discussions of closure of the Haydarpaşa Port and search for an alternative port in the Marmara Region started in 1983 with the Louis Berger

International Inc. report, and this search was guided by other studies conducted by different institutions (İBB, 1995). The Louis Berger report was the first document to state that a new and bigger port is needed in the Marmara region, while JICA report prepared later supported this statement by indicating that Haydarpaşa Port, located in the city center, is limited in expansion possibilities (İBB, 1995). Taking these reports in consideration, the Metropolitan Area Sub Region Development Plan suggests moving the main port functions to a new location outside the inner city (İBB, 1995). Although a certain location for the new port was not indicated, some alternatives were given. The plan stated that, Yeniçiftlik is the most appropriate site for the main port in terms of distance to existing settlements, land costs, railway and motorway connections and topographic and hydrographic conditions (İBB, 1995). On the other hand, in the 7th 5 Year Development Plan, expansion of Derince port and construction of a new port around Marmara Ereğlisi is foreseen (DTP, 1995). In spite of these clear statements in previous regional and national studies, the recently approved Environmental Plan still discusses the closure of the Haydarpaşa port, considering the risks of decentralizing an important economic activity for the city (İBB, 2006, a).

While the future of the port is still ambiguous, railway policy and decisions leading to the closure of the Haydarpaşa train station is a more concrete and pressing factor of transformation. The planned closure of the station in 2009 is a result of the Marmaray railway renovation project. This project involves a railway tunnel across the Bosphorus that leads to a change in the intercity route, which results in exclusion of the Haydarpaşa Station from the system.

The project combines a long lasting dream of connecting the two peninsulas with a railroad and significant changes in the physical system and operation of rail transport in İstanbul. The first proposals of connection were formulated as railway bridges in the early 1900's, which have been rejected or were not

implemented for technical and financial reasons. Today, the link between the railway systems of the two peninsulas is the ferry connection between Haydarpaşa and Sirkeci Stations, as proposed in Elgötz's and Wagner's plans in the 1930's. While the ferry system is still functional, the idea of a railway tunnel came from Metin Pusat in 1950, leading to the contemporary tunnel project. A feasibility study for the tunnel was prepared in the period 1984-1987 by the Ministry of Settlement and was updated in 1995, leading to the launch of Marmaray Project (Kartal, 2006).

The project does not consist merely of the railway tunnel across the Bosphorus; but also involves 3 new and 37 renovated stations, total of 76 km of improved commuter and intercity railway lines, reducing the travel time between the Halkalı and Gebze to 104 minutes.



Figure 4.3. Marmaray Route

Source: http://www.marmaray.com.tr/genel_yolculuk_suresi_ve_guzergah.htm, December 2007

With the project the main train station of the Anatolian peninsula is planned to be in Söğütluçeşme, from which the line reaches Üsküdar Station instead of Haydarpaşa. Consequently, Haydarpaşa Train Station, with its 100 years of history as an international and national gateway, will not be accessible to international and intercity passenger and freight trains. The construction of the

tunnel began on 09.05.2004 and the system was originally planned to be operating in 2009. However, authorities have declared that the construction has been seriously interrupted by archeological studies, leading to an ambiguous delay.

4.2.1.2. Early Transformation Schemes

After the decisions of closure for the port and the train station, two major attempts were made in the early 2000's for the preparation of a redevelopment project for the area; Kadıköy Square Haydarpaşa-Harem Surroundings Urban Design Competition held by the Metropolitan Municipality in 2000 and BEOS Project prepared in 2003 by TCDD.

The Urban Design competition, announced on 10.11.2000 by the Metropolitan Municipality of İstanbul, was for the area consisting of Harem Bus Station, Haydarpaşa Port and Train Station, Kadıköy Square and Mühürdar Seafill. The main objectives of the competition were declared as; solution to the aesthetic and functional problems of Kadıköy Square as a transport node, and linking the area to Üsküdar with a recreational axis along the shore (İBB, 2001). The result of the competition was announced on 04.06.2001, awarding 5 projects out of the 60 that were submitted. The jury stated their criteria as; consistent planning decisions at all scales, functional and physical connections with the surrounding urban fabric, sensitivity to the cultural fabric and historical heritage of the area and prioritization of rail and water transport (İBB, 2001).

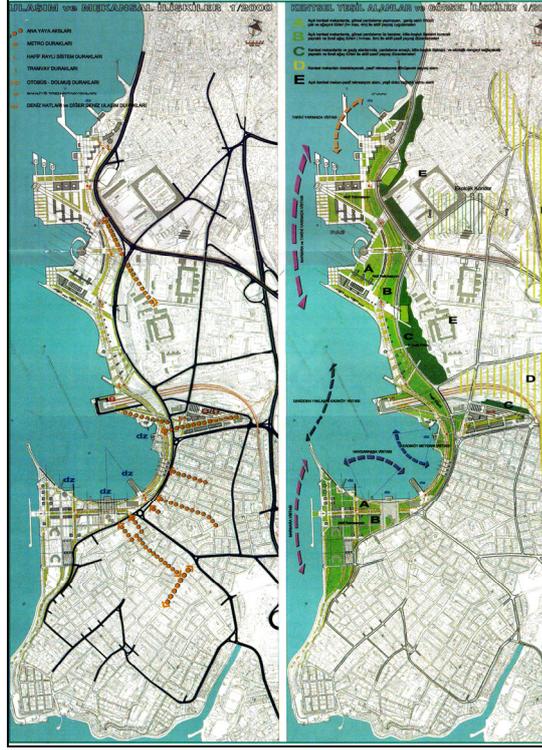


Figure 4.4. 1st Prize Project for Kadıköy Square Haydarpaşa-Harem Surroundings Urban Design Competition

Source: İBB, 2001, p.66-67

Although there have not been any attempts for implementation of the competition projects, the Mayor of İstanbul stated that they held an important competition that will improve the area as a tourism, culture and recreation axis (Sabah, 12.09.2001). According to his statements, Harem Bus Station was going to be moved to a new location on the TEM route while Haydarpaşa Container Port was going to relocate on the Blacksea shores and Söğütlüçeşme was going to become the new central station on the Anatolian side. He added that Haydarpaşa Train Station was planned to be used as a five star hotel.

Three years after the competition, TCDD declared its own project for its territory of 300.000 square meters within the area. The 'BEOS Project' was prepared by a private firm for TCDD in 2003. In this project the train station was also proposed to be used as a hotel after restoration and renovation. In addition, the project suggested new buildings and uses for the rest of the TCDD territory. Unlike the competition, this project did not include the port and the Kadıköy waterfront.



Figure 4.5. BEOS Project

Source: http://www.gazetekadikoy.com/home.asp?id=23&yazi_id=155, December 2004

4.2.1.3. Legislative Attempts towards a New Scheme

A year after the BEOS project, the central government intervened, with a series of legislations aiming to enable a bigger and more ambitious scheme for transformation in the Haydarpaşa area. The national interest in the area is not surprising, considering the significance and potential of the area for both the national and the urban agenda.

At the end of 2004, the central government took its initial action towards facilitating transformation, by changing the ownership of the land and enabling privatization. The parliament passed the 5234 Law on 17.09.2004, which was a collection of changes in a number of laws. In addition to 33 changes made in different laws, in Temporary Article 5 (Appendix A), it was stated that the Ministry of Finance is empowered to transfer the ownership of Haydarpaşa Port from the National Treasury to the State Railways (TCDD). The article also

transferred all planning powers from local authorities to the Ministry of Public Works and Settlement.

Although these changes provided TCDD and the Ministry with powers to develop plans for the area without any input or 'interference' from the local authorities, TCDD was still public property and its estates could not be opened to private investment. This next obstacle was cleared by the *Yüksek Planlama Kurulu*, which changed the main status of TCDD on 13.11.2004 and opened Haydarpaşa Port and Train Station as well as TCDD's other estates to privatization.

On 21.04.2005, another law was passed, refining the powers of TCDD for redeveloping the area via privatization. Like 5234, 5335 was a collection of changes made in various laws. Here, Article 32 (Appendix A) allowed State Railways to be given ownership of National Treasure land under its use as port facilities and power to then sell these properties and contract development plans of properties to be sold. The Ministry of Public Works and Settlements is given authority to approve these plans.

Another relevant legislative intervention was changing the 3621 Coastal Law on 03.07.2005. An addition to the 3621 Coastal Law Article 6 was made (Appendix A); an amendment that was an article of a bylaw that was cancelled by court in 2004. This article introduced a new definition to the coastal law, 'the Cruiser Port'. The definition of a cruiser port included 'national image improvement and tourist attraction' and according to the article this function may require construction of not only eating and drinking facilities, shopping centers and accommodation but also consulting, information and banking services and office buildings on the site.

These interventions by the national government not only changed the ownership of the land but also disabled local governments from decision making for the

area. Moreover, they attempt to determine some future uses for the area, through legislation rather than planning.

4.2.2. 'Haydarpaşa World Trade Center and Cruiser Port Project'

At the end of 2004, the Mayor of İstanbul was quoted, stating at a business association meeting that Haydarpaşa Port and Harem Bus Station will be evacuated and there is a redevelopment project in progress for the area (Hürriyet, 01.10.2004). However, this statement was not followed by any proposals or projects by the municipality. Instead, a year after this declaration, mainstream media publicized a mega-project for the area. Newspapers covered this project intensively, some using illustrations of skyscrapers and numerous new buildings surrounding the historical Train Station.

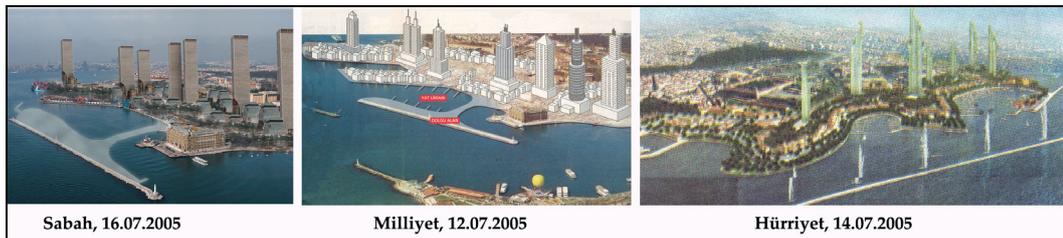


Figure 4.6. Illustrations of the 'Haydarpaşa Project'

The recurring slogan was that "İstanbul is being Manhattanized" (Sabah, 10.06.2005). According to the articles, 1.000.000 m² of land consisting of Haydarpaşa Port, Haydarpaşa Train Station and surrounding railway facilities was going to be redeveloped with 5 million dollars of investment. The project was called; 'Haydarpaşa World Trade Center and Cruiser Port Project'. While there has not been any official declaration about this project, related plan proposals were revealed by the Chamber of Architects on 13.05.2005 at a press conference.

The details given in this section about the Project are gathered mainly from professional and non- governmental organizations, since the project has not been officially announced or shared. Further information about the plan is found within reports of the relevant Regional Conservation Councils and İstanbul Metropolitan Municipality alongside their evaluations and criticisms, which are also included in the following review.

4.2.2.1. Project Area

The area subject to transformation by the project includes; 650.00 square meters of land in the district of Kadıköy, used by TCDD as railway facilities, and 350.000 square meters of land in the district of Üsküdar, used by TCDD as Haydarpaşa Container Port. Furthermore, TCDD declared that there will be an addition of 340.000 square meters through filling a part of the harbor towards Üsküdar (10.09.2005).

The significance of the area arises from its valuable location, and public ownership, which lead the high expectations of rent by the private sector as well as TCDD. On the other hand, the architectural and industrial heritage contained in the area, together with the social and use value of the historical train station lead to growing civic concerns about the impacts of transformation.



Figure 4.7. Project Area

The area is located in the city center, on the Anatolian peninsula. Together with the Maiden's Tower and the Golden Horn, they constitute the Bosphorus skyline. A major portion of the project area hosts the oldest and the most important container port in the Marmara Region, ranking third in the nation. Moreover, the historical central train station of Haydarpaşa is located in the project area, which hasn't only been a gateway for Anatolia into Istanbul, but also for the Middle East into Europe, throughout the 20th century.

Haydarpaşa Port was opened in 1872, at the same time with the train line between Haydarpaşa and Pendik. Construction of the contemporary port facilities started in 1889 and was completed in 1903 by Holzman Company. The port structures included warehouses, customs facilities, a police station and a power station and were opened 1903. While the train station was originally a two-story building in Çayırbaşı, extension of the railway route to Gebze and the Bağdat Railway Project created the need for a bigger station. The contemporary station was built between 1906 and 1908 by architects Otto Ritter and Helmuth Cuno. While some of these structures have been demolished as early as the

1920's, the remaining structures constitute one of the most important but unrecognized heritage sites in İstanbul (Appendix D).

4.2.2.2. The Proposal

After public attention was brought to the project by the newspapers, an interview with Architect Şefik Birkiye revealed some details of the proposal (http://www.arkitera.com/soylesi_20_sefik-birkiye.html, 2005). Birkiye stated that his firm, Atelier-Art-Urbain, was hired in 2004 by a construction company to prepare a project for the Haydarpaşa area. He explained that the 7 skyscrapers that are illustrated by the media are actually 7 copper towers which will add symbolic value to the development, and that his firm also designed alternative plans that do not include these towers.



Figure 4.8. Şefik Birkiye's Most Recent Proposal

Source: <http://www.atelier-art-urbain.com/en/achievements/urbanization/haydarpasa/3.php>, December 2007

The centerpiece of Birkiye's proposal is an expedition center that will cover approximately 200.000 square meters. Convention centers, sports facilities, hotels, restaurants, shopping centers, cinemas and culture centers are located within the development in order to support the expo center. The total proposed floor space

is 2.300.000 square meters; hotels cover 5.000 while residential floor space is 300.000 square meters. Birkiye was asked about the user profile of the area and he indicated that the hotel users will be %80 foreign while residential users will be %100 national.

Birkiye emphasizes that they offered a number of alternatives to be chosen from by the construction firm. One of them, he described, has artificial water canals to reproduce the *yalı* concept in the inner areas because the shores are not to be used privately due to Coastal Law (Figure 4.6.). Birkiye indicates that the project will have minimal burden on the urban infrastructure, simply because it will contain all necessary elements of a 'city' in itself. He makes an exception to the transport infrastructure, indicating that some adjustments to the surrounding road network may be needed to accommodate the created traffic.

Since the proposal was never approved, the plans for this project are not public. However, at a press conference on 13.05.2005, the chamber of Architects released the 'Haydarpaşa Gar ve Liman Sahası 1/3000 Ölçekli Yaklaşım Planı'.

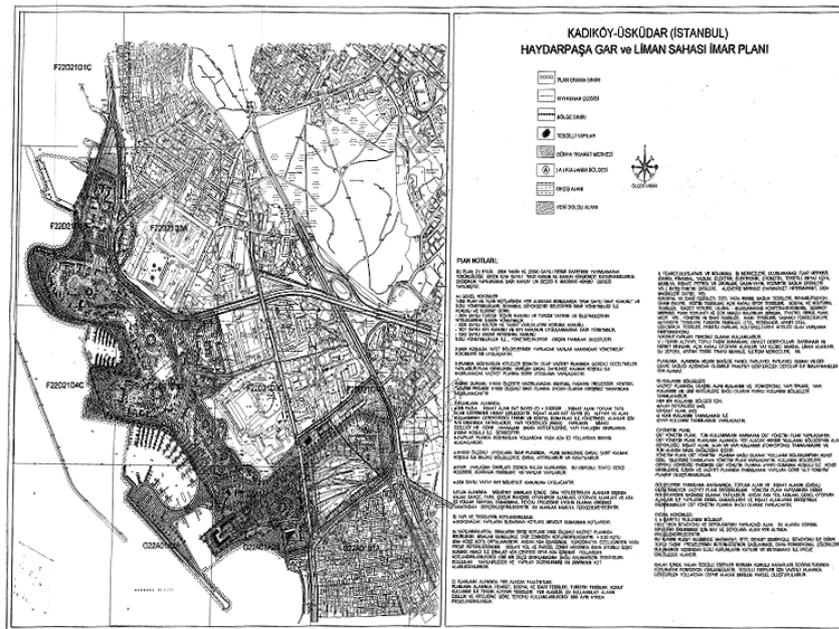


Figure 4.9. 'Haydarpaşa Gar ve Liman Sahası 1/3000 Ölçekli Yaklaşım Planı'
Source: UCTEA Chamber of Architects, 2005

The preparation of the development plans were contracted to a private firm by TCDD in accordance with the powers given by 5335, and the plan proposal was sent to the Ministry of Public Works and Settlement. The plan was later sent to the Metropolitan Municipality on 13.04.2005 and to Regional Conservation Councils on 01.07.2005 for consent, which both gave generally negative reviews and asked for corrections.

4.2.2.3. Evaluations of the Proposal by Relevant Authorities

The first reviews of the proposal were released by the Regional Conservation Councils, from which TCDD needs consent due to the numerous listed structures located within the project area. The project area combines territories of two different councils; hence there are two reports on the project, one from III. and another from II. Regional Conservation Council. The III. Council's report (Appendix B) on the plan is brief, indicating that the need for transformation of the relevant area and integration of it to the urban system is recognized. However, it is stated that the unique landscape and skyline of the area requires a more sensitive urban design and planning approach.

