

Dimensions of urban waterfront regeneration: Case study of Halic/The Golden Horn

an assessment of obstacles and opportunities for inclusiveness

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STATEMENT OF AUTHENTICITY

This thesis contains no material which has been accepted for the award of any other degree or diploma in any institution and to the best of my knowledge and belief, the research contains no material previously published or written by another person, except where due reference has been made in the text of the thesis.

A handwritten signature in black ink, reading "Serin Geambazu". The signature is written in a cursive style with a large, decorative flourish at the end.

Signature: Serin Geambazu
Berlin, 31th January 2014

PREFACE

Before introducing the research, I would like to relate a personal memory that is strongly related to the motivation of this study.

Growing up in a port city, in Constanta, Romania, gave me the occasion to understand from an early age the difference between the modern society, embedded in the communism world I was born in, and the postmodern world I was experiencing at the age of five. This became clear with an urban waterfront regeneration project of an old shipyard where I was spending my Sundays, listening to my grandfather's stories about the sea and bringing them in my imagination as simultaneously enjoying the edgy silhouette of the site.

The outcomes of the shipyard's transformation were a hotel, a yacht port, restaurants and bars, bringing a new vibe to my city. I still recall that I never contested the purpose of this change, as my parents explained them to me: "*a natural change of our needs in postmodern society*". My only concern was who made this change, how and why.

I dedicate this research to the children of Istanbul that have never seen the sea. Part of the "Sınırsız mavi" Project ("Blue without limits" Project) it was identified that 8.1% of children in primary schools from four districts of Istanbul have never seen the sea.¹

¹ Statistic from 2008; Source: <http://www.ntvmsnbc.com/id/24956914/>)

ABSTRACT

Water has always been an important driving force for the growth and development of human settlements and cities, the waterfront being their constant changing feature. With the demands of the new- service oriented global- economy almost every city at water's edge is engaged in regeneration projects with strong political impetuses and interest from various parties (Hoyle 2001). The rationale behind the phenomenon of waterfront regeneration and the global embracement of it, is now " widely recognized if incompletely understood" (Hoyle 2001 pp. 297), as the relevant literature is based on case studies with focus on the examples of North American and European cities. The goal of the research is to contribute to the more general, theoretical contention of urban waterfront regeneration in developing countries in understanding their dimensions in terms of governance and planning. This thesis tackles dimensions of urban waterfront regeneration in Istanbul, Turkey by studying the most recent initiative of urban waterfront regeneration along Halic/The Golden Horn, the regeneration of Halic shipyard: Halic Shipyard Conservation Project. The aim is to assess to which extend the top-down governance forms, but also bottom-up grass root empowerment influence the planning process and project outcomes, giving recommendations for an inclusive planning approach. The second aim is to evaluate the urban waterfront regeneration project studying its impact on the neighbouring community. Bedrettin Neighbourhood is chosen for analysis, as being the closest community next to Halic shipyard and its position in the planning process along with its needs are exposed.

The theoretical framework that underpins this study is derived from the discourse on new forms of urban governance including private, public and civic actors (Paquet 2001) that influence planning processes and project outcomes. To evaluate the planning process from a comprehensive governance perspective, indicators include: the legal framework, decision-making process, actors and their relations (Nuissl and Heinrichs 2010) and as normative the perspective of an inclusive planning approach (Healey 1997, 2006) help to evaluate the planning process of Halic Shipyard Conservation Project. As urban waterfront regeneration literature is mostly based upon case study approaches, a critical overview of international examples is conducted to provide support for the evaluation of the case study of the research. Both primary and secondary data is collected through: literature review, review of laws, review of official documents and land-use plans, an internship, 31 interviews, 91 questionnaires, participatory-observation, an workshops, observation and photographs. To understand the planning processes of the regeneration of Halic's waterfront, a reflection is done upon the peculiarities of Istanbul's urban regeneration policies and the institutional framework at city and national level that have facilitated it and also an overview of the previous regeneration processes along Halic's waterfront.

It was found that Halic Shipyard Conservation Project is an urban waterfront regeneration project made for public interest, but with a planning process that lacks participation and information for the actual public in question. The rights of the future users of the space, of neighboring community and of the citizens of Istanbul are in this way lost in un-transparent planning processes, behind a fight between the government and strong opposition parties gaining ground of governance landscape, motivated by their stake in the development. Urban waterfront regeneration in the context of Istanbul reveals the same features of the popular contested cases of North and Western examples. The leading factors are an entrepreneurial government and also a national policy on urban regeneration designated by the central government. The strong and constantly growing opposition is not only the resistance to this particular urban waterfront regeneration project, but it leads to a bigger picture of urban regeneration projects in Istanbul, realized through a top-down approach to planning, creating major social and economical impacts. The thesis argues that only through a change towards a more inclusive planning approach, along with clear targets for the improvement of the quality of life for the neighboring community, the urban waterfront regeneration project, Halic Shipyard Conservation Project, will be able to escape the current deadlocks and collisions between government, investors, resistance and local community and might have a chance to actually set an urgently needed precedent of a new planning culture in Istanbul.

Key word: urban waterfront regeneration, governance, inclusive planning, urban regeneration in the context of Istanbul

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I thank Allah and the Universe for this experience.

I would like to thank my mother, Geambazu Negivan, for her support, for teaching me to face challenges, learn from every experience and seek the opportunity in everything. You have always respected my dreams and cheered all my academic steps throughout the years. Thank you mother!

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LIST OF ACRONYMS

WB- World Bank

UN- Habitat- United Nations Human Settlements Programme

UNDP- United Nations Development Program

IMM- Istanbul Metropolitan Municipality

IMP- Istanbul Metropolitan Planning

AGFE -Advisory Group on Forced Evictions to the Executive Director of UN-HABITAT

MTMAC- Ministry of Transport, Maritime Affairs and Communication

DHEP- Department of Historic Environment Protection

HSCP - Halic Shipyard Conservation Project

HPP- Halic Port Project

I. INTRODUCTION

I.1. Relevance of the topic

Water has always been an important driving force for the growth and development of human settlements and cities, serving as natural defense, as a resource for fishing ground, means for trade and mobility and later for the purpose of industrial uses.

Over the last decades, many cities worldwide have promoted urban waterfront regeneration for a variety of reasons building on the particular scenery of these sites. The success of the first well known urban waterfront regeneration project, Baltimore Inner Harbor regeneration (1960), has served as a prototype for cities around the world with the desire to position themselves in the race to become Global Cities (Harvey 1989) by providing strategically located high-quality investment opportunities to attract global capital, or by constructing attractive spaces to promote tourism and leisure.

In cities which have undergone significant structural changes in their economy from industrial towards service and finance related economies, the regeneration of old industrial sites, shipyards or derelict port areas has become a key challenge. Many of these cities either located on significant rivers, lakes or the open sea, have discovered waterfront as part of their branding strategy. Nowadays, almost every city at water's edge is engaged in regeneration projects with strong political impetuses and interest from various parties: authorities, developers and communities (Hoyle 2001).

These developments have been critically examined by many scholars, many of which share the belief that urban waterfront regeneration is often not addressing the underlying, deep-rooted problems of the cities and furthermore, ignoring the socially and economically unstable landscapes in which they often occur, veritably contributing to the escalation of inequality, polarization and deprivation in the city (Harvey 1989; 2005; Brownill 1990; Gordon 1997b; Hoyle 2000; Saarinen and Kumpulainen 2005; Butler 2007).

Urban waterfront regeneration often takes place within fragmented and entrepreneurial forms of governance (Harvey 1989; Healey 1997; Gordon 1997a, 1997b; Feldman 1999; Fainstein 2001; Granath 2005; Butler 2007) represented by public-private partnerships, in a societal environment of increased capital mobility and inter-urban competition (Malone 1996). Hence, it is argued, that urban waterfront regeneration projects have been examples of new governance styles and policy targets, but also object of intensive local planning debates and conflicts based on different actors (port authorities, planners, residents, environmental groups, developers, etc.) holding an equal number of views (Hoyle, 2002) which are often difficult to reconcile. This clash of interests is often exemplified within the literature on large-scale urban waterfront regeneration projects in North- American and West-European cities underlining emergence of "advocacy planning" (Perks and Jamieson 1991, pp. 505) playing a big role in influencing planning process and project outcomes.

Since the 1990s waterfront regeneration projects have been the trigger for many conflicts. A re-intensifying social movement in many cities, partly formalized as community groups or non-governmental organizations has become a major factor that governments and private investors committed to urban regeneration projects need to engage with. Civil society groups have influenced the planning process in many waterfront regeneration projects significantly. (Keating 1991, Ashton, Rowe, and Simpson 1994, Breen and Rigby 1996, Hasson and Ley 1994a, 1994b, Hoyle 2001).

Studying urban waterfront regeneration, specifically its special governance and resistance could be considered a prism through which broader societal transformation processes and related planning challenges can be understood. Therefore many recent waterfront regeneration case studies give attention to governance forms and citizens participation (Hoyle 2000) to improve planning processes as well as outcomes.

The specific focus of the literature on the experience of the North American and Western European cities raises concern as to whether the previously described dimensions of urban waterfront regeneration can be generalized to non-Western locales. A proof of a global spread of urban waterfront regeneration, "hitherto largely confined to advanced countries, is starting to impact upon developing countries as they promote conservation in historic cities in a range of cultural contexts including tourism development and urban regeneration"(Hoyle 2001 pp.297).

Hence, study of urban waterfront regeneration within the context of developing countries and the conditions in which they occur is taken as an opportunity by many scholars to understand planning process and outcomes. (Fainstein and Orueta 2008). (see e.g. Lamu, Zanzibar - by Hoyle 2002; China by Zhang and Fang 2004, Cairo by Ghannam 1997, etc.)

This thesis tackles dimensions of urban waterfront regeneration in Istanbul, Turkey by studying the most recent initiative of urban waterfront regeneration along Halic /The Golden Horn: the regeneration of Halic shipyards, Halic Shipyard Conservation Project.

To understand the planning processes of the regeneration of Halic's waterfront, a reflection is done upon the peculiarities of Istanbul's urban regeneration policies and the institutional framework at city and national level that have facilitated it. Istanbul, Turkey has been experiencing a neo-liberal reconfiguration that is now in its final stage. In this context, urban regeneration is steered as a tool for development within a special legal framework and while the purpose of the projects seem to be in the name of upgrading the built environment and improving the living conditions of the poor, the top-down approach, reduce the projects to just transformation of physical space and neglecting the social, economical and environmental dimensions, which along with the unwillingness of government to allow grassroots participation in the planning process, become the focus of discontent and protest.

Halic, a 7.5km bay of the Bosphorus and the cradle of settlement since the birth of the city, was heavily industrialized and contaminated in the 1970s and since then has been experiencing a long process of transformation along its waterfront. In line with popular North- Western examples of urban waterfront regeneration at that time, this process was triggered by Mayor Dalan in 1983 who famously stated his mission:

„The water of the Halic will be as blue as my eyes“².

² http://www.radikal.com.tr/yazarlar/jale_ozgenturk/unkapanindan_eyupe_halic_kiyilari_bizimdi-1151879

Behind the environmental concerns, there was also an economic motivation to bring Istanbul between the competitive global cities with a vision of a "Cultural Valley".

The following forced de-industrialization process of the 1980s was impressive and did indeed improve Halic from an environmental perspective, but the clearing process was pursued with a heavy-handed, top-down governmental approach to planning and the legacy of Dalan is contested: The project created an approximately 50m wide strip of vacant land – a great opportunity in terms of offering open green spaces for the city - but also mass unemployment and poverty in the backstage neighborhoods populated by former dock and shipyard workers. Dalan's dream of a "Cultural Valley" along Halic, although embraced by succeeding mayors, but also planners and developers was never realized in a comprehensive way.

Taking a brief overview of the following initiatives to regenerate Halic's waterfront, no intention of resolving the social and economical burning issues of the neighboring communities is found. Within the same top-down planning approach, as in the 80's clearance intervention, urban waterfront regeneration projects are ad-hoc initiative of different bodies of the government depending on ownership and planning rights over the land, creating developments for middle-high income citizens:

"With empty convention centers in the middle of poor neighborhoods, a few art galleries right beside demolished historic buildings, and newly built museums next to squatter housing". (Bezmez 2008 pp. 817).

I.2. Research goal and objectives

The overall research goal is to contribute to the more general, theoretical contention of urban waterfront regeneration in developing countries in understanding dimensions of governance and planning. To what extent do the top-down governance forms, but also bottom-up grass root empowerment influence the planning process and the project? What lessons could be drawn from current practices exemplified by latest urban waterfront regeneration along Halic, Halic Shipyard Conservation Project in Istanbul, Turkey and how could these lessons inform new planning approaches that overcome current conflicts and set a precedent for a changing planning culture in Istanbul and beyond?

In relation to the above mentioned goal, the thesis pursues more detailed objectives:

- 1.** To review literature on the urban waterfront regeneration phenomenon to find its main characteristics and conduct an in-depth critical analysis on international case studies providing the support to inform the evaluation of the case study of this research.
- 2.** To construct a conceptual framework by reviewing theoretical concepts of urban governance and the changing new forms of urban governance that influence planning, furthermore, following the discourse interaction of governance and planning, to find pillars to study governance and normative to evaluate the overall planning process.

3. To study the latest urban waterfront regeneration along Halic, the regeneration of Halic shipyard: Halic Shipyard Conservation Project, in Istanbul, Turkey. This third objective is structured into four sub-objectives:

3.(1) To study Istanbul's urban regeneration policies and the institutional framework at city and national level providing understanding of the context facilitating urban waterfront regeneration.

3.(2) To study the regeneration process of Halic's waterfront from a governance perspective, outcomes, main critiques of the approach to planning and the current state to inform the evaluation of the Halic Shipyard Conservation Project.

3.(3). To study governance forms in urban waterfront regeneration of Halic shipyard, Halic Shipyard Conservation Project: Who is included in the planning process of Halic Shipyard Conservation Project and what is the level of decision-making? What are the consequences of the governance forms of Halic Shipyard Conservation Project on the planning process and project outcomes? What are the consequences of the opposition on the planning process and outcomes of Halic Shipyard Conservation Project?

3.(4) To study the neighbouring community of Halic shipyard in order to evaluate the impacts of Halic Shipyard Conservation Project and the community's approach to planning: Is the neighbouring community included in the planning process? Is the neighbouring community accepting or opposing to the Halic Shipyard Conservation Project and why? What are the needs of the neighbouring community that can be satisfied by the Halic Shipyard Conservation Project?

3.(5). To evaluate the planning process of Halic Shipyard Conservation Project and provide recommendations: Who should be included in the planning process and decision making process? What should be the further development of the project?

I.3. Thesis structure

This thesis is structured into six chapters:

Chapter I is designed to define the motivation of the study and the background of the problem tackled by the research, the overall goal and objectives of the research, and to explain the methodology undertaken.

Chapter II together with Chapter III forms the Conceptual Framework of this research.

Chapter II provides an overview of the phenomenon of urban waterfront regeneration from literature review with the aim of discovering its main characteristics, followed by a critical study of different international case studies that are used to evaluate the case study chosen for empirical research, the latest development along Halic's waterfront, regeneration of Halic shipyard: Halic Shipyard Conservation Project, in Istanbul, Turkey.

Chapter III provides an understanding of the concept of urban governance and its emerging new forms of governance from literature review with the aim of discovering its main characteristics. Governance is presented with the scope of linking it to spatial planning and finding pillars to analyze urban planning projects. The main indicators found are: legal framework, decision making process, actors and their relationships (Nuisl and Heinrichs 2010). Also, as normative to evaluate the overall planning process from the perspective of an inclusive planning approach, the work of Healey (1997, 2006) is analyzed.

Chapter IV presents the case study of this research, the latest development of Halic's waterfront, the regeneration of Halic shipyard: Halic Shipyard Conservation Project, in Istanbul, Turkey. It is divided into four sub-chapters: Chapter IV.1. provides an understanding of the context of planning in Istanbul, the new policies in urban regeneration and the raising social impacts. Chapter IV.2. is an overview of the process of regenerating Halic's waterfront after the 1980s until the present day. Chapter IV.3. focuses on the location and importance from cultural and historical perspective of the project area (chapter IV.3.1), followed by the legal framework (chapter IV.3.2.). Chapter IV.3.3. highlights an overview of the decision-making process. The project's outcomes and its governance are presented in chapter IV.3.4. The study of the neighbouring community, Bedrettin Neighborhood, to find the impacts of the development along with the communities approach to planning and its true needs are revealed in chapter IV.4.