The II. Council's report (Appendix B), is much more detailed. Also approving the intentions of redevelopment in the area, it criticizes various technical failures of the proposal and asks for corrections for proper evaluation of its effects on the listed structures. The report indicates that the proposal lacks; adequate illustration of the functional and physical relation between the planning area and its surrounding urban fabric and of the visual impact of the project to the skyline and the listed sites and buildings, proper indication of listed buildings and conservation sites and compliance with some relevant decrees, i.e. *Otopark Yönetmeliği* and *Plan Yapımına Ait Esaslara Dair Yönetmelik*. Recalculation and reconsideration of the proposed floorspace area is required from future proposals.

The Metropolitan Municipality was the other authority to review the proposal, whose opinion was also negative in general (Appendix C). Similar to the Conservation Councils' views, their criticisms focused on the technical problems of the plan rather than decisions of land use, which are found in compliance with approved regional and metropolitan plans. However, suggested building and population densities, controversies with the coastal law, heavy transport infrastructure demand created by the proposed development and lack of collaboration with continuing planning studies of local authorities are criticized in their report.

These negative reviews of the proposal made it impossible for the ministry to approve the proposal, which was delayed further due to factors examined in the following section.

4.2.3. Current Situation and Influential Factors for the Future of the Area

Public discussion on the trade center and cruiser port project continued throughout 2005 and took new directions in the following years; a number of new factors affect the future of the area and the planning process. First of all, designation of a part of the project area for conservation, affected the distribution of decision-making and planning powers and authority. Following this designation, the Privatization Office intervened in the process as a result of a court decision. Although excluded from the local planning process by legislation, the Metropolitan Municipality stated a vision for the area through the Environmental Plan and the Development Plan, which especially effects the planning and implementation processes as well as the decisions on future uses of the area.

4.2.3.1. Designation of the Conservation Area

The Conservation Area designated by the V. Regional Conservation Council on 26.04.2006 includes the train station and its surroundings; constituting almost half of the project area. This decision has significant impact on the future of the area; changing the distribution of planning powers as well as limiting possibilities of physical development.

The decision record (Appendix E) states that; Haydarpaşa train station together with Selimiye Kışlası, Haydarpaşa High School, GATA Hospital and other historical structures in the area, constitute a part of the unique İstanbul skyline. The fact that the area hosted numerous historical events before and after the foundation of the republic is emphasized in the report. The area is identified as containing examples of important architectural styles and these structures are to be considered military and industrial heritage. According to the report, Haydarpaşa Train Station, being the end point of the historical Bağdat railway route, carries importance in terms of its location and building techniques used in its construction. On the basis of these characteristics of the area, Haydarpaşa Station and the surrounding area indicated on the plan below were declared an 'Urban and Historical Conservation Area'.

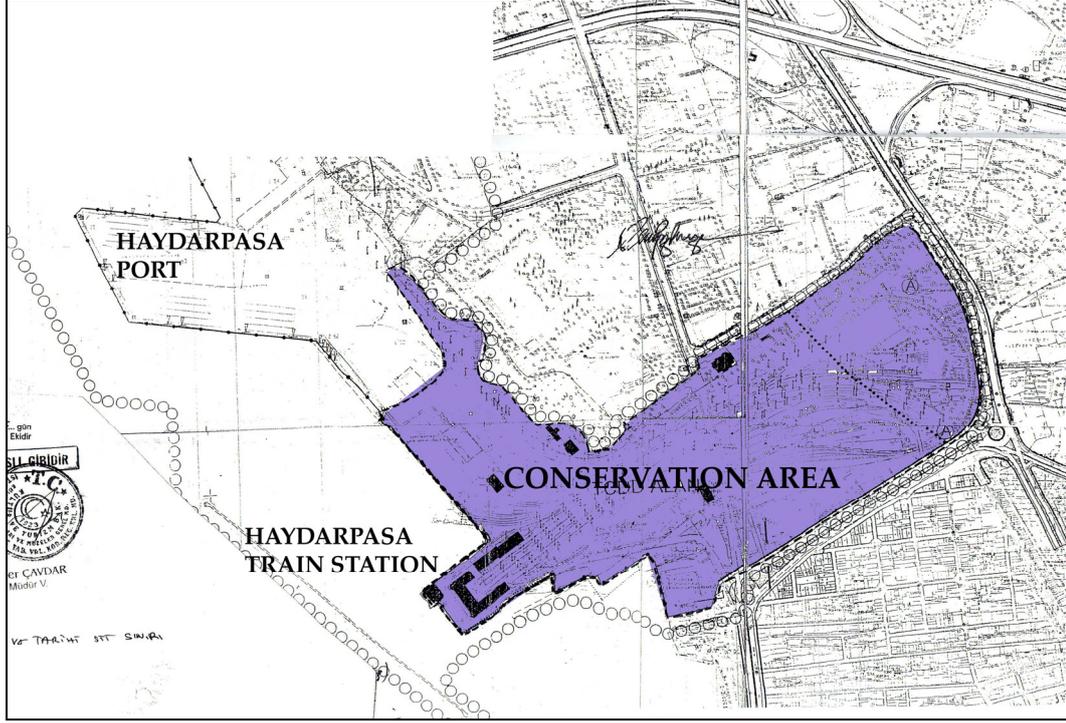


Figure 4.10. Haydarpaşa Urban and Historical Conservation Area

The major result of this decision in terms of the planning process is that; it brings an obligation to prepare a Conservation Plan before application of any (re)development projects, and it gives approval authority to the Conservation Council. Moreover, legislation implies that the area and the planning process will be administered by an 'Area Administration' consisting of local authorities, NGO's, professional organizations and universities (*Alan Yönetimi İle Anıt Eser Kurulunun Kuruluş ve Görevleri İle Yönetim Alanlarının Belirlenmesine İlişkin Usul Ve Esaslar Hakkında Yönetmelik, 27.11.2005*).

Six months after this decision, TCDD stated that, because of the sensitive location of the project area, involvement of governmental and non-governmental stakeholders in the preparation of the preservation plan will provide a healthier progress through acquiring public support and invited Ministry of Public Works and Settlement, III. And V. Regional Conservation Councils, İstanbul Metropolitan Municipality, Kadıköy Municipality, Üsküdar Municipality, Chamber of Architects, Chamber of City Planners and Çekül Foundation, to be represented in a study group for Haydarpaşa Project. The study group is to be

consulted by a firm contracted after the conservation decision; Dress-Sommer. The Chamber of Architects and the Chamber of City Planners declared that they would not take part in this study group, because they consider it to be merely a strategy that will provide grounds for claiming that the public and themselves support the redevelopment. The first and only meeting was held on 16.11.2006. While the study group failed to produce any results towards preparation of Conservation Plans, TCDD appealed for cancellation of the conservation decision on 25.06.2007.

4.2.3.2. The Court Decision against Privatization

Although it was implied by previously approved national and metropolitan plans, the trade center and cruiser port project attracted attention to the intentions of transforming Haydarpaşa port from freight to passenger transport. The cruiser port proposal meant that the publicly owned area would be privatized, using powers given to TCDD by legislation. Opposing this privatization and the closure of the port facilities, the Union of Port Workers (Liman İş) appealed to court, which resulted in the decision that, TCDD cannot privatize its monopolistic functions and any privatization can only be through the Privatization Office. Consequently, the Privatization Office entered the planning process, which complicated the planning authority issue and delayed any consensus further.

4.2.3.3. The Provincial Environmental Plan and the Haydarpaşa Area

When the cruiser port proposal was prepared, there was no approved plan for the İstanbul metropolitan area, but a planning team was just established in order to prepare a master plan. This has been one of the main criticisms towards the proposal; such a drastic and influential development proposal

should be governed by a master plan and its holistic policies and strategies of urban development and transformation.

İstanbul Provincial Environmental Plan was approved in 2006. This plan brought transformation of Haydarpaşa area in the official agenda and supported relocation of the port and the train station, as well as supporting the tourism and culture vision put forward by the cruiser port proposal.

İstanbul Metropolitan Planning Office (İMP) was established by the Metropolitan Municipality in May 2005, for the preparation of the Provincial Environmental Plan as well as other plans that the Metropolitan Municipality is due to prepare. The plan was prepared in approximately nine months and was approved by the municipality on 14.07.2006.

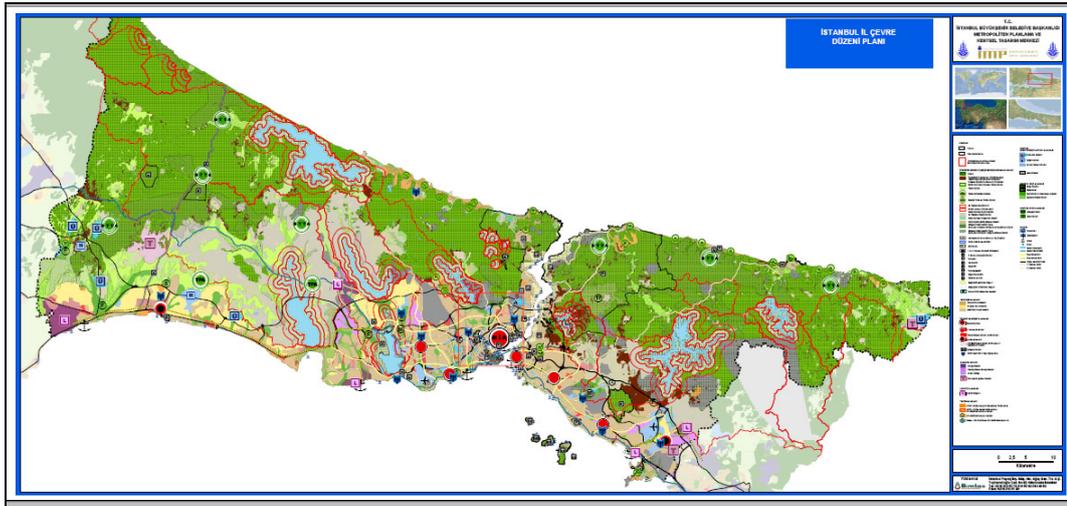


Figure 4.11. İstanbul Provincial Environmental Plan
Source: İBB, 2006 c

The general approach of the plan to development of the province stems from concerns over sustainability of its natural and economic resources. The plan defines three threats to the sustainability of the city; earthquake, reduction of forest areas and pollution of water sources. The threats are proposed to be addressed with decisions on future direction of growth and transport policy.

Balancing the functions of the European and the Asian sides and decentralization of production are the proposed strategies of sustainability. The balancing strategy is based on the dispersal of CBD functions towards the Anatolian peninsula, which will reduce transport demand between the two peninsulas. The city is suggested to disperse all 'unnecessary' functions and activities to its region, while keeping 'culture, history, tourism, commerce, diplomacy, management, finance, communications, technology and science' (İBB, 2006 b).

Transport policy is stated to be the spine of the plan; decentralization of production, protection of the northern forest areas and water resources, de-concentration of population all depend on policies prioritizing rail and water transport. In addition to removing production functions from the city, one of the main objectives is to remove production related transport from the city center. Completion of Marmaray Project and opening Gümüşyaka Port are the most influential components of transport policy, both of which affect the Haydarpaşa area. Yet, analysis and decisions on the area are found dispersed in the documents. Important decisions of the closure of the port and the train station are not justified scientifically in the analysis. Moreover, the proposed future uses of the area are not clearly stated.

While the future closure of the container port and the train station are important forces behind transformation of the Haydarpaşa area, the plan does not offer any scientific and quantitative data to justify the relocation of the port. Haydarpaşa Port is indicated to be the most important import gate in the country (İBB, 2006 a, p23). Although decentralization policy reduces the functionality of this location as a commercial port, the closure is found risky by the planning team (İBB, 2006 b, p.703). Increasing the capacity of Ambarlı Port in the short run and a new port in Gümüşyaka (Silivri) in the long run is suggested, as supporters for the container port in Haydarpaşa (İBB, 2006 a, p.395).

As for the railway system and the future of the Haydarpaşa station, the plan includes the Marmaray Project and the new railway route, which lead to the planned closure (İBB, 2006 b, p.644). Accordingly, Söğütlüçeşme is shown as the main train station, while Haydarpaşa station loses this function. While the plan includes the Station in the list of symbolic values of İstanbul, alongside with Topkapı Palace and Ayasofya (İBB, 2006 a, p.847), the possibility of preservation of this value, after changing its function from a public one to a private one such as a hotel, is questionable.

As a result of the relocation of port and railway functions of the site, the plan defines new uses for Haydarpaşa in a disjointed manner. 'Kadıköy- Üsküdar' is one of the 6 sub-regions defined by the plan in order to guide further planning decisions. The main development guidelines for the sub region are; creation of strong sub centers in both Kadıköy and Üsküdar, and an agglomeration of commercial, tourism, cultural and recreational uses in and around the Haydarpaşa area. On the other hand, three types of sub centers are defined in order to spread the central functions more evenly through out the city; 'Finance – Management - Prestige Residence Sub Centers', 'Science – Education – Production Sub Centers' and 'Culture – Convention – Tourism – Accommodation Sub Centers' (İBB, 2006 b, p550). Maslak business axis is not found to be sustainable, for development on this axis encourages sprawl towards north (İBB, 2006 b, p603). The plan suggests two sub centers to lighten demand and pressure on this axis; Haydarpaşa as the culture convention and tourism center and Kartal as the finance and business sub center (İBB, 2006 b, p.731). The plan also defines 'Culture and Tourism Centers' with clear land use guidelines such as the prohibition of luxury residence use (İBB, 2006 b, p783). While the distinction between the two is not clear; Haydarpaşa area, with its assigned uses by culture and art festivals and museums (İBB, 2006 b, p.659), is designated as a culture-convention-tourism-accommodation sub center and not as a 'Culture and Tourism Center'.

Initially the plan seems to put forward an integrated approach towards sub centers and project areas. However, a list of tourism projects of various government institutions is given within the plan without any effort to integrate them in a framework or strategy. These projects are categorized as; 'Rehabilitation and Tourism Projects', 'Culture- Tourism And Service Oriented Projects' and 'Port and Tourism Center Development Projects' and 'Sports and Recreation Areas Development Projects'. 'Haydarpaşa and Surroundings Tourism Project' is categorized as one of the "Port And Tourism Center Development Projects" together with Zeytinburnu and Salıpazarı Ports (İBB, 2006 a, p.292). These projects are merely legitimized rather than being governed by the planning process. For instance; İMP states that cruiser tourism is not appropriate to be a main sector for İstanbul. Nevertheless, the name "World Trade Center and Cruiser Port" is used in the plan, which also legalizes an unapproved plan (İBB, 2006 a, p.292).

Lastly, the plan proposes a new planning tool that might be considered useful for areas like Haydarpaşa. However, it is ambiguous if this applies for Haydarpaşa or any other specific project area. Urban Design Development Plans are defined as tools for planning special project areas. They are to include and guide production of special projects for the inner city, improvement of urban identity, restoration of strategic cultural areas, development of Skyline Planning and Urban Settlement Permissions. Such a process, if applied for Haydarpaşa area, would bring about drastic changes in the planning process.

To conclude, the Future of the Haydarpaşa area is still ambiguous three years after the cruiser port project is publicized. There is conflictual legislation that implies different directions; privatization, locally managed conservation or nationally managed development. It is hard to predict when the issue will be resolved in this context. Neither the time of relocation of the port nor of the

closure of the train station is predictable, the Provincial Environmental Plan as well as the conservation decision is in court. Although this raises difficulties in comparative analysis, it is an advantage in terms of increased options for suggestions.

CHAPTER 5

COMPARATIVE ANALYSIS OF DOCKLAND TRANSFORMATION CASES AND THE FUTURE HAYDARPAŞA SCHEME

The analysis of the three European cases and the review of the situation of the Haydarpaşa area reveal that; while docklands around the world go through similar processes of functional transformation in the inner city due to changes in production and shipment of goods and are subject of policy interventions aiming to extract the diminished exchange value in these areas, there are significant variations in local conditions of transformation and approaches to development, leading to different models of intervention with varying levels of success in addressing the problems of transformation. In order to understand the relationships between these conditions, approaches, policies and results, it is necessary to give a more systematic review of similarities and differences between these cases. Understanding of these relationships will guide our understanding of, and then our suggestions for, the process of transformation of the Haydarpaşa area.

The following sections contain comparisons of the examined cases, using a number of categorized criteria. The first section discusses these criteria and principles of comparison, followed by the comparative analysis and its findings.

5.1. Criteria and Principles of Comparison

The comparative evaluation of the examined cases aims to guide a better understanding of conditions and possible outcomes of dockland transformation schemes in general, and Haydarpaşa case in particular. Consequently, the

analysis is designed to involve some central aspects of policy and implementation, focusing mainly on political and institutional aspects, financial models and planning processes. Since a transformation scheme is not yet established for Haydarpaşa area, data for comparison is limited or not available for some criteria; while comparison of policy backgrounds and characteristics of the project area is possible, detailed information on financing and planning process is not available for the Turkish case.

Guided by the review given in Table 3.1., the comparison is categorized under five topics; project area, policy background, institutional organization, financial organization and planning and implementation processes. In the first category, some qualitative and quantitative characteristics of the project areas are compared. Although all of the cases are concerned with vacant dockland areas, there are variations in characteristics that influence the organization and results of intervention. Therefore, some information about project areas, such as the size of land, land use, ownership and number of residents are compared in this category.

The second category of comparison is the policy background, which will include comparisons of both national and local policy agendas that led to the establishment of these schemes as well as influencing their content and results. While all of the cases are attempts to physically improve derelict dockland areas on a simplistic account, they are results of certain national and local socio-economic policies, and are shaped by urban development and transformation strategies. These driving policy forces are compared in the second category.

Following the policy background, the schemes are compared under three categories; institutional organization, financial organization and planning process. The institutional aspects are compared through examination of active agencies and roles of different levels of government as well as other actors. In

order to compare financial models; budgets, financial goals and the amounts/proportions of public and private investments are reviewed. Finally, comparison in terms of planning processes includes distribution of planning powers and resulting approaches, aims and objectives set out in the process and implementation approaches.

The aim of our comparative analysis is far from finding out the most common forms of policy and implementation. Rather, its purpose is to capture the relationship between these forms and desired results of urban transformation. Relating varying forms of policy and implementation to results is only possible after these comparisons, which is necessary for policy formation that can achieve the desired results of transformation in Haydarpaşa Area.

5.2. Comparative Evaluation

As explained above, comparative analysis of the examined cases from Europe and the Haydarpaşa case is conducted with under five main themes of comparison; characteristics of the project area, policy background, institutional organization, financial organization, planning and implementation process. Table 5.1. summarizes the comparison, followed by a more detailed analysis.

Table 5.1. Comparison between London's, Liverpool's, Rotterdam's and İstanbul's Dockland Transformation Schemes

Category	Criterion	London Docklands	Liverpool Merseyside	Rotterdam Kop van Zuid	İstanbul Haydarpaşa
Characteristics of Project Areas	Size	2,146 hectares	350 hectares	125 hectares	130 hectares
	Original land use	<ul style="list-style-type: none"> • Docks • Warehousing • Industry • Commerce • Residential 	<ul style="list-style-type: none"> • Docks • Warehousing • Industry • Commerce • Residential 	<ul style="list-style-type: none"> • Docks • Warehousing 	<ul style="list-style-type: none"> • Docks • Warehousing • Railway service area • Train station
Policy Background	Land use at the time of intervention	<ul style="list-style-type: none"> • Residential • Commercial • Vacant land 	<ul style="list-style-type: none"> • Residential • Commercial • Vacant land 	Vacant land	Planned to be vacant
	Ownership	Acquired by LDDC Sold to private developers	Acquired by MDC Sold to private developers	Acquired by Rotterdam City Development Corporation	Acquired by TCDD (subject to privatization)
	Affected households	15000	250	None	NA
	Affected businesses	1021	145	None	NA
	Architectural Heritage	Not significant	Albert Docks complex	Not significant	Haydarpaşa Train Station and numerous service buildings (Appendix D)
National agenda	Utilization of vacant public land for accommodation of demand	Utilization of vacant public land for investment attraction	-	Utilization of vacant public land for investment attraction	

Table 5.1. (continued)

Institutional Organization	Local agenda	Reversal of economic, social and spatial decline	Reversal of economic, social and spatial decline	Deindustrialization of the inner city and decentralization of CBD
	Goals of the scheme	Accommodation of demand Provision of prestigious office space, luxury housing, high quality open space	Promotion of culture and tourism, conservation of architectural heritage	NA
Institutional Organization	Active agency	London Docklands Development Corporation	Merseyside Development Corporation	<ul style="list-style-type: none"> • TCDD • Ministry of Public Works and Settlement • Privatization Office • İstanbul Metropolitan Municipality • Kadıköy Municipality • Üsküdar municipality • Ministry of Culture and Tourism
	Duration of the scheme	1981-1998	1981-1998	NA

Table 5.1. (continued)

	Role of the central government	<ul style="list-style-type: none"> • Establishment of UDC • Appointing the staff and the members of the board of the LDDC • Financing 	<ul style="list-style-type: none"> • Establishment of UDC • Appointing the staff and the members of the board of the MDC • Financing 	Approval of plans	Uncertain
	Role of local governments	Represented in the Corporation Board	Represented in the Corporation Board	<ul style="list-style-type: none"> • Land use planning • Financing • Building regulations and urban design • Estate management and financial management • Transport investments 	Uncertain
	Role of the private sector	Represented in the Corporation Board	Represented in the Corporation Board	None	Uncertain
	Role of the NGO's and community	None	None	None	Uncertain
Financial Organization	Budget	<ul style="list-style-type: none"> • Central Government grant • Income generated (land sales and rent) 	<ul style="list-style-type: none"> • Central Government grant • Income generated (land sales and rent) 	<ul style="list-style-type: none"> • City Council budget • Income generated (rent and tax) 	Uncertain

Table 5.1. (continued)

	Financial goals	Leverage of private investment	Leverage of private investment	Leverage of private investment	Tax income	Uncertain
	Public contribution	1.86 billion pounds (2.6 billion EUR)	0.14 billion pounds (0.2 billion EUR)	Fl 1.4 billion (0.6 billion EUR)	NA	NA
	Private contribution	7.7 billion pounds (11 billion EUR)	0.69 billion pounds (1 billion EUR)	Fl 5.5 billion (2,4 billion EUR)	NA	NA
Planning and Implementation Processes	Planning authority	<ul style="list-style-type: none"> Plan making: local authorities Planning control: LDDC 	<ul style="list-style-type: none"> Plan making: local authorities Planning control: LDDC 	<ul style="list-style-type: none"> Plan making: local authority Planning control: Local authority 	Conflictual	
	Planning documents	Annual Report 1981-1982	<ul style="list-style-type: none"> Initial Development Strategy (1982) Development Strategy (1990) 	Kop van Zuid Master Plan (approved 1991)	NA	
	Governing plans	NA	NA	Binnenstad Plan	Provincial Environmental Plan	
	Planning objectives	<ul style="list-style-type: none"> Physical development Increasing accessibility 	<ul style="list-style-type: none"> Image improvement Tourist attraction Restoration 	<ul style="list-style-type: none"> Physical development Increasing accessibility Restoration 	NA	
	Development	Mixed use	Mixed use	Mixed use	NA	

Table 5.1. (continued)

	Phasing of implementation	1- Transportation infrastructure 2- High rise flagship development 3- Housing development	1- Cultural events 2- Restoration 3- Transportation infrastructure	1- Transportation infrastructure 2- High rise flagship development 3- Attraction of public services 4- Public space creation	NA
Outcomes	Financial success	Limited to 1:4 leverage	Limited to 1:5 leverage	Sustainable in tax income	NA
	Social implications	Relocation and continuing unemployment	Supporting local community	Improvement of public space	NA
	Impact on urban development	Negative impact in the existing city center	Negative impact on the existing city center	Negative impact in the existing city center	NA

5.2.1. Characteristics of Project Areas

Variations in terms of size, land use, ownership or users of the project area influence many aspects of a transformation scheme; such as costs, infrastructure needs, land use decisions, possible phasing of implementation or number of people to be effected. More importantly, these characteristics shape the form and objectives of intervention.

Size of the Project Area:

Among the examined cases, London's Docklands had the largest area to be transformed; 2146 hectares of vacant land constituted the "largest available area of inner city land in Western Europe" (Fainstein, 1994, p.193). Both Liverpool's and Rotterdam's schemes had areas much smaller than London's; 350 hectares for MDC's jurisdiction and 125 hectares for the Kop van Zuid scheme. The examination showed that the objectives and the model of intervention in London are drastically different from Merseyside and Kop van Zuid; the scale of efforts and impacts of transformation are more influential for the metropolitan area. Haydarpaşa area, on the other hand, similar to the Kop van Zuid area in size; approximately 130 hectares.

While size can give an idea about costs of a scheme, it can also give clues on the possible role of a scheme in urban development and change. Schemes like London Dockland's do not only physically improve derelict land but also aim to strengthen urban and national economies. On the other hand, expectations from smaller interventions like Merseyside and Kop van Zuid are usually limited to physical regeneration of the area subject to transformation with some level of positive impact on the surroundings. Consequently, an intervention on the Haydarpaşa area would hardly change the image or the economic structure of the city of İstanbul, and this limitation should be taken into consideration in the

establishment of models and goals for intervention. Under these circumstances, transformation would better serve the city and the nation, if it focused on serving the needs of the surrounding urban fabric.

Land Use:

London's, Liverpool's and Rotterdam's docklands were commonly subject to intervention after they were vacant due to de-industrialization. However, Haydarpaşa area is still in use by the container port and the railway facilities, which constitutes the most important factor that distinguishes Haydarpaşa case from others. As mentioned in Chapter 4, İstanbul and its main container port are not declining in the context of de-industrialization witnessed in most industrial centers of Europe. Unlike London's Docklands or Kop van Zuid; Haydarpaşa area is still functional, as the most important export gate and train station in İstanbul. The area is far from dereliction, containing numerous historical and listed structures, Haydarpaşa Train Station being the most important.

Both the original and the desired land uses are important factors in the designation of a transformation area. Although vacant dockland areas constitute the centerpiece in all examined cases, the designated project areas differ in including surrounding districts of different uses for being affected by the vacancy of the docks. This was the case in London and Liverpool; the designated UDA's included the docks, their industrial hinterland, surrounding commercial areas and affected residential neighborhoods. However, in Rotterdam, the Kop van Zuid scheme was merely concerned with the vacant port and warehousing facilities in the vicinity, while other programs were launched in coordination to tackle problems of affected neighborhoods around the docks. For Haydarpaşa, the latest proposals were limited with the port and railway facilities, while earlier and coincidentally local attempts recognized the need to integrate adjoining waterfronts and commercial centers of Kadıköy and Üsküdar. Either together or

in coordination, the surroundings of the area need to be involved in the process, in order for the area to continue to be a part of its neighborhood.

Ownership:

Ownership of land is an important factor in urban development and transformation. Large-scale projects, especially urban transformation, require a simple ownership pattern and preferably single public ownership, in order to accomplish holistic planning and development in an area. In cases of mere dockland transformation, like Kop van Zuid, land is already owned by one government agency, in this case Rotterdam Port Authority. However, for London and Liverpool, land acquisition by one agency was part of the scheme, since these schemes involved districts outside the docks, where several public bodies as well as private owners existed. Development corporations acquired land within the LDDA and MDA, to be sold or leased to private developers. In Rotterdam, a department of the city council, Rotterdam City Development Corporation, acquired the land for convenience in implementation. In Haydarpaşa, the current owner of the 130 hectares area is TCDD. It is significant that the land is publicly acquired in other cases, while the Haydarpaşa area is transferred from national treasury to TCDD, which is a government agency subject to privatization.

Affected Residences and Businesses:

The residents/users of a transformation area are supposedly the prior target of improvement. However, residents, businesses and users of the public spaces in these areas are usually the direct victims of intervention rather than the direct beneficiaries. Since the land acquired by LDDC and MDC included residential and commercial areas, while Kop van Zuid did not, there are directly affected residents and businesses only in LDDA and MDA. There were 15,000 inhabited dwellings and 1021 businesses in London Docklands and at the time of intervention (LDDC, 1998 c). 250 businesses were operating in the North Docks

of Liverpool and 145 dwelling were in use in the Vauxhall district when the MDC area was expanded to include them (MDC, 1990).

Similar to Kop van Zuid, because there is no housing use within the project area, there will not be any displaced residents with transformation in Haydarpaşa. However some businesses in and around the area are expected to be relocated as a result of the closure of the port and the railway facilities; the initial being the 424 entrepots and 11 container warehouses scattered in the metropolitan area (Hüseyin Kaptan, 09.10.2007). Moreover, relocation of the port and the train station means relocation for many people's jobs, therefore residences, trickling down to their family members. However, there have not been any studies on the affects of relocation on people and businesses that are related to the port and the railway facilities.

Heritage and Conservation:

Heritage and use value of the Haydarpaşa area constitutes the most important topic of debate on transformation. Architectural heritage within LDDA was not recognized until 1980's and many buildings dating from the early and mid-19th century were already demolished by that time (LDDC, 1997 a). From the citizens' point of view, the area was a derelict and inaccessible part of the city with no value. Merseyside, on the other hand, was lucky for early recognition of its architectural heritage, leading to designation of several conservation areas within the area in the early 1970's. Restoration and reuse of the historical building complexes, such as the Albert Docks flagship, has been a driving force of redevelopment and public interest. In Kop van Zuid, conservation was a part of the scheme, although not the centerpiece. The area was also valued for being physically close to the city center but was not accessible or attractive at the time. The vacant area was an obstacle between the south and north banks of the river Maas.

Significantly, Haydarpaşa area is not vacant or derelict today. The port being in freight use is not accessible to public, but visible from the Golden Horn. Consequently, it is claimed to create a visual disturbance to the skyline as well as causing pollution. The train station on the other hand, is one of the most important landmarks in the city. Besides its architectural value, the building is one of the most known structures in the country, with symbolic value for being the entrance to the “big city” for immigrants from Anatolia through out the 20th century. The station is also actively used for public rail transport, connecting the outskirts of the Anatolian peninsula to the European İstanbul, via connection from rail to water transport at Haydarpaşa. The ferry ride from Haydarpaşa to Eminönü is considered a unique experience, while serving a very important function in commuter transport. Consequently, Haydarpaşa area is extremely valuable in the urban life of İstanbul, distinguishing it from the other examined cases.

The train station and some other buildings within the area are listed and a part of the area was recently designated for conservation as a part of the Bosphorus skyline as well as for architectural heritage. In London, Liverpool and Rotterdam, valuable derelict structures were listed and restored via intervention. While those schemes contributed to conservation at different levels, TCDD displays a different approach towards heritage in Haydarpaşa, by opposing to the conservation decision, raising doubt about the intentions of intervention.

5.2.2. Policy Background and Framework

Formation and implementation of an urban transformation scheme has a background of policy agendas of different scale. National agendas as well as local policy influence urban development decisions. Constructed on this background, goals and objectives constitute the policy background for transformation schemes.

National Agenda:

In the UK, 1980's were characterized by entrepreneurial urban policies of the Thatcher Government, which promoted stimulation of private investment through reclamation of derelict surplus land from shrinking public utilities (Couch, 2003 a). This national agenda especially affected big port and railway facilities all over the country, as exemplified by LDDC and MDC schemes. In a similar manner, the case from the Netherlands display concerns of investment attraction, although the national government is not actively involved in formation of the urban transformation agenda. In Turkey, the national urban agenda today is similar to the British agenda of the 1980's; Haydarpaşa is only one example of state supported property led projects on public land. One significant difference between the British and the Turkish approach is that British government chase to burden itself with the management and financial cost of property development while the Turkish government aims full privatization.

Local Agenda:

While national urban agendas display common trends of global competition between cities as a result of heightened capital mobility, local agendas show differentiation according to local conditions of competitiveness and economic growth. As discussed in Chapter 2, it is possible to identify two urban scenarios for post-industrial cities. The distinction between advancing and declining cities facilitates the identification of a distinction between local urban policy agendas in these cities. As the London's Docklands case displays, the dominant agenda in advancing urban centers of the post-industrial era is accommodation of existing demand for investment by producing new types of urban space. On the other hand, the agenda in declining cities involves higher competition, since they struggle to create demand and attract investment. Therefore, image improvement, marketing and advertisement play a bigger role in urban development policy in declining cities. This can explain the difference between the cases of Liverpool and London, at various stages of planning and

implementation. While Rotterdam also had post-industrial decline as the central theme of urban policy, decline was already reversed by previous regeneration initiatives by the time the Kop van Zuid scheme was launched (Meyer, 1999). It is difficult to claim that İstanbul is or has ever been a declining city. Although not in the way or at the level that London, New York or Tokyo did; it continued to grow and develop throughout the post-industrial era, unlike Liverpool and Rotterdam. As mentioned in Chapter 4, the local urban agenda in İstanbul is drastically different from the other cases; the authorities are struggling to de-industrialize and decentralize investment, in order to make room for the international real estate market. The Provincial Environmental Plan indicates that decentralization aims sustainability (İBB, 2006 a), while vacancy of inner city industrial sites is cherished as opportunities to accommodate international real estate investments.

Goals and Strategies:

London was considered to be a world city and a global command center long before the post industrial era; and it remained as a capital of economy, culture, tourism or art, in spite of the negative affects of de-industrialization. In this context, London's development policy focused on demand for spaces of global attraction to replace the undesired physical environments created by de-industrialization (Savitch, 1988). Consequently, the content of the Docklands project reflected demand for prestige office and commercial space, luxury housing, high quality open areas and leisure spaces. On the contrary, the attractive image London already had was to be constructed in Liverpool. Lack of demand from the financial sector or advanced services in a declining small city led to a focus on promoting culture and tourism as main economic sectors and themes of inner city redevelopment initiatives like Merseyside (Couch, 2003 a). In Rotterdam, where a wide range of integrated and simultaneous initiatives was utilized as an implementation tool for master plans, policy aimed to promote

several sectors at the same time. Kop van Zuid focused on provision of high quality business space and public services.