Chapter V. provides an analysis of the governance forms in which the project is realized, but also the opposition that arises along with them. The analysis has a focus on power and interest of the actors and their relationships. Finally two stakeholder analyses provide the picture of the ones involved, excluded and influencing the planning process. The information for this chapter is gathered through interviews and participatory observation. Lastly the evaluation of the planning process of Halic Shipyard Conservation is made.

Chapter VI. summarizes conclusions, recommendations and discussions. In the first part of this chapter, the researcher reflects on the research made, an overview of the aim and objectives of the thesis and findings are presented (chapter VI.1.). Furthermore, the researcher gives place specific recommendations for improvement (chapter VI.2.). Finally, lessons to inform new planning approaches that overcome current conflicts in urban waterfront regeneration, are extracted and areas for further research are designated. (chapter VI.3.- chapter VI.4)

I.4. Research methodologies:

In this chapter the multiple research methodologies undertaken in this research are explained, their aim is presented and also the chapters of the thesis are pointed accordingly.

I.4.1. Case study approach

As the research design is the main link between the collected data and conclusions to be drawn to the initial questions of the study, subsequently it provides a certain action plan for getting from the theoretical pillars through the analysis and conclusions towards the recommendations. This requires strategic steps in the research process and also particular attention to the method and techniques chosen (Yin 1994). The most appropriate technique in dealing with this research is chosen to be the "case study as a research study" approach. The motivation for choosing the "case study approach" is that it allows the researcher to use "a set of related ideas and preferences, which combined give the study its distinctive character" (Yin 1994). Still, it is to be acknowledged that this type of research adds great responsibility to the researcher and has to possess qualities such as: good knowledge of the phenomenon, as the collection procedures are not routinized, sensitivity for novel and unexpected issues in data collection and be a good "listener". (Yin 1994)

According to the "case study" approach, analytic techniques are used as part of the general strategy. Explanation-building is chosen as a main technique, and although it involves the danger of drifting away from the original topic of interest, it provides interesting and much more in-depth study of the phenomenon, providing quality in research. Analyzing the case study in stages by explanation-building means having an initial starting point of indentifying main features from theory, comparing findings within the original case study, revising the overall statement and then comparing findings within the details of the case study, revising again the statement and finally comparing it to other additional cases.

I.4.2. Conceptual framework:

The conceptual framework was explored in Chapter II and Chapter III. Literature review was undertaken to outline theories that ground this research and it was divided into two main fields: *urban waterfront regeneration*, presented in Chapter II and *urban governance*, presented in Chapter III.

Chapter II: First an overview of the phenomenon of urban waterfront regeneration was done through literature review with the aim of discovering its main characteristics. The main influence among the scholars that discuss urban waterfront regeneration, came from the works of: Brian Hoyle (2000,2001), because of the focus on studying urban waterfront regeneration in developing countries and David L. A. Gordon (1997) because of the focus on the political, managerial and financial side of urban waterfront regeneration.

This was followed by a critical study of different international case studies through the sampling method, used to evaluate the case study chosen for empirical research, the latest development of Halic: regeneration of Halic shipyard, Halic Shipyard Conservation Project, in Istanbul, Turkey.

Sampling criteria for international case studies:

The sampling method was used for a critical analysis of international urban waterfront regeneration case studies. Criteria employed for choosing the case studies of urban waterfront regeneration projects to provide support in evaluating the study of Halic Shipyard Conservation Project were:

- within a recognized global city; population is also a factor;
- the importance given in the urban waterfront regeneration literature or contemporary character (year of the project)
- the governance forms that change the planning process ;
- the access of the researcher to data or close observation for the recent developed case studies (egg. Hamburg- on-going project which the researcher has studied before during Urban Management Master Studies- class Urban Planning and Urban Analysis; Berlin- the researcher is living in this town for 2 years)

As found in the literature review, criteria as surface is not relevant to the governance aspects or planning process (Gordon 1997), still the chosen cities are recognized as global cities (Sassen 1997). This is an important point of reference as global cities in contrast with world cities are not characterized by national forces in controlled systems, but rather by many uncontrolled exterior factors proof of globalization and flows in knowledge, population and trade. This feature was present in the set of criteria, as it is essential to bring the international case studies in a position of reference for the case study chosen for empirical research.

The specific projects in every city were chosen as follows:

- Inner Harbor urban waterfront regeneration project, Baltimore - was chosen as it is the first example of urban waterfront regeneration project and it has been promoted around the world by policy makers and applied as a success recipe;
- Battery Park urban waterfront regeneration, New York - was chosen because it is classified as being representative of the global shift in urban development practices in the last 30 years, due to its neoliberal orientation (Harvey 1998);
- Docklands urban waterfront regeneration, London - was chosen as it is considered one of the world' s largest urban regeneration projects (Gordon 1997) and also because in the literature on urban waterfront regeneration, is seen as a representative case of UK urban waterfront regeneration led by entrepreneurial governance systems, costly and redefining urban political priorities on the basis of supply-side interventions (Brownill, 1990);
- Hafencity urban waterfront regeneration, Hamburg - was chosen as it is the largest urban waterfront regeneration project in ongoing planning process in Europe;

- Mediaspree urban waterfront regeneration, Berlin - was chosen because it is a representative case of urban waterfront regeneration in terms of governance dynamics and change in planning process, outcome of grass root movements.

Chapter III: The literature review on urban governance was made comprehensively by studying many scholar writings, but if any influence can be noted, it was the one of the geographer, sociologist and political economy writer David Harvey (1989, 2005) for his naturalness in which he explains the shift from a managerial position of the government to a more entrepreneurial one, but also because of his critical writings on urban waterfront regeneration projects (ex: Baltimore Inner Harbor). Another noted scholar that influenced this work considerably mostly in the field research, was Erik Swyngedouw (2005) for his critical overview of the new forms of governance that appear within the link between civil society and government, the non-governmental organizations and urban social movements.

To evaluate the planning process of the case study chosen for this research, of much help was the work of Henning Nuijss and Dirk Heinrichs (2010). Nuijss and Heinrichs apply concepts of governance in planning in their empirical work published: "Fresh Wind or Hot Air- Does the Governance Discourse Have Something to Offer to Spatial Planning?" (2011) , enlarging the ones provided by Allain Motte (1996).

Finally as a normative to the perspective of inclusive planning approach, the work of Patsy Healey (1997, 2006) in her book "Collaborative planning - Shaping Places in Fragmented Societies" was selected. Patsy Healey was chosen because her work contributes in creating a more critical approach in policy design and gives a more social and relational perspective to urban governance processes. Also her argument is suited for this research, being supported by profound empirical work on planning policies in 1980s , in project-based urban regeneration planning processes during Margaret Thatcher's extensive neo-liberal policies.

I.4.3. Area of research

Chapter IV presents the case study of this research. The context of Turkey and Istanbul were chosen and although the attempt to study the regeneration process of the whole waterfront of Halic was initially proposed as study area, the boundaries for the empirical research were limited to the recent development of Halic shipyard, Halic Shipyard Conservation Project, an on-going urban waterfront regeneration project. Another area for study was Bedrettin Neighbourhood, the closest community next to Halic shipyard.

Criteria for choosing the case study:

The main reason for choosing the case study of this research, the Halic Shipyard Conservation Project, was that of being a project in on-going planning process. This gave the researcher the opportunity to capture the change in

governance forms, as they appeared during this research and also analyze the actions and approach to planning of the actors and the planning process in its natural process.

Other criteria for choosing the case study for empirical research the Halic Shipyard Conservation Project were:

- The background of urban regeneration policy in Turkey, implicitly in Istanbul, that has a major impact on the governance dynamics and planning process of the project. (context);
- The location of the site: accessibility and opportunity for public space - along Halic, a 7.5km bay with a 50 meter-wide green belt, which concerns the entirety of Istanbul's citizens; the cultural and historical value given by the Halic Shipyards (Tersane-i Amire Arsenal), an 559 old Ottoman shipyard (importance at city, state and global scale);
- The accessibility in terms of information along with the understanding of the context is fulfilled by multiple reasons: the Turkish language abilities of the researcher; an internship made by the author at Bimtas (Istanbul Metropolitan Planning), also the company in charge of planning of the Halic Shipyard Conservation Project. The internship was made in parallel with the field research. (accessibility)

Motivation for analyzing the neighbouring community of Halic shipyard:

Urban waterfront regeneration has been criticized in literature as ignoring socially and economically problematic landscapes in which they often occur and by this contributing to rise of inequality in the city.(Harvey 1989; 2005; Brownill 1990; Gordon 1997b; Hoyle 2000; Saarinen and Kumpulainen 2005; Butler 2007). Being the closest community next to Halic shipyard, Bedrettin Neighbourhood was chosen for analysis. The impact of the Halic Shipyard Conservation Project, as well as the position in the planning process and needs of the community were analyzed.