In the light of the examination of different proposals for Haydarpaşa, the development goals of a possible scheme are yet to be decided. While the environmental plan designates the area for culture and tourism use, proposals include significant office and residential development. Transformation of the container port into a cruiser port is a mega-project by itself. Meanwhile, integration and contribution of development in this area to the adjoining neighborhoods and to the metropolitan area is not formulated within this framework. It is not surprising that ambiguous national and local agendas lead to ambiguous urban development initiatives that lack clear goals and strategies; daily changes in politicians' moods seem to determine urban development in Turkey rather than visions and strategies.

5.2.3. Institutional Organization

While the two cases from England have the exact same institutional establishment, the Kop van Zuid scheme differs from them when compared in terms of the characteristics of the active agencies, their legal backgrounds and roles of different actors in the schemes. Since Haydarpaşa project is not yet in effect, comparison in this category is not applicable. However, relevant legislation imposes some guidelines for the institutional organization of a possible scheme.

Active Agencies:

In London and Liverpool, dockland transformation schemes are run by corporations that are established by the central government according to Local Government, Planning and Land Act 1980. On the other hand, the Kop van Zuid scheme was a local government initiative, which established a Project Team and

run the scheme with collaboration between this team and various departments of the city council. Initiative for transformation in Haydarpaşa came from the parliament, which gave authority to TCDD through a special amendment. Following this, several other agencies gained authority in the area via other legislation, a court decision and a conservation decision. These include the Ministry of Public Works and Settlement, Ministry of Culture and Tourism, the Privatization Office, The metropolitan Municipality of İstanbul and the municipalities of Kadıköy and Üsküdar.

Roles of the Actors:

Within these varying forms of organization, the roles of the central government, local governments and private sector has been different. In UDC's the central government is the leading actor with the power of appointing the chief executive, the members of the board and the staff as well as financing the scheme. On the other hand, the central government of the Netherlands had no involvement in the Kop van Zuid scheme and its institutional organization. Local governments within the project areas are merely represented in the UDC boards while the Rotterdam city council and a number of its departments ran the Kop van Zuid project; different departments of the city council were responsible for land use planning, financing, building regulations and urban design, estate management, financial management and transport investments. The private sector is represented in UDC boards, through appointment by the Secretary of State, but was not involved in the Kop van Zuid scheme. None of the cases involved any direct input from the civic sector, besides some efforts at later stages of implementation in London. To summarize, public sector initiated and operated the process in all of the European cases, the central government in England and the local government in Rotterdam.

TCDD, which practically owns the Haydarpaşa area and the transformation project, is a state department under privatization. Until the designation of the

conservation area, TCDD and the Ministry of Settlement and Public Works were given powers to plan and develop the Haydarpaşa area. However, The Conservation Law⁸ and its decrees, impose some obligations for a possible scheme today. First of all, with the designation; the Ministry of Tourism and Culture and its Conservation Councils is given the authority to approve conservation plans for the area, which are to be prepared by the local planning authority; municipality of Kadıköy in this case. While the Conservation Law did not originally state any institutional requirements for the management of conservation areas and preparation of conservation plans, a new amendment was added in 2004 with the 5226 Law⁹. This amendment states that an Area Administration is to be established for all Conservation Areas, which will enable preparation of a management plan that will state the vision and strategies of development to guide the conservation plans. The constitution and workings of these Administrations are governed by a decree published in 2005¹⁰. Accordingly, a Conservation Area Administration consists of a chief executive, consultant board, coordination and inspection board, and an inspection unit. For urban conservation areas, the chief executive is to be appointed by the municipality. Together with the municipality, the chief executive will appoint the consulting board; consisting of members representing the landowner(s), professional organizations, NGO's and relevant university departments. The coordination and inspection board consists of the chief executive, two representatives from the consultant board and representatives of relevant public authorities and is responsible for the approval of the administration plan. The inspection unit is accountable to the coordination and inspection board and it is responsible for inspecting the implementation of the administration plan. Assuming that the conservation area status of the 650.00 square meter area will continue, the

8 2863 Sayılı Kültür ve Tabiat Varlıklarını Koruma Kanunu, 21.07.1983

9 5226 Sayılı Kültür ve Tabiat Varlıklarını Koruma Kanunu İle Çeşitli Kanunlarda Değişiklik Yapılması Hakkında Kanunu, 27.07.2004

10 Alan Yönetimi İle Anıt Eser Kurulunun Kuruluş ve Görevleri İle Yönetim Alanlarının Belirlenmesine İlişkin Usul Ve Esaslar Hakkında Yönetmelik, 27.11.2005

Municipality of Kadıköy has the authority to set up an Area Administration and determine development goals and strategies that the Administration Plan will contain.

Despite the legislation, the fact that the area is subject to privatization together with the national railway services implies that development in the area will most likely be a part of the bargaining in the privatization process, which may compromise conservation and public interest

5.2.4. Financial Organization

LDDC and MDC, as two examples of the British Urban Development Corporation mechanism, have the same financial model while the Kop van Zuid scheme has a different organization for financing of the scheme and as well as different financial goals.

Budget:

In London and Liverpool, the budgets for the transformation schemes consisted of central government grants and sale and rent income generated by the redeveloped land. The financing for the Kop van Zuid scheme came from the city council budget rather than national grants. Possible resources for Haydarpaşa project have not been declared. But a common model is private physical development with national government investment on infrastructure. In this scenario, the possibility of the lack of necessary funds for infrastructure provision points at an urban disaster.

Financial Goals:

Financially, the UDC schemes aimed at private investment leverage via public investments through these projects. However, clear financial goals were not set due to unplanned and improvised way of development foreseen by the UDCs.

Therefore, statements of financial success for these schemes remain questioned by opponents (Collenut, 1991). In Kop van Zuid, on the other hand, the city council preferred to set a clear financial goal; Fl 0.5 billion per annum tax income from the redeveloped area (Meyer, 1999). Any private investment attracted by the scheme was seen as an externality. The Haydarpaşa scheme, or any urban development scheme in Turkey, is far from establishing financial plans and objectives; the project will supposedly increase tourism income and property values in the Anatolian peninsula.

Public and Private Contribution:

Approximate figures of public and private investment on these areas are; 2,6 billion EUR public and 11 billion EUR private in London, 0.2 billion EUR public and 1 billion private in Liverpool, 0.6 billion EUR public and 2,4 billion private in Rotterdam. Like many aspects of the future scheme, a financial model for redevelopment in Haydarpaşa is not established and the public cost cannot be estimated.

5.2.5. Planning and Implementation Process

As it is observed in the Haydarpaşa case as well as London and Liverpool, distribution of planning powers is a major determinant of planning processes, therefore one of the first areas of intervention in a transformation scheme. Distribution of planning powers and planning approaches that are heavily influenced by this distribution, together with planning goals and strategies, constitute the planning process to be followed by different forms of implementation.

Planning Authority:

Plan making authority and duties are principally given to local authorities, for efficiency of service provision as well as better representation of local needs and

expectations in decision-making. In this context, UDC's were not given plan-making authority for their jurisdictions, which led them to adopt strategic planning practices rather than physical development plans. Although local authorities kept plan making responsibilities, the central government's corporation was given planning and development control authority. This led LDDC and MDC to prepare strategies for development independently from local visions and plans. In the Netherlands, however, the institutional organization and planning authority of the area remained within the existing system of governmental hierarchy, which enabled the city council to both determine development strategies and prepare implementable land use plans for the area. The city council prepared and implemented the Kop van Zuid Master Plan.

For Haydarpaşa, plan making and planning control authorities are taken from local agencies and given to central government agencies by special legislation. While British corporations are criticized for lack of local accountability, Haydarpaşa process is completely closed to any local input. However, the conservation decision brought about some changes, imposing local authority in both decision-making and planning.

Plans:

Both in London and Liverpool, the transformation areas were governed by not strategic plans but strategy reports, prepared independently from continuing planning processes; the jurisdictions of the UDC's were not governed by any upper scale plan. In Rotterdam, on the other hand, the Kop van Zuid Area was designated for intervention by the Binnenstad Plan. Binnenstad plan governed the Kop van Zuid Master Plan together with a number of other plans for other intervention areas. Unlike the British cases, the Haydarpaşa scheme is attempted to be integrated into metropolitan planning studies, although far from success. While the cancelled Environmental Plan claimed to govern attempts of development and redevelopment throughout the province of İstanbul, this

argument can be easily refuted due to the fact that studies for the environmental plan were started after proposals for Haydarpaşa were prepared. The plan did not only fail to govern interventions but also to give a proper account of the possible development. The cruiser port and financial center project is merely mentioned in name.

Planning Objectives:

The three cases shared some central motivations for transformation; physical improvement, image improvement and investment attraction. On the other hand, concrete objectives vary due to characteristics internal to cities and countries that the transformation areas are in. In London, the LDDC Strategy focused on physical improvement, especially transportation infrastructure, which will encourage private investment in the area by global firms that are already interested in locating in London. The initial objectives of the MDC were different, due to different impacts of economic restructuring on Liverpool. MDC initially aimed to improve services for existing activities in the area, since disinvestment was the biggest economic problem in Liverpool (Couch, 2003 a). However, the objectives of MDC and the scheme transformed as implementation continued, resulting on higher emphasis on image improvement and tourist attraction (Hayes, 1987). In Rotterdam, a similar process of disinvestment was already reversed by the time the Kop van Zuid scheme was launched. Therefore, Kop van Zuid aimed to accommodate the excess demand for investment in the city center for high tech office space (Meyer, 1999) as well as improving public amenities.

Development:

The proposals of development for the three cases are similar; mixed use of office, housing, recreation, tourism, retailing and public services. Only in Liverpool, the initial strategy involved promotion of industry and commerce, which was

abandoned by the beginning of 1990's. Proposals for Haydarpaşa also reflect the increased value of consumption spaces over spaces of production.

Phasing of Implementation:

While all schemes consist of similar strategic elements, such as transport investment, flagship projects and social development; emphasis and phasing of the implementation of these strategies differ. In London and Rotterdam, improvement of transportation links to and within the area has been a priority, followed by high-rise flagship projects, i.e. impressive physical developments. After the area is physically improved, these schemes focused on social issues such as public services, employment and housing. In Liverpool on the other hand, physical development did not play a central role in initiating development. The initial strategy was image improvement, not via monumental structures or transport improvement, but conservation and cultural events; which lead to a completely different implementation process from London and Rotterdam. Transport investment was limited to rail connection while housing investment was limited to supporting local initiatives and MDC showed no significant concern over provision of social services.

Proposals for Haydarpaşa have not been developed enough to include implementation decision while Şefik Birkiye's (2005) statements imply that the transformation has been considered a physical development issue with little thought on infrastructure needs, let alone public services and socio economic improvement.

5.2.6. Outcomes

Results and achievements of the examined schemes were examined in previous chapters separately. Here, the cases will be compared in terms of three major

areas of implication; financial success, social implications and impact on the urban area in general.

Financial Benefit:

The common measurement of financial success of urban transformation schemes has been private investment attracted via public investment on improvement of derelict areas in the city center. The much-debated figures of private investment leverage are very similar in the three cases; 1:4 in London, 1:5 in Liverpool and 1:4 in Rotterdam. However, these figures are deceiving because they do not include indirect public expenditure for enabling development in these areas, such as earlier local government investments (DCC, 1988; Colenutt, 1991). Tax and land provisions are also neglected in this calculation. Therefore, it is difficult to determine the level of financial success in the British examples where financial goals other than leverage are not set.

In Rotterdam on the other hand, a physical development plan and forward financial planning allows us to assume that the moderate and concrete financial goals of steady income for the city council are and will be achieved in the following years. Creation of public income that will contribute to improvement throughout the city is preferable to an ambiguous goal of leverage in intervention of this scale.

Social Benefit:

Compared to their financial concerns, social development is hardly prioritized by the examined schemes; the LDDC was forced to start social programs by the residents at the last phase of development. A few skill improvement programs launched by the LDDC were, however, not enough to realize goals of employment of the current residents of the docklands (Fainstein, 1994). The scheme also contributed to the housing problem of the low income residents of the area, by promoting private housing that is not affordable to them (Collenut, 1991). Employment, as the obvious answer to all social problems, was also held

by MDC as its social strategy. However, no concrete data can prove that MDC has created jobs for the unemployed residents or contributed to the solution of socioeconomic problems of the area. The Kop van Zuid scheme involved a Mutual Benefit Team since its initiation, which is responsible for creating social benefits for the disadvantaged groups living in and around the area. However, the Kop van Zuid scheme is also considered to fail in terms of solving the structural unemployment problem of unskilled blue-collar classes, residing around the area (Couch 2003 c).

All three schemes have attracted investment and jobs to the former docks; relocated businesses more than new investments and jobs for national and international skilled work force rather than the unskilled or blue-collar residents. Although not involving any existing socio-economic problems, the transformation of the Haydarpaşa area should address the possible consequences of the relocation of the port and the related jobs.

Impact on Urban Development:

Another major objection to these schemes arises from their impact on urban development outside the project area, especially on existing city centers. Besides complaints about resources diverted from regular urban services to extreme improvement in these areas, an important opposition has been that they affect their urban environments negatively, even from an entrepreneurial point of view.

On the one hand, property led development in these areas lead to increased population and density on formerly vacant parts of the city, which creates demand for transportation and other infrastructure investments. These investments often interrupt and sometimes contradict with the continuing plans and programs of local authorities. LDDC's transport investments have been criticized for this reason; the extension of the Jubilee subway line was a decision

made solely to benefit the dockland area and was part of neither the urban transportation plans nor the national transport policy (Fainstein, 1994).

On the other hand, reduced property values in existing business districts and increased vacancy due to relocation to the newly developed prestigious areas are the major implications of these projects on their urban environments, which had caused major disagreement between the Liverpool city council and MDC (Couch, 2003 a). In Kop van Zuid, the transformation scheme ended up competing with other development and redevelopment programs, for instance Waterstad, due to dependence on increased property prices to ensure development (Meyer, 1999).

As Şefik Birkiye (2005) stated, Haydarpaşa area has been approached as an isolated lot in his proposal. The scheme's impact, neither on urban infrastructure and services nor on local economy and socio-economic structure, has not been taken into consideration by authorities. The comparison reveals that neither redevelopment nor regeneration schemes have not been successful in creating the expected economic and social benefits. However, the Kop van Zuid scheme has been relatively successful in harmonizing development in the area and the rest of the city, which reduced the negative impacts of transformation in the dockland area.

CHAPTER 6

CONCLUSION

In this thesis, a comparative analysis of three cases of dockland transformation in Europe is presented, together with an examination of conditions that lead the spread of such schemes around the world. The analysis aims to find out about factors, approaches, methods and policies that can be relevant to a possible dockland transformation scheme in İstanbul; the most important port of the Marmara region and of İstanbul is subject to closure together with the adjoining railway facilities and train station, resulting in discussions of physical and functional transformation in the area.

The future of the Haydarpaşa area, consisting of the Haydarpaşa port and railway facilities, is influenced by decisions made in the 1980's and 1990's towards the closure of the container port and the railway facilities. While these decisions are still debated, proposals for new development in the area started in 2000's. After some fruitless attempts, the central government developed a vision for the area and tried to enable development via privatization; leading some legislative arrangements changing the ownership of the area and the planning authority. When this study was started, ministry of Public Works and Settlement had been given complete authority of planning and had already prepared a proposal that involved office towers, an expedition complex and a cruiser port. Meanwhile, NGO's and professional organizations reacted heavily against this proposal, and the Ministry of Tourism and Culture halted the project with a conservation area decision. This decision did not only limit physical development possibilities but also brought about obligations on the organizational form of intervention.

In the light of these developments, there is more guidance in the existing situation for suggestions today than there was two years ago. However, as necessary in any process of production, examination of previous experiences is the best source of guidance. In this context, the comparative analysis of the three cases of dockland transformation offered various approaches in different phases of organization and implementation of such schemes.

6.1. Conclusions from the Comparative Analysis

Three cases of dockland transformation from three cities in Europe are examined in detail in Chapter 3 and are compared to each other and to the Haydarpaşa case in Chapter 4. The results of the comparison were especially enlightening in proving the necessity of peculiar approaches and schemes in urban transformation due to the complexity of factors and implications of these schemes on urban space, economy and life.

The comparison revealed that the three cases are drastically different from the Haydarpaşa case in many aspects. However, some aspects while the Kop van Zuid scheme is relevant to Haydarpaşa both because of the similarities between the two and the desirability of the respectably better results achieved in Kop van Zuid. The Kop van Zuid area is the closest case to Haydarpaşa in terms of area and scope, tackling a vacant port area in isolation from its surroundings. It is significant that the scheme is governed by a master plan for Rotterdam, which integrates numerous schemes throughout the city.

However, the urban agenda constitutes the most important difference between the Haydarpaşa case and the others, including the Kop van Zuid case. The post-industrial decline in London, Liverpool and Rotterdam is not relevant to İstanbul. Accordingly, the vacancy of the docklands as a result of deindustrialization in the city is not a problem to be urgently tackled. In the same

way, Haydarpaşa area is not a source of socio-economic decline for its surroundings but rather a node of economic activity for the city.

Another important aspect of comparison is the institutional model of intervention in these cases. While the European cases were commonly government ventures, local accountability has been an important point of criticism and source of resistance in Britain due to the national government lead model of UDC's. In Netherlands on the other hand, the scheme was a local venture from financing to planning. As the Dutch case displayed, the most important advantage of a locally embedded scheme is that interventions on the dockland area can be better integrated to other planning activities and coordinated with other local government services. For Haydarpaşa, the institutional model of intervention is still ambiguous, with conflictual legislation pointing at different directions.

The comparative analysis also reveals that private investment leverage is not a sustainable financial goal for urban transformation schemes. While the financial success of the British model is questionable, the Kop van Zuid scheme has managed to create sustainable income for the local authority, which can further contribute to the city.

In terms of planning processes, the separation of plan making and planning control authorities for the transformation areas in Britain caused the lack of comprehensive planning and resulted in unpredictable development and costs. In Rotterdam on the other hand, the dockland scheme remained in the existing system of planning, which ensured that the scheme served the local urban agenda and the objectives of upper scale plans. Distribution of planning powers for Haydarpaşa is still ambiguous due to conflictual legislation. Consequently, the upper scale plans prepared by local authorities that lost planning powers for the area can not govern or integrate interventions to Haydarpaşa area.

6.2. Suggestions for Haydarpaşa

Following some theoretical accounts of post- industrial dockland transformation that constitute a popular agenda in many port cities, some cases from Europe has been examined, leading to a comparative evaluation of both these cases and the situation in Haydarpaşa area. This evaluation aims to lead suggestions for a possible transformation scheme for Haydarpaşa that derive from a better understanding of the reasons, factors and expected results of intervention. In accordance with our aim, the comparative analysis above offered similarities and differences between the Turkish case and others, in terms of the context of and approach to urban development and transformation. This section summarizes some suggestions reached by the comparative analysis.

6.2.1. Project Area and Scope of Intervention

The comparison between the project areas of the four cases revealed a difference between the British cases and other in terms of scope. The comparison between the designated borders of intervention displayed that Haydarpaşa is similar to Kop van Zuid, which implies that a similar scope fro intervention would be more relevant than the British approach.

It is understood that the London's Docklands case is drastically different from others in scope. While this means smaller financial risks in development, it should also mean smaller expectations from intervention. It should be accepted that transformation in Haydarpaşa is not a magic bean that will turn İstanbul into a world city.

While there are differences between London's Docklands scheme and others, Kop van Zuid and Haydarpaşa differ further from the British cases; UDC's have

aimed to tackle surrounding residential and commercial areas together with vacant docklands and their industrial hinterlands while the Kop van Zuid scheme was limited to a more homogeneous area of publicly owned vacant docks. The isolation of the Kop van Zuid area was a result of a different approach that integrate specialized interventions through out the metropolitan area. On the contrary, the 'inclusive' British approach remains isolated, due to lack of integration with plans for the metropolitan area. Kop van Zuid is the only case where the scheme is part of a master plan that combines numerous schemes and programs towards locally determined urban development goals. Since the most recent attempts of intervention in Haydarpaşa isolates the port and its vicinity from the surrounding residential and commercial neighborhoods, the future scheme should take the Dutch approach into consideration.

Consequently, a separate and dedicated scheme for the homogeneous port and railway area in Haydarpaşa can be positive, if only the scheme is supported by projects tackling the adjoining areas of the commercial centers of Kadıköy and Üsküdar as well as surrounding residential districts. Moreover, these separate schemes should definitely be integrated with a holistic plan for the metropolitan area, as was the case in Rotterdam. The metropolitan plan must set goals and objectives as well as determining planning and implementation processes for these schemes rather than merely mentioning the proposals that exist independently from the plan.

6.2.2. Policy and Strategies

In terms of national and local agendas of urban development, İstanbul has a different position in comparison to the examined European cities. Since the post industrial urban restructuring theory does not fully apply to Turkish cities for various reasons, national and local urban policy agendas need to be different from agendas observed in London, Liverpool, Rotterdam. The 1980's British

approach of stimulating private investment by allocating public funds and land is becoming dominant in national urban development policy in Turkey today. However, urban development policy agenda for İstanbul can be distinguished from both the British and the Dutch cities. The distinction made between declining and advancing post-industrial cities does not apply to İstanbul, for İstanbul keeps attracting investment. A big part of this investment is still industrial, thus undesired. Therefore, as the most import commerce gate of the country, as well as an important production node, development policy for İstanbul focuses on ensuring de-industrialization.

İstanbul has neither been subject to social and economic decline, nor lost its image in the way that the small and industry-oriented cities like Liverpool. In this context, transformation strategies should not be concerned mainly with physical improvement and image creation, and should rather focus on conservation and improvement of the existing image. Haydarpaşa area in particular, has incredible value in the urban life and history of İstanbul, that requires a more sensitive strategy for transformation that aims to protect this value as well as improving the service that the citizens get from the area and its functions.

Haydarpaşa area is not a derelict inner city area like the docklands of London or Rotterdam; the present functions of the area are still important elements of urban life and economy. While the relocation of the most important container port in the country is in compliance with deindustrialization and decentralization policy, the transformation process should be based on proper analysis and planning, rather than bombastic architectural projects. Furthermore, peculiar urban problems of the city and the district should lead development decisions; such as the issue of balanced distribution of economic activities and housing between two peninsulas and the associated transportation problems. Development on Haydarpaşa area with the suggested high densities and tourism use imply that

the area will be contributing to the chronic problems of İstanbul instead of contributing to solutions.

6.2.3. Institutional Organization

The examination of the cases provided us with insight on advantages and disadvantages of two different institutional models; the central approach of the British cases and the local approach of the Dutch case. While we aim to benefit from different cases in developing proposals for Haydarpaşa, it is beyond the scope of this thesis to examine all possible models of transformation and formulate an ideal for Haydarpaşa. However, the examined cases reveal some possible results of these approaches. Moreover, the current legislation imposes a model for a part of the area, which should be taken into consideration.

Local accountability being a central point of criticism towards the British development corporation mechanism, a central government dominant scheme is bound to cause conflict in any attempt on urban transformation. The cases of London and Liverpool show that, any urban intervention by the national government that excludes input from local actors has important negative affects on local urban policy and implementation, which then results in inefficiency, and perhaps more importantly, local resistance. As LDDC officials recognized towards the end of the process, local governments are important actors that are able to integrate local needs and information with national policy and resources. In Rotterdam, urban transformation has been a local venture from the beginning; the city council has been the active actor in every aspect of the scheme, from financing to building regulations. It should be pointed out that in neither of the cases civic representatives were involved in decision-making or implementation. Depending on the local governance model, local governments may or may not be able to represent civic and private sectors.

This comparison suggests that a more locally accountable institutional model rather than a central government appointed agency is desirable for several reasons and relevant Turkish legislation supports this observation. The 650,000 square meters area of TCDD facilities in Haydarpaşa is now subject to the Conservation Law and its decrees. Conservation legislation offers a more participatory model than it is observed in any of the examined cases. Implementation of the amendments related to conservation area administrations will mean that local governments, NGO's and professional organizations will be giving input to the process as much as TCDD and other central government institutions associated with the area. According to the legislation, the Area Administrations have powers and authorities similar to UDC's. Furthermore, these administrations are obliged to involve other actors in decision-making and implementation control. Besides implementation of the relevant legislation, it can be suggested that the borders of the conservation area should be reconsidered, with the aim of including the adjoining port and other possibly related areas that were not included in previous proposals, so that the process can be comprehensively managed by one administration.

Since the conservation legislation, there is an important threat to the constitution of a participatory model. This threat is the ownership of the area by TCDD, which is under privatization. The fact that the area can be privatized together with TCDD's functions, lead to the possibility that the public sector, local and national, will be completely excluded from the transformation process. While it is likely that the content and density of development in the area will be involved in the bargaining process during privatization, TCDD's appeal to cancel the most righteous conservation decision for the area supports the doubts.

6.2.4. Financial Models

As displayed by European cases; while most schemes of waterfront transformation set private investment leverage as the major financial goal, emphasis on private profit rather than public benefit leads debate on the actual financial success of these schemes as well as their success in creating desired private benefits. While official sources declare that these schemes created economic momentum in the city by physical improvement, critics argue that these efforts merely move investment within the city and disturb development in existing areas of economic activity. Finally, an important criticism towards the British cases was that, lack of comprehensive planning led to higher public costs than anticipated and committed. A financial model for Haydarpaşa should consider these criticisms and involve serious financial planning.

The main objective of public investment should be public benefit rather than private benefit; particularly, development should aim to create income for government agencies and non-profit organizations and should target production of spaces for public use rather than private use. In other words, the inevitable and desirable attraction of private investment with this scheme should neither be the central aim nor a measure of financial success; these should be viewed as externalities, as was the case in Rotterdam. Moreover, financial planning should go hand in hand with physical planning, ensuring efficient distribution of efforts and funds within the metropolitan area.

6.2.5. Planning Process

Plan making authority is an important factor in planning processes. As a result of the analysis, it is observed that a strategic approach replaces physical planning where plan making and planning control are separated between local authorities

and redevelopment agencies. In Rotterdam, where the city council held both activities via the project team and its planning department, the scheme was run within the wider context of the master plan for the city as well as a development plan for the transformation area. In the case of Haydarpaşa, the initial efforts of transformation transferred planning authority from local authorities to the central government. This did not only mean that local governments lost plan-making power but also meant that even the metropolitan area plans were not allowed to make decisions on the area. Consequently, the Provincial Environmental Plan merely mentioned that there are proposals for transformation of the area.

As a result of the conservation decision, the implementation of the area administration requirements will lead to a process where the relevant municipality will be responsible for preparing plans as well as having the authority to determine strategies and audit the implementation process. This legal conflict needs to be resolved before any of the relevant authorities start planning studies. While TCDD has attempted to cancel the conservation decision to resolve the authority issue, local authorities and civic and professional opponents of the scheme should focus on ensuring the implementation of the conservation area decision and relevant legislation.

6.2.6. Implementation

Some common basic interventions that aim to trigger investment into derelict areas are observed during analysis; improvement of accessibility via transport investments, advertisement via cultural events and social improvement projects within and around the area. While the order of implementation of these interventions differs, social improvement is never prior and usually neglected in the examined schemes; especially the leading objectives of improving housing conditions and increasing job opportunities. Furthermore, provision of private

housing and office jobs to the socially housed blue-collar residents is considered improvement.

A future scheme for Haydarpaşa will probably consist of similar strategies; improvement of transport links to the area, high quality physical development and advertisement efforts. However, in accordance with the urban agenda, the central aim of the scheme should be addressing issues such as creation of employment opportunities and improvement of urban services. As examined and explained by İMP, together with Kadıköy and Üsküdar, Haydarpaşa area is expected to contribute to the achievement of balance between the two peninsulas in terms of economic activity and population. Transformation can hardly serve this agenda if Haydarpaşa area is planned as an isolated 'complete city' for tourists and certain classes, as architect Şefik Birkiye desires to achieve. The planning and implementation processes need to aim integrating the area into the urban life of Kadıköy and Üsküdar via proper infrastructure provision, including social infrastructure and transportation.

6.3. Conclusion

This thesis aims to use a comparative examination of implemented dockland transformation schemes for guidance to understand the process of transformation in Haydarpaşa port and surroundings, and to offer some suggestions towards a better organization of this process and a possible policy intervention. In the light of the findings of the study, it is concluded that the conditions of transformation in the soon to be abandoned port of İstanbul are drastically different from similar areas in Europe, while there are important lessons to be learned from previously implemented schemes on these areas.

Urban economies of the postindustrial era are based on offering better consumption spaces and marketing of images instead of production and

marketing of commodities. In this context, urban transformation takes on a different meaning for former production spaces, which also influence freight transport facilities and warehousing areas alongside manufacturing sites. Following the industrialization period in the first half, the second half of the century staged deindustrialization of these spaces, resulting in policy interventions that turn them into theme parks and tourist attractions. Another important characteristic of these interventions was that they aimed not to improve quality of life and use values, but to improve the exchange values.

Industrialization of Turkish cities started later than Europe and urban development policy has been more conflictual. The attempts to establish planned urban development earlier in the century were neglected and replaced by speculative distribution of development rights aiming to maximize rent, resulting in illegal residential neighborhoods surrounding overcrowded city centers, both of which were bound to lack the most basic infrastructure. The ambition to maximize profit from physical development did not hesitate to violate public benefit, by allowing crude development even on shores, archeological sites and natural reserves. The most important conclusion of the comparative analysis has been that during industrialization and deindustrialization, European urban policy and intervention cherished and protected these values at different levels. Conservation and public benefit is prioritized, even by the neo-liberal economy and its policies, although the aim is the commodification of them.

This thesis hopes to point out the importance of the Haydarpaşa area for İstanbul and for Turkey; as a commercial transport node, as a public transport node, as a landmark, as public the Haydarpaşa memory, as architectural heritage, as industrial heritage and as public property. While change is inevitable in cities, the reason of existence for urban policy and governance is to manage this change towards public benefit. Transformation of Haydarpaşa should be managed with

this principle rather than being left in the hands of the international real estate market that has no sensitivity over its value.

In the light of the findings, the core of our suggestions for the Haydarpaşa Area is that;

- The metropolitan plans must be revised to include better examination of problem areas in the city and offer strategies for intervention in order to guide and integrate projects and programs throughout the city. In this context, Haydarpaşa project can be supported by separate but interconnected schemes for surrounding districts of Kadıköy and Üsküdar as well as other problem areas to be established by scientific studies.
- The abandonment of the present functions of the area should be reconsidered, through scientific studies on economic and spatial impacts of relocation. The transformation scheme should aim to substitute and improve the present role of the area in urban life.
- A participatory institutional model should be established for transformation, especially lead by local authorities that should always be active in urban decision-making. The conservation legislation offers the best institutional model for planning and implementation, according to which an Area Administration is to be established by the municipality, involving relevant central government agencies as well as representatives of NGO's and professional organizations in decision making and implementation.
- Financial organization of the scheme should be based on public investment used for public benefit, the central goal being creating sustainable public income or income for non profit organizations, i.e taxes, fees, rent; rather than creating limited income through sales of public land below market rates.
- Financial programs should be in accordance with long term plans for the area, ensuring predictability of public costs, especially for infrastructure investments.

- The planning authority conflict between local and national government agencies should be resolved before any planning studies are launched. Local authorities and the civic opponents of the scheme should focus on preventing TCDD's attempts on canceling the conservation area decision and create public pressure for the establishment of the Area Administration. Taking the relationship between the conservation area and the adjoining container port into consideration, borders of the conservation area should also be revised to enable comprehensive administration and planning.
- The proposals for new development in the area should be in accordance with the stated goals of development by the Provincial Environmental Plan. Consequently, the proposals should especially be evaluated in terms of their contribution to the solution of the much-emphasized problem of economic activity and residence balance between two peninsulas. The proposals should also be in accordance with local needs of the districts of Kadıköy and Üsküdar, especially in terms of local development goals and services.

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APPENDIX A

LAW AMENDMENTS RELATED TO THE HAYDARPAŞA AREA

I. 5234 Sayılı Bazı Kanun ve Kanun Hükmünde Kararnamelerde Deęişiklik Yapılmasına Dair Kanun, Geçici Madde 5

“Mülkiyeti Hazineye ait İstanbul İli, Üsküdar İlçesi, Selimiye ve İhsaniye mahallelerinde bulunan ve Haydarpaşa Limanı olarak kullanılan taşınmazları, üzerindeki muhdesatı ile birlikte ödenmiş sermayesine ilave edilmek üzere, Ulaştırma Bakanlığının ilgili kuruluşu olan Türkiye Cumhuriyeti Devlet Demiryolları İşletmesi Genel Müdürlüğüne bedelsiz olarak devretmeye Maliye Bakanı yetkilidir. Bu taşınmaz mallarla ilgili olarak imar mevzuatındaki kısıtlamalar ile plân ve parselasyon işlemlerindeki askı, ilân ve itirazlara dair sürelerle ilişkin hükümlere tâbi olmaksızın, her ölçekteki imar plânını yapmaya, yaptırmaya, deęiştirmeye, re’sen onaylamaya ve her türlü ruhsatı vermeye Bayındırlık ve İskân Bakanlığı yetkilidir. Plân hazırlama ve onaylama işlemleri Bayındırlık ve İskân Bakanlığının uygun görülen birimince, ruhsat ve plân uygulama işlemleri ise Bayındırlık ve İskân Bakanlığı il teşkilatınca yerine getirilir. Kesinleşen plânlar ilgili belediyelere tebliğ edilir. Bu plânların uygulanması zorunludur. Bu maddenin birinci fıkrasının uygulanmasına ilişkin usul ve esasları belirlemeye Maliye ve Ulaştırma Bakanlıkları, ikinci fıkrasının uygulanmasına ilişkin usul ve esasları belirlemeye ise Bayındırlık ve İskân Bakanlığı yetkilidir.”