Fig. No. 01: Location and area of research
Source: author

I.4.4. Data Collection

To analyze the case study of this research, presented in Chapter IV, two types of secondary data collection and five types of primary data collection were undertaken in this research.

Secondary Data: Three types of secondary data were collected through: documents, articles from media and through the internship made by the author at Istanbul Metropolitan Planning office during the field-research in Istanbul.

1. Documents:

With the purpose of understanding the context of planning in Istanbul and the process of regeneration of Halic's waterfront since 1980s, secondary data was collected. A comprehensive review encompassing books, journals, academic papers, but also official planning documents and legal documents was undertaken.

The official documents reviewed and consulted for this research are: laws for urban development and laws specific for urban regeneration of the planning system in Istanbul, Turkey; also added to these, plans of development and plans specific for conservation areas and areas designated for regeneration.

The two main laws reviewed in detail and relevant for this research are:

- Main Law of Construction No. 3194 (Imar Kanunu)- adopted 3.05.1985 ;
- Law of Conservation No.2863 (Kültür ve Tabiat Varlıklarını Koruma Kanunu)- adopted on 21.07.1983 - Official Paper (Resmi Gazete) Page: 18113.

The official plans consulted and relevant for this research are:

- Istanbul Environmental Plan 2009 (Annex No.04);
- 1/2000 Conservation Plan of Beyoglu (Annex No.06);
- 1/5000 Plans for Camialti and Taskizak Shipyard: AynaliKavak Kasri ve Halic Sahili Tersaneler Bolgesi (Annex No.07);

Also for a better understanding of the legal framework in Turkey, the book: Urban regeneration law and related legislation ("Kentsel donusum kanunu ve ilgili mevzuat" - by Muhittin Abacioglu, 2013) was a main help for this research.

2. Media:

Information from media sources were taken in order to pursue the chronology of events until the field research was conducted. Time frame spanned from 25.June 2013 to 23.September 2013. Many sources were consulted, and a regular review of six main newspapers chosen for their importance at national level and also for their particular

interest in urban regeneration; to these, it can be added the news from the site of Istanbul Metropolitan Municipality³ and Department of Historic Environment Protection⁴. A media archive was created and it can be found on the attached CD to this document.

3. Internship:

The author completed an internship at Bimtas (Istanbul Metropolitan Planning office: Bimtas - Boğaziçi İnşaat Müşavirlik a.ş), also the company in charge of planning the Halic Shipyard Conservation Project, which provided the researcher with a better understanding of the planning process of the project. Also this internship was made in parallel with the field research in the following period: 23.09 - 23.10.2013.

Primary Data: In this research, five types of primary data collection methods were undertaken: participatory - observation, interviews, questionnaires, photographs (several visits at the site), workshop.

1. Participatory observation:

Participatory observation was chosen for understanding the position of the urban social movement that rose against the Halic Shipyard Conservation Project. The researcher took part in meetings, panels and gatherings. Examples of videos from these meetings can be seen on the CD attached to this document.

Also the list of the activities until 04.12.2013 and official declarations of the Halic Resistance was made by the author and can be found in the section of Annexes (Annex No. 11)

The author has also subscribed to groups belonging to the movement on social networks such as:

Google groups: halicdayanismasi@googlegroups.com ;

Face book: https://www.facebook.com/halic.dayanismasi?hc_location=stream

Blog: <http://halicdayanismasi.blogspot.ro/>

Participant observation refers to a form of sociological research methodology in which the researcher takes on a role in the social situation under observation. The social researcher immerses in the social setting under study, getting to know key actors in that location in a role which is either *covert* or *overt*, although in practice, the researcher will often move between these two roles. The aim is to experience events in the manner in which the subjects under study also experience these events. Sociologists who employ participant observation as a research tool aim to discover the nature of social reality by understanding the actor's perception, understanding and interpretation of that social world.

The type of participatory observation chosen in this research was *overt observation* which involves:

- the researcher being open about the reason for her presence in the field of study; the researcher is given permission by the group to conduct her research;

³ online source: http://www.ibb.gov.tr/en-US/Pages/Home_Page.aspx

⁴ online source: <http://www.ibb.gov.tr/sites/Tarihicevre/Pages/AnaSayfa.aspx>

- the use of a 'sponsor', who is an individual likely to occupy a high status within the group, therefore lessening any potential hostility towards the researcher;

People involved in this research were: Ulas Akin (supervisor of the internship at Istanbul Metropolitan Municipality); Gul Koksal (one of the initiators of the Halic Resistance- social movement) and Yakhya Sariyildiz (mayor of Bedrettin Neighbourhood).

The motivation for choosing this type of participatory observation was given by the following advantages:

- the avoidance of ethical problems in that the group is aware of the researcher's role;
- the group is being observed in its 'natural setting';
- data may also be openly recorded;
- problems of 'going native' are avoided.

2. Interviews:

Unstructured and semi-structured interviews were conducted with the aim of finding information about the project, but also the approach of different actors to planning towards planning.

A total of 31 interviews were conducted with all the actors involved in the planning process of Halic Shipyard Conservation Project. Interviews were therefore conducted with representatives of: *the government, non-governmental organizations, academia, the private sector, urban social movement and the neighbouring community.*

The respondents were carefully chosen, being involved in the planning process of Halic Shipyard Conservation Project or being or in opposition to this transformation. A method of identifying the respondents, beside the media and research about the legal framework and institutional framework about the project, was the snow-ball sampling method. This is a non-probability sampling technique where existing study subjects recruit future subjects from among their acquaintances.

Questions for the actors involved in the planning process were divided into five categories: *planning process, decision making process, legal framework, project and participation and relations with other actors.*

The questions for the actors involved in the resistance against the project had the aim to identify: their *approach to planning*, the *reason of the resistance*, their *actions during the planning process* and *the relations* to other actors in opposition or to the neighbouring communities.

Unstructured and semi-structured interviews were chosen because of the advantage that is given to the interviewees to use their own words and because it also provides the researcher with answers that reflect the full richness and complexity of the views of the responded. Still a disadvantage is that the researcher is left with a lot of "raw" data which requires time to be analysed before used. (Denscombe 1983; Silverman 1985)

The majority of the interviews made in this study were conducted in Turkish language and transcribed by the author in English. This transcription was made in the same day of the interview. Examples of the interviews are in the

section of Annexes of this document (Annex No.01). The recorded interviews are on the attached CD to this document.

3. Questionnaires:

Quantitative and qualitative data was gathered through questionnaires with the purpose of finding the information from the civil society in relation to the urban waterfront regeneration project in the area of the Halic shipyards, the impact of the project towards the neighbouring community and also the relation of the community with the rising social movements. This relation was found by conducting questionnaires during the meetings of Halic Resistance (social movement) in the neighbouring communities of the Halic shipyards.

A set of criteria was considered for the questionnaires: *quality of existing information about the project, perception of the project, acceptance and reasons for opposition, impacts in terms of social, economical and environmental as well as the needs of the citizens that could be satisfied by the project.*

No criteria such as age, gender or others were employed for choosing the participants, but still part of the questionnaires were designed to find information about respondents' social and economical status.

A total of 60 questionnaires were conducted for this research. All the questionnaires were conducted in Turkish language. Three types of questionnaires were conducted for this research. These were given to three main focus groups having with the following objectives:

- Planning experts: planners and architects from academia, planners from Istanbul Metropolitan Planning and master students from Istanbul Technical University and Mimar Sinan University were selected as target groups. The aim of the questionnaires was to understand the planning system and urban regeneration processes in Istanbul along with their consequences and also their views in the planning process of the studied project.
- Bedrettin Neighbourhood, the neighbouring community of Halic Shipyard Conservation Project. The aim of the questionnaires conducted in Bedrettin Neighbourhood was to find the community's position towards the project (acceptance/opposition), the social and economical impacts of the project on the community and the needs of the community that could be satisfied with the project;

Questionnaires undertaken in the Bedrettin Neighbourhood on two different dates with the purpose of achieving diversity between the respondents, one taking place in a *working day* while the other in a *weekend day*: 23.09.2013, 09.11.2013.

- Halic Resistance participants (Halic Resistance is the urban social movement opposing the regeneration of Halic shipyards). The questionnaires were conducted at the meetings held by this social movement in the neighbouring communities or for the wide public in the building of Chamber of Architects. The purpose of the questionnaires was to find the approach to planning by identifying their motivation and reasons for protesting along with identifying its members and the relation with the neighbouring community of Halic Shipyard

Conservation Project, Bedrettin Neighbourhood. It was tested if the actors in resistance support the neighbouring communities and also if the participants belong to the neighbourhoods near Halic shipyards.

Questioners were realized at the following meetings of Halic Resistance:

- Meeting with the community - Location: KececiPiri Neighbourhood, at Boncuk Café, behind Halic Shipyards; Date: 20.09.2013;
- Panel for Halic Resistance - Location: Chamber of Architects building; Date: 29.09.2013;
- Meeting with the community - Location: Okmeydani Neighbourhood, at Okmeydani Wedding Hall; Date: 25.10.2013

An example of every type of questionnaires conducted, translated in English by the author is in the section of Annexes of this document (Annex No. 02). Photos with examples of answered questionnaires and also videos and photos from the meetings of Halic Resistance are on the attached CD to the document.

List of the interviews and groups for questionnaires:

	INTERVIEWS AND QUESTIONERS		GOVERNMENT REPRESENTATIVES	
31	INTEVIEWS:		NGOS	
60	QUESTIONERS:		SOCIAL MOVEMENT	
91	TOTAL		CITIZENS	
			ACADEMIA	
			PRIVATE SECTOR	
	INTERVIEWS:			
	Date; Hour;Duration	Name/ Participants	Institution/ Organization	Language
1	1.08.-12:00;20 min	Murat Cemal Yalcintan	Mimar Sinan University	Turkish
2	9.09.-15:00;20 min	Akif Burak Atlar	Chamber of Urban Planners	English
3	11.09.-17:00; 1 hour	focus group	Halic Resistance	Turkish
4	12.09.-12:30;20 min	Bora Yerliyurt	Yildiz Technical University	English
5	18.09.-16:00;20 min	Omer Kanipak	TAK (participatory planning office)	English
6	22.09.-09:00;20 min	Ulas Akin	Bimtas (Istanbul Metropolitan Planning)	English
7	20.09.-13:00;	neighbouring community	Halic Resistance meeting	Turkish
8	26.09.-14:00;50 min	Yesim Yuksel	Bimtas (Istanbul Metropolitan Planning)	Turkish

9	29.09.-12:00;	citizens of Istanbul	Halic Resistance Panel	Turkish
10	29.10.-13:45;20 min	Tansel Timur	Chambers of Mechanical Engineers	Turkish
11	02.10.-12:00; 15min	Gulsen Aydin	Bimtas (Istanbul Metropolitan Planning)	Turkish
12	03.10.-10:00; 15 min.	Oznur Renceber/ Ozdemir	Department of Historic and Environmental Protection	Turkish
13	06.10.-09:00; 30min	Burak Kaan Yilmazsoy	Chamber of Architects	Turkish
14	08.10.-15:00; 35 min	Gul Koksal	Halic Resistance	Turkish
15	10.10.-14:00; 20min	Serdar Senol	Bimtas (Istanbul Metropolitan Planning)	Turkish
16	11.10.-17:00	urban planning department	Bimtas (Istanbul Metropolitan Planning)	Turkish
17	22.10.- 12:25; 30 min	Taner Avlamaz	Department of Historic and Environmental Protection	Turkish
18	22.10.-15:00; 20min.	Mehmet Çakılıcıoğlu	Istanbul Metropolitan Municipality	Turkish
19	24.10.-12:00; 20min.	Iclal Dincer	Conservation Board, Renewal Board	Turkish
20	25.10.-20:00	neighbouring community	Halic Resistance meeting	Turkish
21	31.10.-15:00; 20 min	Yasar Adanali	Stuttgart University	English
22	06.11.-09:30; 25 min	Cem Tuzun	Beyoglu Neighbourhood Assosiations	Turkish
23	07.11.-10:00; 20 min	master students	Mimar Sinan University	Turkish
24	07.11.-12:00; 30 min.	Suleyman Songur	Bedrettin Neighbourhood Organization	Turkish
25	09.11.-14:00;	Cidem Sahin	Fener-Balat Neighbourhood Organization	English
26	14.11.-17:00	master students	Istanbul Technical University	English
27	15.11.-12:30; 10 min	Gizem Askun	Beyoglu Municipality	Turkish
29	11.11.-10:00	Children Bedrettin Neighbourhood	School in Bedrettin Neighbourhood	Turkish
30	18.11.-12:00; 30 min	Mehmet Sait Culfik	Sembol Insaat	English
31	19.11.-13:00; 50min	Yahya Sariyildiz	Mayor of Bedrettin Neighbourhood	Turkish
	QUESTIONNAIRES:			
	23.09.2013	neighbouring community	Bedrettin Neighbourhood	Turkish
	09.11.2013	neighbouring community	Bedrettin Neighbourhood	Turkish
	Workshop			
	09.11.2013	workshop ITU	Author presenting Halic Shipyards	English
	11.11.2013	workshop with children	School in Bedrettin Neighbourhood	Turkish
	Events of the resistance			
	23.09.2013	neighbouring community	Halic Dayanisma (USM)	Turkish
	29.09.2013	citizens of Istanbul	Halic Dayanisma (USM)	Turkish
	25.10.2013	neighbouring community	Halic Dayanisma (USM)	Turkish

Table 1: List of interviews and their type of institutions that they represent
Source: author

4. Workshop:

A workshop was conducted in the neighbouring community of the Halic Shipyard Conservation Project, Bedrettin Neighbourhood. The workshop was conducted as an agreement of the researcher and the community with the aim of providing information about the actual needs of the citizens and also to show the openness of the community towards participatory planning and also the Halic Shipyard Conservation project as long as it is conceived to improve their quality of life.

The workshop was conceived after the researcher visited the site multiple times and thought together with the community. Therefore, the result was a drawing class of with the pupils from Ayse Ege Kiz Teknik ve Meslek Lisesi, in Bedrettin Neighbourhood. (Fig. No. 02)

The workshop was held on 11.11.2013 at 10:00 am. in the class of the teacher Dilek Tutuncu. The participants drew what they would want to see in the place of Halic shipyard and were asked to explain their drawing. Notes were taken by the author. Photos of the all drawings can be seen on the attached CD.



Fig. No. 02: Workshop with children from Bedrettin Neighborhood
Source: author

5. Photographs:

Photographs are chosen as a documentary tool providing the research with a visual proof of particular moments and were used for two purposes:

First, photographs were chosen for explaining the current physical transformation of the waterfront of Halic. The site was visited by the author multiple times to capture the situation in different seasons and photographs were taken on the dates: 01.08.2013; 09.09.2013; 27.10.2013

Second, photographs were chosen to study Bedrettin Neighbourhood, the neighbouring community of Halic Shipyard Conservation Project, these revealing aspects on built environments, social and economical status along with a base to evaluate the needs of the community. The neighbourhood was visited by the author multiple times to capture the situation in different seasons and photographs were taken on the following dates: 23.09.2013; 11.11.2013; 19.11.2013;

I.4.5. Analysis methodologies:

In **Chapter V**, the analysis of the data collected is presented by mapping the relationships among the actors identified in the planning process of Halic Shipyard Conservation Project and also through stakeholder analysis.