II. 5335 Sayılı Bazı Kanun ve Kanun Hükmünde Kararnamelerde Deęişiklik Yapılmasına Dair Kanun, Madde 32

“T.C. Devlet Demiryolları İşletmesi Genel Müdürlüğü mülkiyetindeki işletmecilik fazlası taşınmazların satılarak veya devredilerek satış veya devir

bedellerinin yeni demiryolu inşaatı ve mevcut demiryollarının bakım ve onarımı ile iyileştirilmesinde kullanılması kaydıyla, taşınmazların satış veya devrine T.C. Devlet Demiryolları Genel Müdürlüğü Yönetim Kurulu yetkilidir. Özelleştirme Yüksek Kurulunca özelleştirme programına alınan Türkiye Cumhuriyeti Devlet Demiryolları (TCDD) İşletmesi Genel Müdürlüğü kullanımındaki liman sahaları içinde kalan Hazineye ait taşınmazlar, talep edilmesi halinde bedelsiz olarak TCDD Genel Müdürlüğüne devredilir. Devri mümkün olmayan taşınmazlar ile liman sahasında kalan Devletin hüküm ve tasarrufu altındaki yerlerde TCDD Genel Müdürlüğü lehine bedelsiz olarak 49 yıllığına sınırlı aynı hak tesisine veya bedelsiz kullanma izni verilmesine Maliye Bakanlığı yetkilidir. Liman sahasında kalan Hazinesinin özel mülkiyetindeki taşınmazlar ile Devletin hüküm ve tasarrufu altındaki yerlerin kullanımına ilişkin olarak, TCDD Genel Müdürlüğü adına tahakkuk ve tebliğ edilen ecrimisillerin tahsilinden vazgeçilir. Daha önce tahsil edilmiş ecrimisil bedelleri iade edilmez. T.C. Devlet Demiryolları İşletmesi Genel Müdürlüğü, taşınmazların alımı, kamulaştırma, parselasyon, tevhid, ifraz, irtifak hakkı tesisi ve terkin işlemleri; katma değer vergisi hariç her türlü vergi, resim, harç, döner sermaye ve hizmet ücretlerinden muaftır. Satışı ve değerlendirilmesi yapılacak taşınmazların, ilgili kuruluşların ve belediyelerin görüşlerini almak ve çevre imar bütünlüğünü bozmamak kaydıyla, her ölçekte imar planı ve parselasyon planı yapımı ve bunlara ilişkin onama işlemleri 3194 sayılı İmar Kanununun 9 uncu maddesine göre Bayındırlık ve İskan Bakanlığı tarafından askı sürelerine tâbi olmaksızın re'sen yapılır. İlgili kuruluş ve belediyeler görüşlerini onbeş gün içinde bildirmek zorundadır. TCDD Genel Müdürlüğü, taşınmazlarının satış ve değerlendirilmesi uygun görülen yerler için 4.1.2002 tarihli ve 4734 sayılı Kanuna tâbi olmaksızın, 28.7.1981 tarihli ve 2499 sayılı Kanuna tâbi ekspertiz şirketlerine rayiç bedel tespit ettirmeye, gerçek ve özel hukuk kişilerine her ölçekteki imar planlarını yaptırmaya, ilan, reklam, proje, kontrollük, danışmanlık veya pazarlama gibi konularda hizmet satın almaya ve bütün bu giderler için satılan ve değerlendirilen taşınmazların tahsil

edilen bedellerinin % 2'sini geçmemek üzere bu bedellerden ödeme yapmaya yetkilidir.”

III. 3621 Kıyı Kanunu, Madde 6 c) (Ek: 3/7/2005 - 5398/13 md.)

“Organize turlar ile seyahat eden kişilerin taşındığı yolcu gemilerinin (krvaziyer gemilerin) bağlandığı, günün teknolojisine uygun yolcu gemisine hizmet vermek amacıyla liman hizmetlerinin (elektrik, jeneratör, su, telefon, internet ve benzeri teknik bağlantı noktaları ve hatlarının) sağlandığı, yolcularla ilgili gümrüklü alan hizmetlerinin görüldüğü, ülke tanıtımı ve imajını üst seviyeye çıkaracak turizm amaçlı (yeme-içme tesisleri, alışveriş merkezleri, haberleşme ve ulaştırmaya yönelik üniteler, danışma, enformasyon ve banka hizmetleri, konaklama üniteleri, ofis binalar) fonksiyonlara sahip olup, krvaziyer gemilerin yanaşmasına ve yolcuları indirmeye müsait deniz yapıları ve yan tesislerinin yer aldığı krvaziyer ve yat limanları,yapılabilir.”

APPENDIX B

REVIEWS OF THE TRADE CENTER AND CRUISER PORT PROPOSAL BY THE REGIONAL CONSERVATION COUNCILS

I. TC Kùltür ve Turizm Bakanlıđı İstanbul III Numaralı Kùltür ve Tabiat Varlıklarını Koruma Bölge Kurulu

Toplantı Tarihi ve No: 20.7.2005-79

Karar Tarihi ve No:20.7.2005-792

“ Kentsel deđişimler çerçevesinde bir dönüşüm alanı olarak ele alınmasının, bu kapsamda kentsel yaşam içerisine entegre edilmesinin ve sürdürülebilir gelişme ilkeleri bağlamında planlanmasının bir gereklilik olduğuna,

Bu bağlamda dönüşüm alanı olarak tariflenen bu bölgenin İstanbul Nazım planı bütünü ile ilişkilendirilecek biçimde, Kentsel Tasarım süreciyle desteklenerek belirlenecek fonksiyonlar ve ihtiyaç programı ile planlanmasının prensip olarak uygun olduğuna,

Sunulan 1/3000 ölçekli yaklaşım planı ile 1/1000 ölçekli Uygulama İmar Planı deđişikliği taslađı 2863 sayılı yasa kapsamında Kurulumuzca deđerlendirildiđinde;

Söz konusu alanın çevresinde yer alan Selimiye Kışlası, Haydarpaşa Marmara Üniversitesi Kampüsü, GATA Haydarpaşa Eğitim Hastanesi ve etrafında yer alan yeşil dokudan oluşan kentsel peyzajın özgün bir nitelik taşıması, İstanbul’un farklı noktalarından algılanan silueti oluşturması nedeniyle yeni önerilecek Kentsel Dönüşüm Projesinde ortaya çıkacak siluetin, mevcut siluet deđerlerini ve 3. boyutu da dikkate alınacak bir kentsel tasarım projesi çerçevesinde ele

alınmasının Kùltür ve Tabiat Varlıklarının korunması kapsamında gerekli olduđuna karar verildi.”

II. TC Kùltür ve Turizm Bakanlıđı İstanbul II Numaralı Kùltür ve Tabiat Varlıklarını Koruma Bölge Kurulu

Toplantı Tarihi ve No: 20.07.2005/50

Karar Tarihi ve No: 20.07.2005/438

“21.09.2004 gün 25590 sayılı Resmi Gazetede Yayımlanan 5234 Sayılı Kanunun Geçi 5. Maddesi geređince hazırlanan planların, gerek görüntü kirliliđi yaratan Haydarpaşa Limanı, gerekse Marmaray projesi kapsamında fonksiyonunu yitirecek olan Haydarpaşa Gar ve çevresinin planlama çalışmalarının yapılmasına ihtiyaç olduđuna; yeni planlamayla kamu yararının yüceltilmesi ve kentin silüetinin zenginleştirilmesinin uygun olacađına;

Ancak Kùltür Varlıkları ve Müzeler Genel Müdürlüğü'nün 05.07.2005 gün B.16.KTV.0.10.00.01/269-95103 sayılı yazısı ekinde iletilen yaklaşım planında mer-i imar planı kapsamında, planlanan alanın çevresi ve kent ile nasıl bütünleştirildiđinin anlaşılamadıđı, ayrıca yollar, yapı yükseklikleri, konumları gibi ayrıntıya dönük bilgilerin yer almaması nedeniyle de korunması gerekli kùltür varlıklarının nasıl etkileneceđinin anlaşılamadıđından 3386 ve 5226 sayılı yasalar ile deđişik 2863 sayılı Kùltür ve Tabiat Varlıklarını Koruma Kanunu kapsamında Kurulumuzca sađlıklı bir deđerlendirilmenin yapılabilmesi için; Oluşturulacak planlarda:

Planlanan alanın kent bütünlüğü içindeki yerinin tanımlanması ve yolların belirlenmesi;

Denizden ve karadan siluet verilerek öneri yapıların, İstanbul'un simgeleri kabul edilen kültür varlıklarını nasıl etkilediğinin belirlenmesi,

Korunması gerekli kültür ve tabiat varlıklarının plana işlenmesi,

Şehrin bütünü düşünülerek bölgede ve yakın çevresinde yapılacak ulaşım etütleri doğrultusunda emsal hesaplarının brüt parsel alanı üzerinden değil, net parsel alanı üzerinden hesaplanması, gerekli görülmesi halinde emsalin düşürülmesi,

Otopark ihtiyacının tamamının otopark yönetmeliğinde belirlenenden az olmamak şartıyla ulaşım etütleri doğrultusunda planlama alanı içinde çözümlenmesi ve

Plan yapım yönetmeliğindeki donatı standartlarına uyulması;

Ayrıca planlama alanı içinde kalan 54 pafta, 240 ada, 1 parselde İstanbul II Numaralı Kültür ve Tabiat Varlıklarını Koruma Kurulu'nun 21.08.1997 gün 4542 sayılı kararı ile I.grup korunması gerekli kültür varlığı olarak tescilli Haydarpaşa Garı, Gayrimenkul Eski Eserler ve Anıtlar Yüksek Kurulu'nun 11.2.1978 gün 10275 sayılı kararı ile tescilli İskele Binası (Vedat Tek'in eseri), İstanbul II Numaralı Kültür ve Tabiat Varlıklarını Koruma Kurulu'nun 31.03.2004 gün 6910 sayılı kararı ile tescilli Elektrik Evi, Muhacir Misafirhanesi, Yatakhane ve Yemekhane olarak kullanılan bina, Poliklinik Binası, Eski Karakol Binası; 240 ada, 3 parselde Gayrimenkul Eski Eserler ve Anıtlar Yüksek Kurulu'nun 15.11.1975 gün 8762 sayılı kararı ile tescilli iki adet yapı; Haydarpaşa Garı önündeki tarihi mendireğin üzerinde (780 ada, 1 parsel) İstanbul II Numaralı Kültür ve Tabiat Varlıklarını Koruma Kurulu'nun 31.03.2004 gün 6910 sayılı kararı ile tescilli 2 adet Fener ile Dikitin yer aldığına,

7 Envanter Numarası ile Gayrimenkul Eski Eserler ve Anıtlar Yüksek Kurulu'nun 19.06.1981 gün 12853 sayılı kararıyla "doğal anıt" olarak tescil edilen kıyı bandındaki ağaçlar 09.02.2005 gün 215 sayılı anıt ağaç olarak tescil edilmiş olup,söz konusu tabiat varlıklarının (namazgah ve ahşap yapıların) karşı yapı adasında ve planlama alanı içinde kalan 240 ada, 14 parselin (Et Balık Kurumunun yer aldığı parsel) Kurulumuzun 09.02.2005 gün 215 sayılı kararı ile tescilli kültür ve tabiat varlıklarının koruma alanı olarak belirlendiğine;

240 ada,1 parselin planlama sınırı içinde kalan lojman binalarının,üç adet kagir yapının(eski cezaevi ve ona bağlı idari binalar),Devlet Malzeme Ofisi tarafından kullanılan Siloların (2 adet) ve tescilli 2 adet Fener ile Dikitin yer aldığı Tarihi Mendireğin korunması gerekli kültür varlığı olarak tescil edilmesine;yine 240 ada,1 parselde yer alan 4 adet çınar ve 2 adet sedirin korunması gerekli anıt ağaç olarak tescil edilmesine; bu kararımız ile tescil edilen kültür ve tabiat varlıklarının da plan paftaları üzerine işlenmesine;ayrıca plan paftaları üzerinde yeri yanlış işaretlenen Poliklinik Binasının yerinin de düzeltilmesine karar verildi."

APPENDIX C

REVIEW OF THE TRADE CENTER AND CRUISER PORT PROPOSAL BY THE METROPOLITAN MUNICIPALITY



İSTANBUL BÜYÜKŞEHİR BELEDİYE BAŞKANLIĞI
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İSTANBUL BÜYÜKŞEHİR BELEDİYESİ

Sayı : 12734-47-2005/896
Konu : Haydarpaşa Gar ve Liman Sahası

20/4/2005

DAĞITIM

İLGİ: Bayındırlık ve İskan Bakanlığı, Teknik Araştırma ve Uygulama Genel Müdürlüğü'nün 13.04.2005 tarih, B.09.TAU.0.17.00.00-924/3145 sayılı yazısı ve ekleri.

İlgi yazı ile; Haydarpaşa Gar ve Liman Sahası 1/5000 ve 1/1000 ölçekli Nazım ve Uygulama İmar Planı değişikliğinin onaylanması istendiği belirtilerek, ilgi yazı ve eki plan paftalarının 21.09.2004 tarih, 25590 sayılı Resmi Gazetede yayımlanan 5234 Sayılı Kanununun Geçici 5. maddesi kapsamında incelenerek teklife ilişkin görüşümüzün 7 gün içerisinde iletilmesi istenmektedir.

İlgi yazı ekinin incelenmesi sonucunda aşağıda belirtilen hususlar saptanmıştır:

Mevcut Durum da; Proje Alanı (Harem, Haydarpaşa ve Kadıköy), coğrafik konumu, eskiden beri yüklendiği ulaşım yükü (Harem Otogarı, Haydarpaşa Limanı, Denizyolları, Toplu Taşıma Durakları ve Haydarpaşa Garı) ve barındırdığı mevcut kullanımlar (tarihsel merkez) itibariyle İstanbul Metropolitan Alanının en önemli odak noktalarından birini oluşturmaktadır. Bölge Anadolu Yakasındaki en uç indirme-bindirme ve aktarma noktası olması sebebiyle, iki yaka arasındaki deniz, kara ve demiryolu taşımacılığının metropol içindeki en merkezi iki bölgesinden biridir.

Üst Ölçekli ve Meri Planlardaki Durumu İncelendiğinde;

1) Yargı kararıyla yetki yönünden iptal edilmiş olmasına rağmen Başkanlığımızca İstanbul Metropolitan alanının bütüncül planlamasında bir rehber çalışma olarak kabul edilen, 15.11.1995 onanlı 1/50000 ölçekli İstanbul Metropolitan Alan Alt Bölge Nazım İmar Planı'nda;

- Nazım Planda; Haydarpaşa Limanı'nın kent dışına Tekirdağ-Yeniçiftlik'e taşınması ve bu alanın rekreasyon alanı olarak değerlendirilmesi öngörülmüştür.
- Harem Otogarı, kaldırılmış rekreasyon öngörülmüştür.
- Kartal-Harem Hafif metro hattı öngörülmüştür.
- Boğaz geçişi Tüp Geçit olarak öngörülmüş, Yenikapı-Söğütlüçeşme iki ana istasyon olarak değerlendirilmiştir.
- Kadıköy 1.Derece, Üsküdar 2.Derece Merkez olarak planlanmıştır. Üsküdar-Kadıköy arası sahil şeridi rekreasyon alanı olarak öngörülmüştür.
- Arabalı Vapur İskelesi, Hizmet Alanları, Kentsel Hizmet Alanları (KH) ve Şehir ve Çevre Parkları Alanları yer almaktadır.

2) Halen yürürlükte olan İmar ve İskan Bakanlığınca hazırlanıp onanan 29.07.1980 tasdikli 1/50000 ölçekli Metropolitan Alan Nazım Planı'nda ise;

"İstanbul yolcu limanı", "turizm gelişme alanları" ve "tarihi ve kültürel çevreye bağımlı turizm odakları" olarak öngörülmüştür.

3) 15.09.1997 t.t.li Üsküdar Merkez Nazım İmar Planı'nda söz konusu alan Otogar Alanı ve Resmi Kurum alanı olarak düzenlenmiştir.

Ayrıca bölge ile ilgili olarak bir Kentsel Tasarım yarışması düzenlenmiş ve sonuçlandırılmıştır.



İlgi yazı ile iletilen planda; Haydarpaşa Tren Garı ve limanının bulunduğu alanı kapsayan, Merkezi İş Alanı (MİA) fonksiyonlarını içeren bir " megakent projesi" dir. Söz konusu proje ile ilgili alanda; Yat limanı ve Cruise Gemilerinin yanaşacağı Liman, Otel, Kongre Merkezi, Konut, Ofis, Alışveriş Merkezi Uluslar arası Fuar Merkezi, Müze, Hastane ve III. Yaş Bakım Merkezi, Okul ve Diğer Kamusal alanların düşünülmüş olduğu, yedi ayrı tepe üzerinde otel, kongre, iş veya ticaret merkezi, kültür-sanat kompleksi ya da rezidans amaçlı gökdelenleri inşa edilmesinin amaçlandığı anlaşılmaktadır. Proje kapsamında Haydarpaşa Gar ve liman faaliyetinin kaldırılarak, gar binasının ise prestij amaçlı kullanılmasının düşünüldüğü anlaşılmaktadır. Ayrıca söz konusu "megakent projesi"nin tamamlanmasından sonra doğrudan 240.000 kişinin, dolaylı olarak ise 600.000 kişinin istihdam edileceği öngörülmektedir.