Mapping relationships

As a method in dealing with the data about the the relationships among actors in Halic Shipyard Conservation Project, Graphcommons⁵, a tool for dynamic mapping was used. The actors were mapped online, as they engaged into the planning process of Halic Shipyard Conservation Project and they were linked for their connections of collaboration. The information of the relationship between the actors was gathered through interviews and questioners (see Annex 01, Annex 02)

The online mapping tool helped the researcher analyze the relationships between the actors and also keep up to date track of the actors. A picture of the mapped network can be seen in the section of Annexes (Annex No. 10)

Also the account and password that the author used is: <http://graphcommons.com/graphs/1417>;
Account: geambazuserin Password: geambazuserin

⁵ Graphcommons is designed by Burak Arikan, a Turkish contemporary artist, who works with network structures. The author of this research came into contact with this tools because it is used for mapping actors engaged in urban regeneration projects in Istanbul under the umbrella of a project named: Mülksüzleştirme Ağları (translated: Dispossession Networks)(online source: <http://mulsuzlestirme.org/>). The author requested permission personally to the owner of Graphcommons and also engaged in the on-going project of Mülksüzleştirme Ağları.

Stakeholder analysis

In **Chapter V** an analysis of the actors found engaged in the planning process of Halic Shipyard Conservation Project is presented through two stakeholder analysis.

The last part of the questionnaires conducted had the purpose to identify the interest and power of certain actors involved or opposing the studied project. This exercise provides the researcher with the perception of who should be included in the planning process by placing the actors according to their *power* - ability to influence the project or *interest* - the influence of the project on the actor.

This method was taken from the study: Governance and Multi stakeholder Processes by Nancy Vallejo and Pierre Hauselmann (2004) - a product of the Sustainable Commodity Initiative, a joint venture of the United Nations Conference on Trade and Development and IISD. In the matrix below there are the recommendations according to the methodology. (Fig. No. 03)

The participants were requested to rate the actors in terms of their power and their interest with marks from "1 to 5". Grading systems from "1 to 5" were chosen, because they are also used in schools in Turkey, making the task of filling of the questioner easier. Power was defined as: actors having the power over decision-making and decision - taking over the project, planning process and outcomes, influence on the project through financial means or having particular knowledge about it. Interest was defined as: actors that are affected by the project outcomes or that have a gain in the project

The actors identified were: Neighbouring community, Neighbourhood Association (Bedrettin Neighbourhood Association), Halic Resistance, Ministry, Department of Historic Environment Protection, Beyoglu Municipality, Private sector, former workers at shipyards, Chamber of Architects, Conservation Board, Istanbul Metropolitan Municipality, Istanbul Metropolitan Planning, Citizens of Istanbul and Academia. Also a section for 'other' was left out for the participants to be completed with other actors interested, affected or involved by the project.

The total number of respondents was 81 and they were divided in six representative groups: the government, non-governmental organizations, academia, private sector, urban social movements and the community. A simple mathematical formula was used for calculating the final results; the same share was given to each of the 6 groups.

The answers for every 13 actors were calculated separately, having also two variables - power and interest: [0,x; 0,y] in order to place them on a matrix with the axes: x0y.

The formula for every answer was:

$$[(1+2+3+\dots+n) / n] * 6 = x$$

1,2,3,.....n = the response of one respondent regarding one actor

n = number of the respondents

(1+2+3+.....+n)/n = the final grading of a certain group (government, NGOs, academia, private sector, urban social movements and community)

x = the final grade for interest

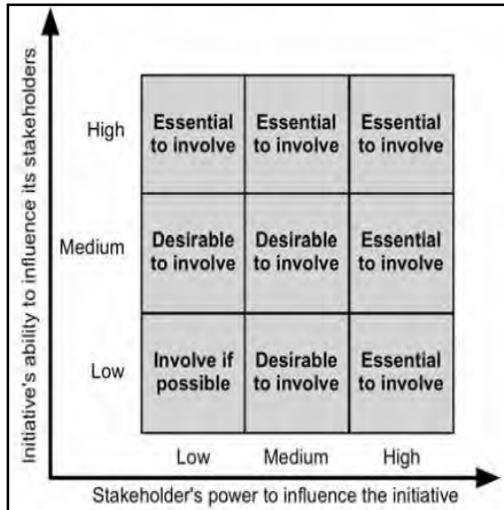


Fig. No.03: Directions to involve actors in Stakeholder Analysis by power and interest

Source: Governance and Multi stakeholder Processes by Nancy Vallejo and Pierre Hauselmann (2004) pp.4

The same procedure is in the case of power:

$$[(1+2+3+\dots+n) / n] * 6 = y$$

1,2,3,.....n = the response of one respondent regarding one actor

n = number of the respondents

$(1+2+3+\dots+n)/n$ = the final grading of a certain group (government, NGOs, academia, private sector, urban social movements and community)

y= the final grade for power

I.5. Limits of the research:

Meeting challenges in the field is common for any research. Limitations of the research were: time, resources and issues related to the context in which the research is done.

The study of the on-going transformation of the recent development along Halic's waterfront, the regeneration of Halic shipyard, Halic Shipyard Conservation Project, was conducted in the period: 1.09 - 1.12.2013. In this time-frame the researcher also completed an internship at Istanbul Metropolitan Planning Office (Bimtas s.a.). Therefore this research and the results of this study are limited to this time period.

In terms of resources, the researcher had to enable previously made contacts with representatives of Chambers of Architects and Chamber of Urban Planners, Istanbul Metropolitan Planning, Municipality of Beyoglu and Academia from Istanbul Technical University and Mimar Sinan University. The contacts were made by the researcher in April

2013, during a field study in Istanbul, realized as part of the Urban Management Master Studies. This has facilitated the researcher to gain access to information and conduct interviews with the representatives of the governmental, academia, defined groups of planners involved in the project or in opposition towards the project chosen as case study for this research.

Another limit was the current political setting of Istanbul, in which several protests occurred against urban regeneration projects. The topic of urban regeneration and governance are hot issues in Turkey and especially in Istanbul.

Therefore conducting interviews with representatives of the government were hard to obtain and a lot of time was spent for this purpose. The researcher had access to interviews with representatives of the government, with the identity of an intern at Istanbul Metropolitan Planning Office (Bimtas s.a.) and also the researcher was assisted by Ulas Akin (Head chief of Urban Planning Department at Istanbul Metropolitan Planning Office) for these particular interviews.

Another faced challenge was earning the trust of the community of Bedrettin neighbourhood, which is faced with displacement due to an on-going urban renewal project triggered by the government. The researcher had to assure the community of not being a government representative, presented student identification on demand and declared the purpose of research as part of the master thesis of Urban Management Program at Technical University Berlin. Also the citizens that took part in the questionnaires and interviews were assured that the information provided will be used only for academic purposes only. After several visits to the site, the community opened up and shared exclusive information which made the research comprehend better the dynamics of planning in Istanbul. Also together during the interaction between the researcher and the community, a workshop was conceived in order to show the openness of the citizens to participatory planning methods.



Fig. No 04: Protests in Istanbul- Kadikoy (Halic Resistance participated)
Source: author; Date: 22.12.2013

The following graphic is a summarizing schetch explaining the research process undertaken by this study:

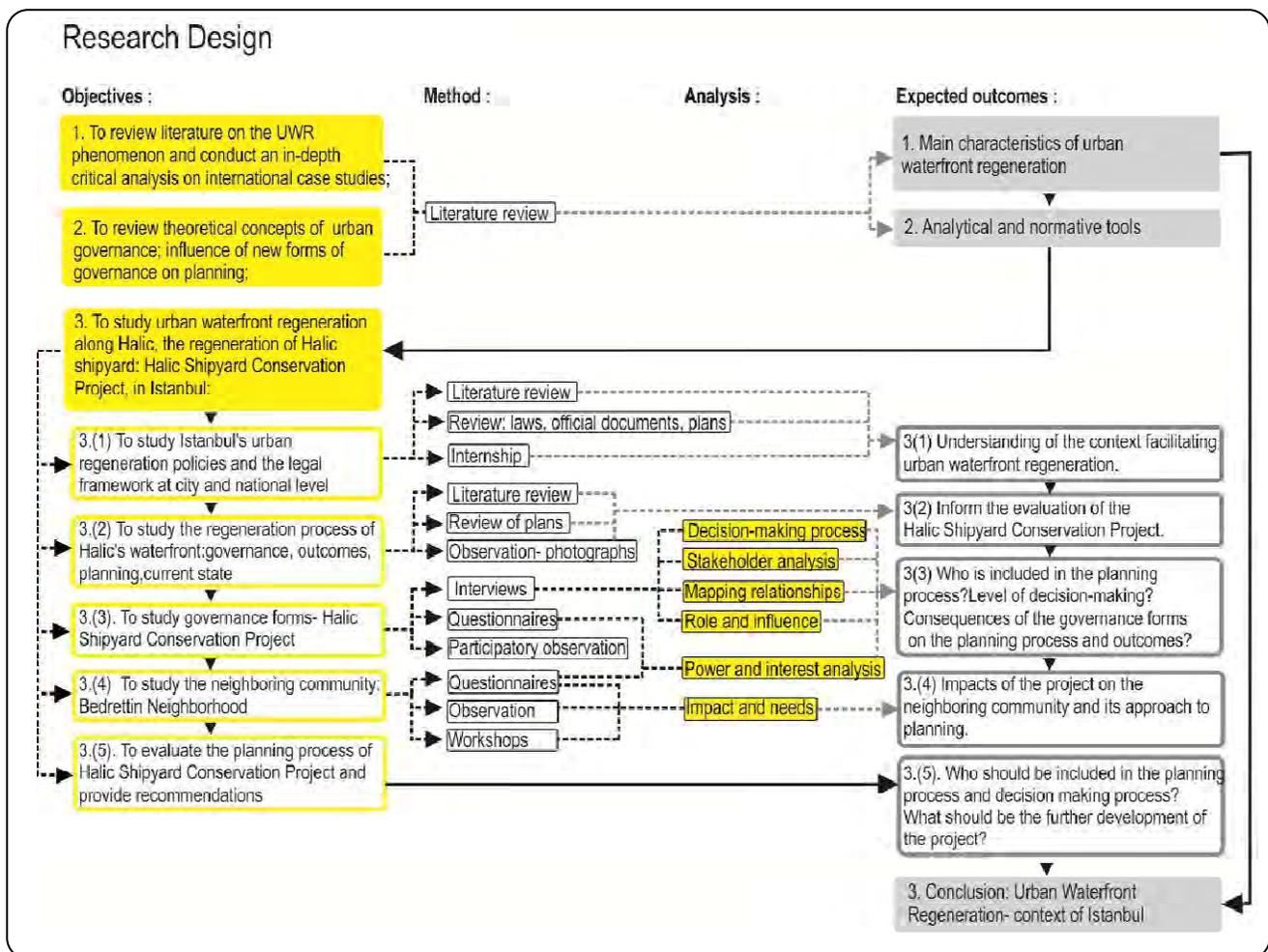
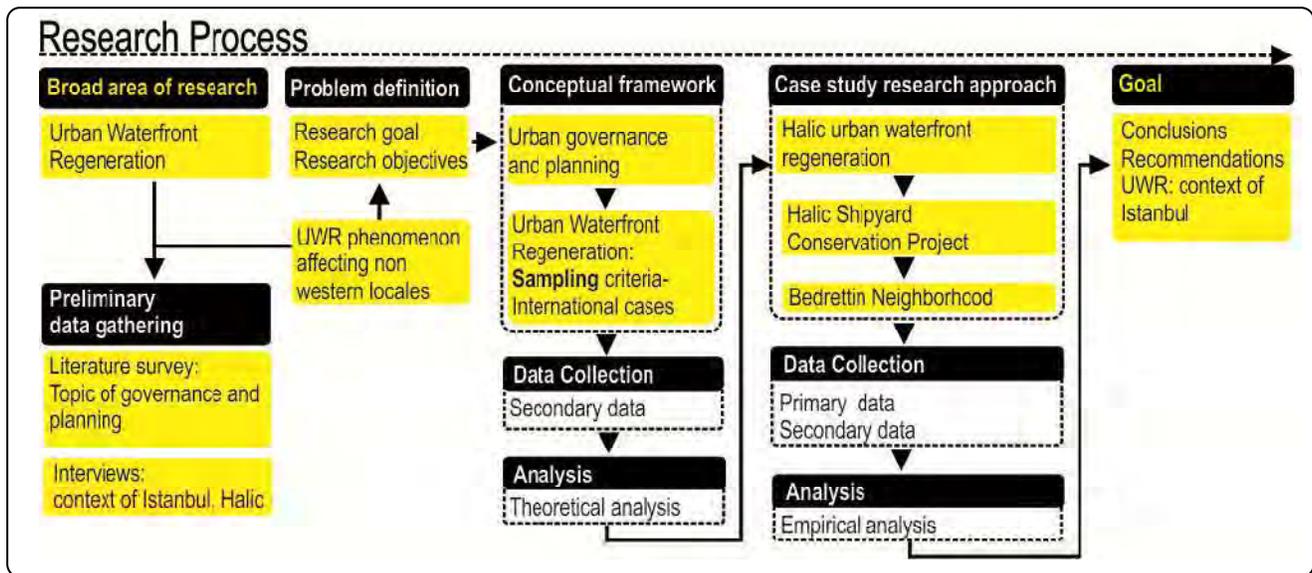


Fig. No.05: Research Process
Source: author

The following graphic is presenting the research timeline and phases undertaken by this study:



Fig No. 06: Research Time-line

Source: author

II. URBAN WATERFRONT REGENERATION

This chapter is an overview of the phenomenon of urban waterfront regeneration from literature review with the aim of discovering its main characteristics, followed by a critical study of different international case studies that is used to evaluate the case study chosen for empirical research, the latest development of Halic, the regeneration of Halic shipyard: Halic Shipyard Conservation Project, in Istanbul, Turkey.

II.1. New governance forms in urban waterfront regeneration

Water has been an important feature of the city, offering many advantages as natural resource in growth of early settlements, means for trade and transport and further with its waterfront as resource of industrial uses.

In the process of globalization, building on the particular spatial scenery of the waterfront, cities tend to refresh their strategies of development to adapt new trends of urban life with huge urban waterfront regeneration projects. These usually focus on a target of maximum marketing and construction of a new image-vision, which aims to represent the city in the global agenda. This aspect is depending on bigger changes in the urban context, the shift in government structures to entrepreneurial forms that involve externalization of state functions. (Swyngedouw 2005; p. 1998)

In this frame of reference, urban waterfront regeneration projects with their exclusive forms of governance become a highly contested subject both locally and globally. Globally, because as seen in the wide literature about urban waterfront regeneration projects, the operations of renewal of old shipyards, industrial areas or harbor areas are a phenomenon which occurs all around the world, having in common an entrepreneurial government body in the run of a competitive city vision. Locally, because these waterfront urban regeneration projects come as a package management approach regardless of geographic and cultural context of the city, harming its urban identity and sense of place, consequently creating irreversible social impacts, recently raised in the discussions based on social justice, participation and democracy within property-led governance forms.

Urban waterfront regeneration started in North America in the 1960s, notably with the economic success of Baltimore, Boston and San Francisco, spread to European port cities with the case of London - in the 1970s and 1980s and along with the millennial turn became a well-known global phenomenon that varied highly culturally and spatially.(Hoyle 2000). Therefore, since then, numerous waterfronts have been under regeneration process from brown fields or green belts to commercial, residential and cultural areas. (Fig.No.07)

The attractiveness of the idea of regenerating the waterfront is given by becoming a tool of economical boost in the late-twentieth-century along with the marketing strategies for the city's new image.

As cities start to compete for investment and affluent residents, urban governance is defined by more flexible, fragmented and entrepreneurial forms of governance (see e.g. Healey 1997, 2003, 2006; Feldman 1999; Harvey 1989, 1991). This approach to urban governance, represented by public-private partnerships, flagship projects and consumption-oriented projects such as cultural, residential, offices and tourism centers, is often well exemplified through urban waterfront regeneration projects (Saarinen and Kumpulainen 2005) Therefore the standard trigger of urban waterfront regeneration that roots in change of maritime technology as the causal factor is not the entire explanation for the phenomenon (Hoyle 2000).



Fig. No. 07: Map with the diffusion of urban waterfront regeneration projects: projects analyzed in this research are highlighted with yellow

Source: author, modified after Bob Smith- Department of Geography, University of Southampton (Hoyle 2000)

The first well known urban waterfront regeneration project, Baltimore Inner Harbor regeneration, has served as a successful prototype for many entrepreneurial governments around the world (Harvey 1989, 1991, 1992). Nowadays, almost every city at water's edge is engaged in regeneration projects with strong political impetuses and interest from various parties: authorities, developers and communities (Hoyle 2001; Gordon 1997b).