Teklif " megakent projesi" yaklaşık olarak 992 000 m2 bir alanı kapsamakta olup, İnşaat Alanı Katsayısı (E) = 3 olarak teklif edilmiştir. Plan teklifi paftası üzerinde yapılan incelemeye göre Toplam İnşaat Taban Alanları ise yaklaşık olarak 88 000 m2 dir. Buna göre bütün binalar ortalama olarak 33 katlı olacağı ortaya çıkmaktadır. Ancak kule olarak belirlenen 7 adet bina ile diğer binaların yüksekliklerinin daha farklı olacağı plan raporundan anlaşılmaktadır. Dolayısıyla kulelerin 100 metre yüksekliği aşacağı öngörülmektedir. Ayrıca proje paftası ile 1/5.000 ölçekli plan paftası arasında emsal konusunda çelişkiler yeralmaktadır, proje paftasında emsal:3, plan paftasında emsal:2.5 olarak belirlenmiştir.

Genel Olarak Değerlendirildiğinde;

İlgili proje kapsamında mevcut kıyı dolgu alanlarına önemli oranda ilave yapılarak bu alanlar artırılmıştır. Ayrıca boğaz trafiğinin yoğunlaştığı bu bölgede 2 adet yat limanı yerinin de planlanmış olduğu görülmektedir. Bu bölgede turizm amaçlı kruvaze bir limanın ve 1 adet yat limanın yer alması olumlu bir yaklaşım olarak görülmektedir. Ancak bunun Boğaz ve kentiçi deniz trafiği dikkate alınarak etüd edilmesi ve planlanması gerekmektedir.

Kentin en önemli parçası olan bu alan, tarihi yarımada ve Topkapı Sarayı, Ayasofya Müzesi ile Sultan Ahmet Camisinin tam da karşısında kuş uçuşu 2 km mesafede kalmaktadır. Bu nedenle kentin makro formu üzerinde yapacağı tüm olumsuz etkileri yanında kentin silüetini de önemli ölçüde değiştirerek, görsel kirliliğe sebep olacaktır. Bu şekilde kent kimliğini en önemli parçalarından birini oluşturan tarihi yarımada ve İstanbul Boğaz'ının , estetik ve silüet değerlerinin etki ve önemini bu şekilde yitireceği aşikardır.

Dünya Ticaret Merkezi olarak düşünülen Merkezi İş Alanları (MİA) projesi; İstanbul'un 1. derece deprem bölgesinde kalması yanı sıra bölgeden geçen fay hattına en yakın kara parçası üzerinde ve jeolojik açıdan sakıncalı alanlar üzerinde bulunmaktadır. Söz konusu proje alanının önemli bir kısmı kıyı dolgu alanı üzerinde bulunmaktadır. Dolgu alanları üzerinde Kıyı Kanununa aykırı bir yapılaşma yoğunluğu öngörülmüştür, ilk 50 metre ve 100 metre de ve dolgu alanları üzerinde yoğun yapılaşmalar yeralmaktadır.

İlgili projenin tamamlanması ile inşa edilmesi önerilen Yat limanı ve Cruise Gemilerinin yanaşacağı Liman, Otel, Kongre Merkezi, Ofis, Alışveriş Merkezi Uluslar arası Fuar Merkezi, Müze, Hastane ve III. Yaş Bakım Merkezi, Okul, iş veya ticaret merkezi, kültür-sanat kompleksi ya da rezidans amaçlı gökdelenlerin oluşturacağı yolculuk üretim üretim ve çekim durumu ile konut ikameti için inşası önerilen A PLUS türü prestij konutlarının yüksek gelir gurubuna dahil kişiler tarafından kullanılacağı dikkate alınarak inceleme yapıldığında, bölge içerisindeki araç+yaya hareketlilik oranının ve özel otomobil sahipliği oranının yüksek olacağı anlaşılmaktadır.

Söz konusu plan bölgesinde çalışan nüfus olarak 600.000 kişinin istihdamı öngörülmektedir. 2000 yılı sonu itibarıyla İstanbul'da kayıtlı özel otomobil sayısı 1.630.000 olup (1000 kişi başına 159 kayıtlı otomobil) Türkiye'deki toplam özel otomobillerin %25'ini oluşturmaktadır. İstanbul'daki 2000 yılı otomobil sahipliği değeri dikkate alındığında, çalışan nüfusun yaklaşık 96.000 kişinin özel otomobil olacağı hesaplanmaktadır. İstanbul'da özel oto kullanım oranının toplam karayolu taşımacılığı içerisindeki oranının yaklaşık %20 olduğu dikkate alınarak mevcut araçların yaklaşık 18.000 tanesinin gün içerisinde bölge içi trafiğe dahil olacağı ortaya çıkmaktadır. Bu araçların trafiğe etkisinin sabah zirve saatinde 1/8 oranında olacağı İstanbul Ulaşım Ana Planında kabul edilmiştir. Bu durumda araçların yaklaşık 2250 tanesinin aynı anda trafiğe dahil olacağı hesaplanmıştır. Bölge içerisine yolculuklar için kullanılacak diğer karayolu taşıma sistemlerinin sayıları da dikkate alındığında bu rakam yaklaşık 3000 olacaktır.



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Konut bölgesi için inşaat alanı üzerinden hesap yapıldığında; konut bölgesinde ortalama 8 katlı apartmanlar içerisinde 150 m² büyüklükte 4300 adet daire olacağı hesaplanmaktadır. Yüksek gelir gurubuna ait olacak bu dairelerde otomobil sahipliği oranı ortalama 2 olarak alındığında, yaklaşık 8600 adet özel otomobilin günlük trafiğe dahil olacağı görülmektedir. Bu gurubun içerisinde sabah zirve saatinde trafiğe katılacak araç sayısı yaklaşık 215 adet olacaktır.

Bölgeye erişimi sağlamak için karayolu ana ulaşım arteri olarak planda önerilen D-100 karayolu kesitinin üzerindeki mevcut trafik yükü, bugünkü tarih itibari ile sabah zirve saatinde bir yönde yaklaşık 3500 birim otomobildir. Proje dolayısı ile gelecek ilave trafik yüküde dikkate alındığında bu sayı 6715 birim otomobile ulaşmaktadır. 30 m genişlikte önerilen karayolu ana ulaşım arterinin bir yöndeki toplam şerit kapasitesi bu yoğunluktaki trafik yükünü kaldırmayacaktır.(şerit başına ortalama kapasite bir yönde 1200 bo./sa)

Bölge içi sirkülasyonu sağlayan diğer karayolu arteri olan 17 m genişlikteki öneri yol ağında sabah zirve saatinde bir yönde 4200 birim otomobillik bir kapasite olacak, şerit başına düşen trafik yükü hesaplandığında yolların genişliği dolayısı ile şerit sayısı yetersiz kalacaktır.

Projede önerilen yüksek kapasiteli marina ile büyük hacimli yolcu gemilerinin yanaşacağı yolcu limanı, bölge içerisinde halen sirkülasyon halinde olan deniz trafiğine ilave yoğunluk getirerek, önemli sorunların oluşmasına neden olacaktır.

Bunlara ilave olarak; projede tüp geçiş ve Harem-Gebze raylı sistem hattı ve deniz taşımacılığı entegrasyonu sağlanmamış, Kadıköy ve Üsküdar gibi çok önemli iki merkez arasında müthiş bir yoğunluk öngörülmektedir.

Ayrıca, plan kapsamında düşünülen fonksiyonların tamamı faaliyete geçtiğinde alan içerisinde yaklaşık 1.000.000 kişinin yaya olarak hareket edeceği varsayılmaktadır.

Araç başına gerekli otopark alanının ortalama 25 m² alınması durumunda çalışan kesim araçları için bölge içerisinde 56.250 m² otopark ve konut ikametinde olan kesimin araçları için ise 215.000 m² otopark alanı gerekmektedir.

Yapılan analizlerin ışığında sonuç olarak; karayolu ana arter ve bağlantı yolları üzerinde kapasite aşımından dolayı trafik tıkanıklıkları ve karmaşa olacağı, bu durumun erişim süresini artıracığı, yolculuk konforunu azaltacağı, karayolu trafiğinin tamamen kilitleneceği anlaşılmaktadır. Ayrıca büyük miktarda otopark alanı gereksinimi olacağı görülmektedir.

Sonuç Olarak;

Söz konusu projeye ilişkin olarak; Askeri Kurum, ilgili Anıtlar Kurulu, Çevre ve Orman Bakanlığı, Afet Koordinasyon Merkezini (AKOM), Ulaşım Koordinasyon Merkezi (UKOME), İSKİ ve diğer ilgili kurum kuruluşlar ile sivil toplum örgütlerinin görüşleride dikkate alınarak bu ölçekte bir plan kararının bütünlük içinde ele alınması gerekmektedir. İstanbul İl sınırlarını kapsayan 1/100.000 ölçekli Çevre Düzeni planı ve 1/25.000 ölçekli nazım imar planı çalışması başlatılmış ve çalışmalar devam etmektedir. Böyle bir stratejik kararın bu plan bütünlüğü içinde ele alınması gerekmektedir.

İlgi yazı ile iletilen " megakent projesi" nazım imar planı değişikliği talebi kent makroformunu, silüet ve vizyonunu doğrudan etkileyecek nitelikte olup; ulaşım, altyapı, kara ve deniz trafiği, merkezi iş alanlarının konumlaşması, kentnin önemli silüet alanları, kentsel gelişme aks ve yönlerini etkilemesi nedeniyle bütüncül bir planlama anlayışı içinde ele alınması gerekmektedir. Bu nedenle teklif planın 1/100.000 ölçekli Çevre Düzeni planı ve 1/25.000 ölçekli nazım imar planı çalışması ile birlikte değerlendirilmesi ve **Kıyı Kanunu hükümlerine uyması** gerekmektedir.

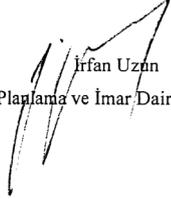


İSTANBUL BÜYÜKŞEHİR BELEDİYE BAŞKANLIĞI
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İBB/AM/AY/İBB/2014/11

Projede yeralan arazi kullanım kararlarının büyük bir kısmı Bölgede yer alabilecek kullanımlar olup ancak yapılaşma oranları, ulaşım entegrasyonu ve diğer tespit edilen hususlar dikkate alınarak bir plan bütünlüğü içinde ele alınmalıdır. Meri üst ölçekli plan kararları bölgede "İstanbul yolcu limanı", "turizm gelişme alanları" ve "tarihi ve kültürel çevreye bağımlı turizm odakları"ni öngörmüştür.

Konuya ilişkin olarak biriminizi ilgilendiren hususlar hakkındaki görüşleriniz; değerlendirilmesi Başkanlık genelgesi ve oluru kapsamında Planlama ve İmar Müdürlüğü tarafından yapılmakta olduğundan, bu husustaki bildirimizin anılan müdürlüğe ivedi olarak iletilmesi için gereği arz olunur.


İrfan Uzun
Planlama ve İmar Daire Başkanı

DAĞITIM:

- Projeler Daire Başkanlığına(**),(***)
- Ulaşım Daire Başkanlığına(**),(***)
- Planlama ve İmar Müdürlüğüne(*)
- Zemin Deprem ve İnceleme Müdürlüğüne(**),(***)

EK:

- İlgi yazı eki dosya(*)
- Plan Paftası Örneği(**)
- Plan Raporu Örneği(***)

APPENDIX D

HERITAGE IN THE HAYDARPAŞA AREA¹¹

Development in the Haydarpaşa Area started in 1872, when construction of the Haydarpaşa-İzmit railroad was started by the Ottoman Empire¹². The railway line followed the Pre-Byzantine trade route, initially reaching Pendik¹³. Haydarpaşa, Kızıltoprak, Feneryolu, Göztepe, Bostancı, Maltepe, Kartal and Pendik stations were built at the time.



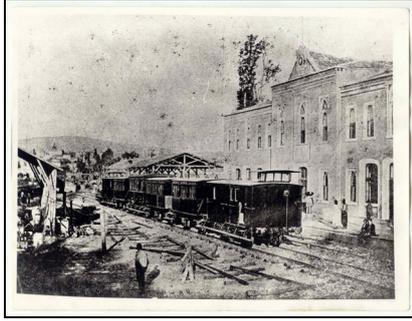
Haydarpaşa – Pendik Tek Hat Demiryolu Erkan-ı Harbiye Matbaası, 1909
(Atatürk Kitaplığı Harita Arşivi)

11 Information and images are majorly acquired from Y. Kösebay, “Haydarpaşa Garı Otel Olursa Bu Yapılara Ne Olacak”, Mimarist, 2006, 3, s. 59.

12 M. Özyüksel, “ Anadolu ve Bağdat Demiryolları”, Osmanlı, 1999, c.3, s.666.

13 R. Akbulut, “Kadıköy”, DBIA, 1994, Cilt: 4,s.329-339.

The original Haydarpaşa Train Station, built in 1872 together with the first dock facilities, went through some reconstruction before it was abandoned in 1908.



Haydarpaşa Station (Demiryollar Dergisi, 1939)



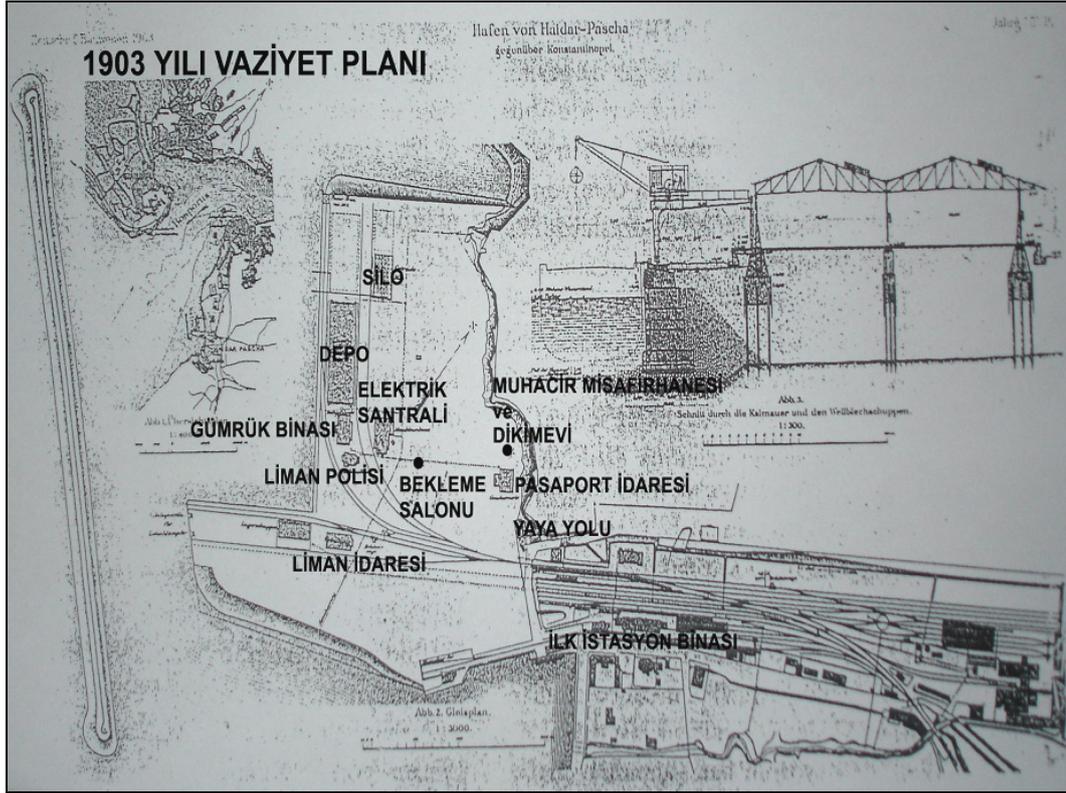
Haydarpaşa Station Reconstructed (Demiryollar Dergisi, 1939)

The construction of a new train station and developments in the docks are associated with the transfer of railway operations from the government to the Alfred Kaulla- Deutche Bank consortium in 1888. This privatization resulted in increased freight traffic and demand for rail connection between the station and the docks. The consortium initially planned to connect the station to the Üsküdar dock through a tunnel under *Selimiye Kışlası*, which was not approved. Instead, improvement of the Haydarpaşa Dock was decided, which was contracted to *Anadolu Osmanlı Demiryolu Şirketi* in 1899¹⁴.

The port complex was opened in 1903 after construction of several service structures designed by Emile Faracci¹⁵. The complex included a silo, customs office, port police/passport authority, power station, port authority, military port and lobby. The complex is especially significant for its orientalist architectural style while the silo has significance in docking technology as the first electrically powered, direct loading silo in the world.

14 S. Toydemir, "Haydarpaşa Limanının İnşası", Demiryol, Özel Sayı, 1954, s.10

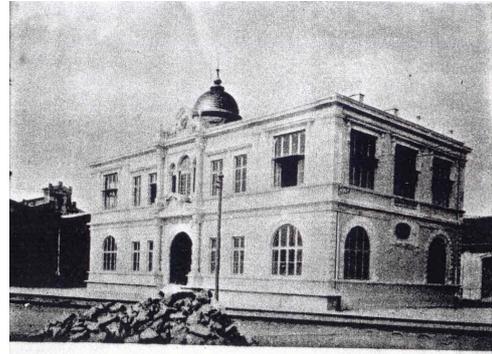
15 A. Raymond, Notes Pratiques et Resumes sur l'art du constructeur en Turqui, Alexandrie, 1908, s.80



Haydarpaşa 1903 (Arif Atılğan, 2005)



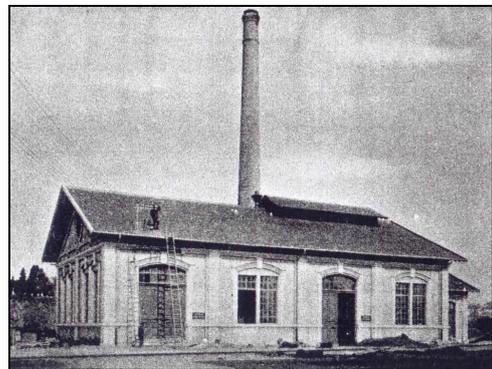
Lobby (Kösebay, 2006)



Customs Office (Kösebay, 2006)



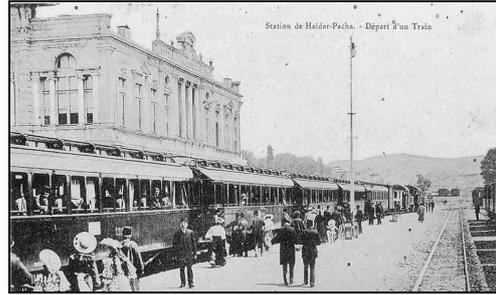
Police Station/Passport Authority (Kösebay, 2006)



Power Station (Kösebay, 2006)



Port Authority (Kösebay, 2006)



Port Authority (Kösebay, 2006)

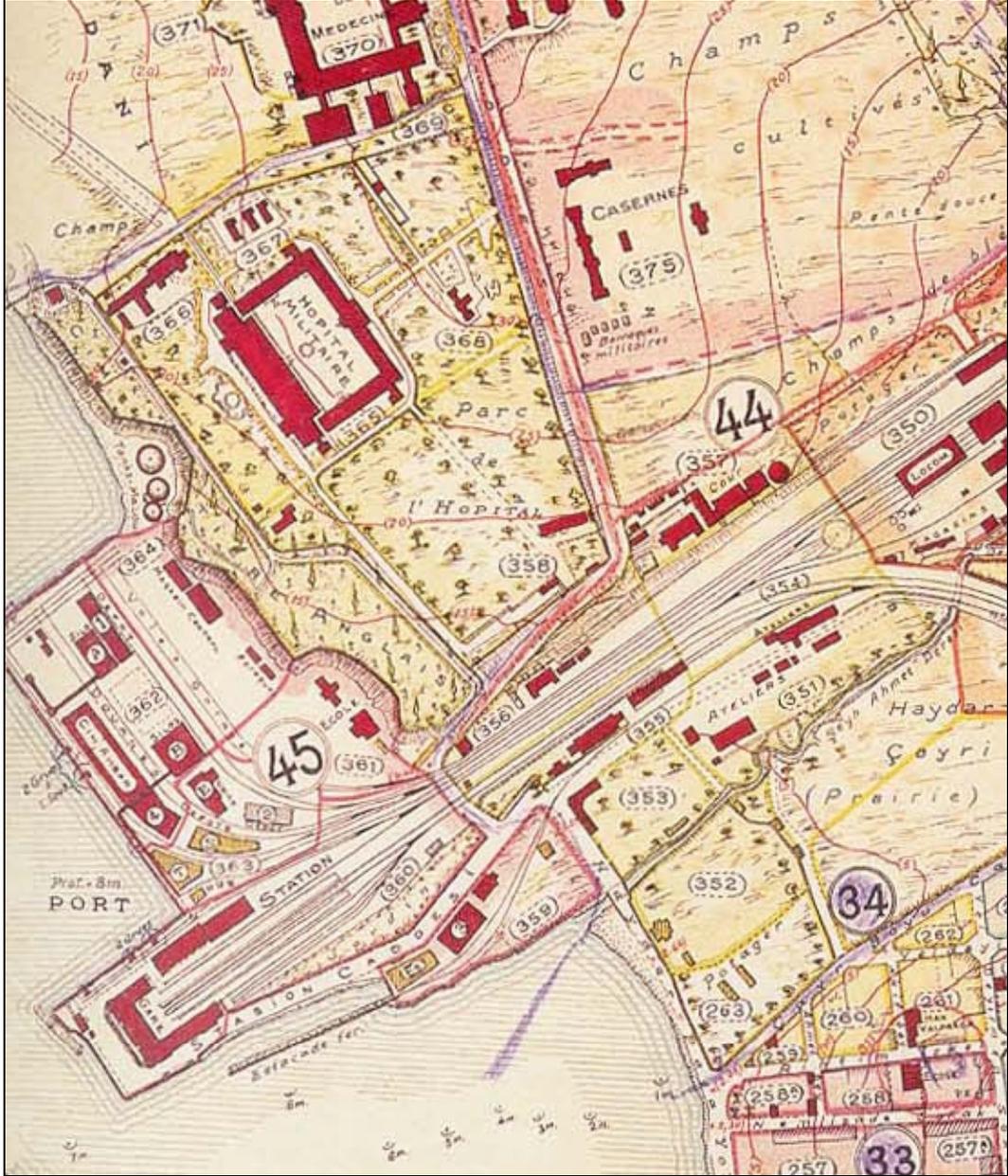


Military Post 1903 (Kösebay, 2006)



Military Post (Kösebay, 2006)

While maps dating from 1919 do not show the port authority and lobby, the Pervititch map from 1930 shows that the customs office, the port authority and the police station was demolished in the 1920's. The silo and the power station are still intact and functional, while the military post lost its orientalist features, being used for storage.



Haydarpaşa 1930 (Kösebay, 2006)

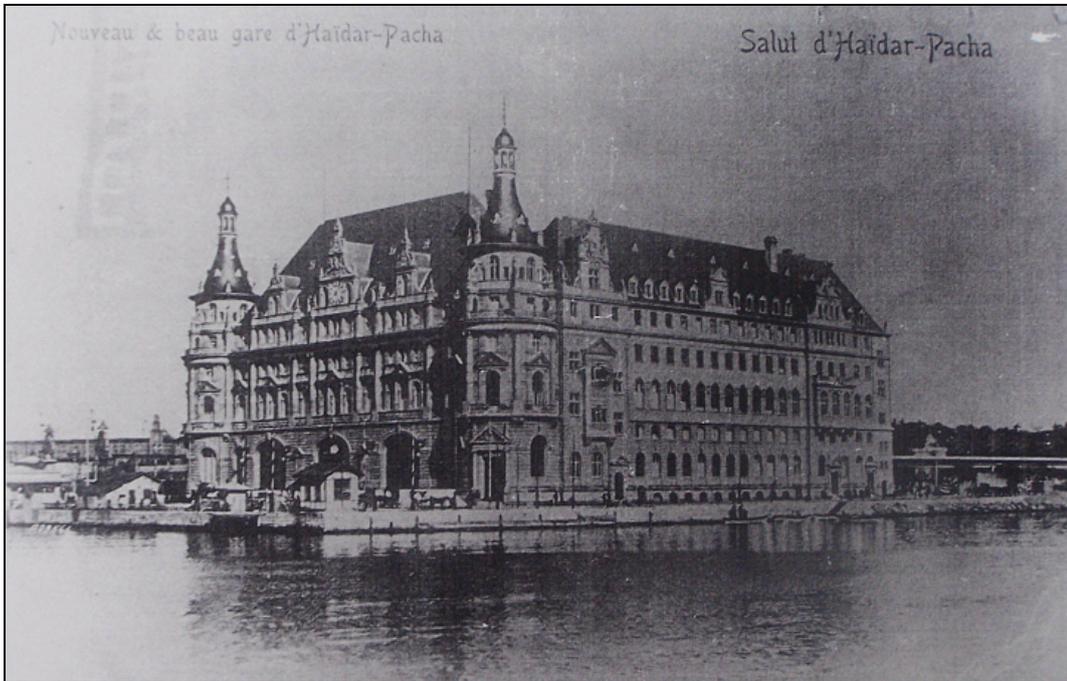
Following the initial complex, the immigrant guesthouse was built in 1903 by mimar Kemalettin, which was transformed into a Veterinary school shortly after. In 1956 it was modified into a workshop with some structural additions to the original building. The structure is a typical example of the I. National Architecture School¹⁶.

16 Y. Kösebay, "Haydarpaşa Garı Otel Olursa Bu Yapılara Ne Olacak", Mimarist, 2006, 3, s. 59.



Immigrant Guesthouse (Kösebay, 2006)

The neo-classical Haydarpaşa Train Station was built between 1906-1908 by architects Otto Ritter and Helmut Cuno.



Hadarpaşa Train Station (Arif Atılğan, 2005)

The train station has not changed physically or functionally since then, apart from the reconstruction of the roof after the fire that destroyed in 1917. As a result of a competition held in 1927, the roof was reconstructed according to the original project.

Finally, the ferry dock building was built in 1915 by architect Vedat Tek, located in front of the train station.



Haydarpaşa Ferry Dock (Arif Atılgan, 2005)

It is assumed that the area contains a number of other structures with architectural and industrial heritage value, that are yet to be discovered and registered due to the limited public accessibility to the port.



Haydarpaşa Area (İBB, 2007)

APPENDIX E

CONSERVATION DECISION RECORD

T.C.
KÜLTÜR VE TURİZM BAKANLIĞI
İSTANBUL V NUMARALI KÜLTÜR VE TABİAT VARLIKLARINI
KORUMA BÖLGE KURULU
KARAR

Toplantı Tarihi ve No : 26.04.2006 / 13
Karar Tarihi ve No : 26.04.2006 / 85

Toplantı Yeri
İSTANBUL

İstanbul, Üsküdar ve Kadıköy İlçeleri, Devlet Demiryolları mülkiyetinde bulunan, "Haydarpaşa Gar ve Liman Sahası" içinde kalan ve İstanbul II Numaralı Kültür ve Tabiat Varlıklarını Koruma Bölge Kurulu'nun 20.07.2005 gün 438 sayılı kararı ile tescil edilen 240 ada, 1 parseldeki 3 adet kağır yapı, 4 adet çınar ile 2 adet sedirin korunması gerekli kültür ve tabiat varlığı niteliği taşımadığından tescilli kararının yerinde olmadığı hususu ile 240 ada, 14 parselin koruma alanı olarak belirlenmesinin uygun olmadığına ilişkin hususları konu alan Devlet Demiryolları İşletmesi Genel Müdürlüğü, Taşınmaz Mallar Dairesi Başkanlığı'nın 16.02.2006 gün B.11.2.DDY.0.84.00.06/754-01/1-1/518 sayılı yazısının incelenmesine ilişkin Kültür Varlıkları ve Müzeler Genel Müdürlüğü'nün 07.03.2006 gün B.16.0.KVM.200.11.10.01/269-31682 sayılı yazısı, Haydarpaşa Gar ve Liman Sahası 1/5000 ve 1/1000 ölçekli Nazım ve Uygulama İmar Planı değişikliklerine ilişkin konunun kurulda değerlendirilerek, Bakanlığımız görüşüne esas görüşün oluşturulmasına ilişkin Kültür Varlıkları ve Müzeler Genel Müdürlüğü'nün 16.03.2006 gün B.16.0.KVM.200.11.10.01/269-37659 sayılı yazısı ile İstanbul III Numaralı Kültür ve Tabiat Varlıklarını Koruma Bölge Kurulu Müdürlüğü'nün 06.04.2006 gün 950 sayılı yazısı eki Kültür Varlıkları ve Müzeler Genel Müdürlüğü'nün 25.01.2006 gün B.16.0.KVM.200.11.10.01/269-9054 sayılı yazısı okundu, ekleri incelendi, Kurulumuzun 12.04.2006 gün 71 sayılı kararı gereği söz konusu alan ve çevresi 19.04.2006 tarihinde Kurulumuz üyelerince yerinde incelendi, yapılan görüşmeler sonucunda;

21.09.2004 gün 255590 sayılı Resmî Gazetede yayımlanan 5234 Sayılı Kanunun Geçici 5. Maddesinde: "...Mülkiyeti Hazineye ait İstanbul İli, Üsküdar İlçesi, Selimiye ve İhsaniye Mahallelerinde bulunan ve Haydarpaşa Limanı olarak kullanılan taşınmazları, üzerindeki muhdesatı ile birlikte ödenmiş sermayesine ilave edilmek üzere..." ifadesi kullanılmıştır. Oysa Haydarpaşa Garı ve çevresi, Kadıköy İlçesi, Rasimpaşa Mahallesi sınırları içinde kalmaktadır. Bu nedenle Kurulumuz yetki alanındaki bu alan 5234 sayılı Kanunun kapsamı dışındadır. Dolayısıyla plan yapım yetkisi yönünden hukuka uygunluk görülmeyen 1/5000 ve 1/1000 ölçekli planların değerlendirilemeyeceğine;

240 ada, 1 parseldeki Eski Cezaevi Binası ile iki adet İdari Binanın, dönemin sosyal yapısı ve yapım teknikleri açısından belge değeri taşımaları nedeniyle tescillerinin devamına;

Kurulumuz üyelerince 19.04.2006 tarihinde yerinde yapılan incelemede tespit edilen ve 240 ada, 1 parselde yer alan Haydarpaşa Türbesi ile Eski Cezaevi Binasının karşısında yer alan Ahşap Yapının da yukarıda belirtilen nedenlerle birlikte Gar Binası fonksiyonunu tamamlayıcı görevleri ve değerleri açısından korunması gerekli kültür varlıkları olarak tescil edilmelerine;

240 ada, 1 parseldeki korunması gerekli anıt ağaç olarak tescilli 2 adet sedir ile 4 adet çınarın tescil kaydının kaldırılmasına ilişkin talebin, parselde ilişkin ağaç revizyon planı ve raporunun (yaş, taç, çap, cins vb.) Kurulumuza iletilmesinden sonra değerlendirilebileceğine;



T.C.
KÜLTÜR VE TURİZM BAKANLIĞI
İSTANBUL V NUMARALI KÜLTÜR VE TABİAT VARLIKLARINI
KORUMA BÖLGE KURULU
KARAR

Toplantı Tarihi ve No : 26.04.2006 / 13
Karar Tarihi ve No : 26.04.2006 / 85

Toplantı Yeri
İSTANBUL

Yine 240 ada, 1 parseldeki Hangar Binası ile Haydarpaşa Rıhtım Duvarlarına ilişkin çizim, fotoğraf (eski ve yeni) vb. belgelerin Kurulumuza iletilmesinden sonra 2863 sayılı Kanun açısından değerlendirilebileceğine;

Kurulumuzun yetki alanında kalan Haydarpaşa Garı ve çevresinin; İstanbul III Numaralı Kültür ve Tabiat Varlıklarını Koruma Bölge Kurulu'nun yetki alanında kalan Üsküdar İlçesi sınırları içerisindeki Selimiye Kışlası, Mekteb-i Tıbbiye-i Şahane (Haydarpaşa Lisesi), Askeri Hastane (GATA), Haydarpaşa Numune Hastanesi, Karacaahmet Mezarlığı, Selimiye Camii gibi kültür ve tabiat varlıkları ile birlikte şehrin sosyo-kültürel tarihi açısından önemli bir konumda olduğu ve Tarihi Yarımada ile birlikte İstanbul'un kimliğini yansıtan özel bir silüet oluşturduğuna; ayrıca bu alanın Cumhuriyetin ilanından önce ve sonra birçok tarihi olaya sahne olduğuna; geçmişin önemli mimari üsluplarında tasarlanmış binaları bir arada bulunduran bu alandaki yapıların askeri ve endüstri mirası açısından da önem taşıdığına; ayrıca Bağdat'a uzanan tarihi demiryolunun başlangıç noktası olan Haydarpaşa Gar Binasının deniz üzerindeki özel konumu ve yapımında kullanılan inşaat teknolojisi açısından önem taşıdığına; bu nedenlerle 2863 sayılı Kanunun 3. Maddesinin 3. bendinde belirtildiği gibi; kültür varlıklarının yoğun olarak bulunduğu, sosyal yaşama konu olan ve önemli tarihi olayların yaşandığı Haydarpaşa Garı ve çevresinin ekli 1/5000 ölçekli paftada sınırları belirtildiği şekilde **Kentsel ve Tarihi Sit** olarak tescil edilmesine karar verildi.

BAŞKAN
ERUZUN (Cengiz)
(İMZA)



BAŞKAN YARDIMCISI
GÖNCÜOĞLU (S. Faruk)
(İMZA)

ÜYE
BÖLEN (Fulin)
(İMZA)

ÜYE
EYÜPGİLLER (K. Kutgün)
(İMZA)

ÜYE
KILIÇOĞLU (M. Sinan)
(İMZA)

ÜYE
SADIKOĞLU (Salim)
(İMZA)

ÜYE
İNAN (Uğur)
İst. B. Şehir Bld. Tems.
(Karara katılmıyorum)
(İMZA)

ÜYE
KAYHAN (S. Sadık)
Kadıköy Bld. İmar Md.
(İMZA)

ÜYE
ERTAŞ (Zerrin)
İst. Bay. ve İskan Md. Tems.
(İMZA)

27.04.2006 - HE