Contemporary urban waterfront regeneration projects represent an international undertaking in urban planning and politics (Feldman 1999). Besides local actors, other international organizations are involved as well. Some examples are: Association Internationale Villes et Ports [AIPV], Waterfront Communities Project (Interreg IIIB North Sea Programme, 2003-2007), EU (WaRe Waterfront Regeneration project-EU Grundtvig LLP Programme), but also international private companies providing consultancy and management services (International Waterfront Consultants [IWC]).

An important issue in any urban waterfront regeneration project is its social dimension and the involvement of community attitudes for improving their life. A main element of criticism in urban waterfront regeneration projects is the ignorance towards the socially unstable sceneries in which they occur. Former blue-collared worker neighbourhoods, affected by the process of deindustrialization in the new global economy represent the socially and economically controversial interface left heritage between the former port or industrial areas and the broader urban environment.

Therefore, urban waterfront regeneration challenges not only with the multiplicity of actors: from government representatives within territorial administration, private investors to international and local organizations representing environmental sensitivities, but also with the adjacency to a large pool of neighbourhoods characterize by unemployment and poverty.

For this reason, many scholars raised against urban waterfront regeneration projects, highly skeptical on their scope and outcomes. They have shared beliefs that these projects are not addressing the underlying, deep-rooted problems of the cities and veritably contributing to the escalation of inequality, polarization, and deprivation within an urban area (Harvey 1989, 1991, 1992; Hoyle 2001; Gordon 1997b).

Harvey describes: “[T]he vein of a carnival mask that diverts and entertains, leaving the social problems that lie behind the mask unseen and uncared for. The formula smacks of a constructed fetishism, in which every aesthetic power of illusion and image is mobilized to mask the intensifying class, racial and ethnic polarizations going on underneath.” (Harvey 1989, pp.21)

Other scholars, Loftman, Nevin (1995) and Swyngedouw et al. (2002) underline the market risk and comment on the unreliability of income sources for this kind of inherently unstable and speculative projects. Urban waterfront regeneration projects are therefore justified with means of maximum marketing as extension of CBDs (e.g. Baltimore Central Harbor, London’s Canary Wharf; New York’s Battery Park; HafenCity Hamburg); as a tool in city marketing through tourism (e.g. Barcelona); as new high-income residential areas (e.g. New York’s Battery Park; HafenCity Hamburg).

Often in achieving urban waterfront regeneration, legislative changes are made by local, regional and national authorities to enable, regulate and stimulate these projects and such examples are the redevelopment of London’s Docks and the Coastal Zone Management Act in the USA (Goodwin 1999).

In 1980’s a shift in perception of these waterfront regeneration projects has drawn attention to the influence of communities as an agent of this change (Pinder 1981; Hilling 1988; Feldman 1999) and in 1990s it was clear that defined community groups were influencing the process of change in waterfront regeneration projects (Hoyle 2001). Urban social movements formalized as community groups or non-governmental organizations, coming often from the neighbouring communities and together with international forces turn to be more influential in urban waterfront regeneration projects, become a source of ideas and influence the pace and pattern of development. They encourage, restrain, and warn and provide qualitative overviews for future urban waterfront regeneration agendas. Therefore in recent waterfront regeneration case studies there is a clear focus on the governance forms, citizens’ participation and politics (Krausse 1995; Cau 1996 cited in Hoyle 2000; Feldman 1999).

The theoretical rationale behind the phenomenon of waterfront regeneration starting in port-cities along with the global embracement of it, is now " widely recognized if incompletely understood" (Hoyle 2001) as most of the relevant literature is based on case studies with focus on the examples of North American and European cities. It is clear that the success of urban waterfront regeneration requires profound *understanding of universal processes* and an appreciation of the *distinctiveness of the place* location and environments (Hoyle 2001).

It has never been easy to bring these two dimensions together as the relevant theoretical work has been behind the actual practical process, often developed on case study approach. The research available has taken upon the subject from several angles: review of the actual phenomenon, a case study approach based on geographical

location (e.g. Bruttomesso 1993a; Marshall 2003; Hoyle 2002), a users' perception approach (e.g. Krausse 1995), a tourism and urban economy approach, the conservation and preservation angle (e.g. Hoyle 2000, 2001) and the political, managerial and financial side (e.g. Gordon 1997; Hinsley and Malone 1996).

In terms of management and governance, Gordon (1997) underlines the gap between practice and theory and as critique to urban waterfront regeneration literature, being shortsighted in giving guidelines.

For a better understanding of the governance forms influencing urban waterfront regeneration projects, a critical overview of case studies from North-American and European cities (Baltimore, New York, London, Hamburg, Berlin) is proposed; some of them that have served also as examples for this type of interventions around the world.

II.2. International case studies

II.2.1. Inner Harbor Waterfront Regeneration, Baltimore

In the opinion of the American Institute of Architects (AIA), Baltimore's Inner Harbor is *"one of the supreme achievements of large-scale urban design and development in U.S. history", "justly celebrated [...] a model for cities throughout North America and, indeed, the world"* (Millsbaugh 2003 p. 36). (Fig. No. 08)

Since 1980's the city of Baltimore, located in the state of Maryland is known as the first example of urban waterfront regeneration project and it has been promoted around the world due to its success for Inner Harbor regeneration project. It was presented by urban policy-makers as a model of how declining, industrial U.S. cities could be regenerated on the basis of advanced services, tourist attractions and downtown redevelopment (Levine 1987a, 1987b).

Baltimore Inner Harbor was a commercial and passenger port until the 1970s when due to the economic crisis, industrial decline and the change in the freight functions, the use of the harbor was replaced by grass-covered parkland. (Levine 1987a, 1987 b)

The urban waterfront regeneration of the Inner Harbor, which lasted 20 years, was in the minds of local government since 1964, but it was implemented in 1971 when Mayor William Donald Schaefer with strong relations with the city's business communities came into power. Therefore as catalysts of this project are the upper middle class gentrifies and an entrepreneurial local government representative. (Harvey 1991, 1992; Levine 1987a, 1987 b; Jones, A 1998). The aim was *"strengthening connections between the waterfront and the CBD, to preserve and enhance the public spaces, to create additional gateways to the waterfront, and to ensure traffic flow and parking options"* and the

outcome was a mass of high-profile attractions including the World Trade Center, the Baltimore Convention Center, the National Aquarium, James Rouse's Harbor place (a festival marketplace) and the Hyatt Regency Baltimore (hotel). (Millspaugh, 2003 pp. 41). (Fig. No.09)

In terms of management, Millspaugh (2003) evaluated the quasi-public agency linked to municipal government: Inner Harbor Management Inc that evolved to Market Centre Development Corporation and finally to Baltimore Economic Development Corporation as responsible for success of Inner Harbour waterfront regeneration project. Also in addition to Baltimore Economic Development Corporation, a steering committee called Greater Baltimore Committee was created by the local government officers and the chief executive officers of the city's 100 largest businesses (Hula 1990).

The construction of all the projects provided significant public subsidies, but Greater Baltimore Committee had operated as a private organization because it denied any form of public access to any of their records and meetings (Harvey 1992; Jones, A 1998). Behind the economical gain promised by business leaders, there have been serious social problems caused by the project and it was argued that this development had exacerbated urban dualism by creating uneven patterns of local economical growth: on the one hand, business leaders and upper class and on the other hand, the struggling working class. The promised net job growth was absorbed by the suburban residents rather than the low-income groups. Also the economical development brought by tourism, left the existing working class population to face increase of living cost and pressure of massive gentrification. (Hula 1990; Harvey 1991;1992; Levine 1987a, 1987 b).

Peter L. Szanton evaluated Baltimore, from the prism of Inner Harbor urban waterfront regeneration project, to be a "double-doughnut city": a downtown, containing a business, cultural and entertainment center, and housing for the well-to-do, surrounded by a ring of decaying poor black neighborhoods, further surrounded by affluent white suburbs (Szanton 1986).

Same critiques, coming from Harvey (2000) and Levin (1987a) point to the urban waterfront regeneration of Baltimore as not creating a spill-over effect for social, economical and physical regeneration of low-income neighbourhoods (Levine 1987a; Harvey 2000). Levine suggests equity in planning, democratized redevelopment agenda process that target residents in greatest need and policies that better link this regeneration to neighbourhood's economic needs.

Harvey concludes the story of Baltimore as "*an island of affluence and power in the midst of a sea of impoverishment, disempowerment, and decay*" (Harvey 1992, pp.143).

In a context where a large segment of society perceives legitimate dominance of private sector in urban policy formation, compared to Europe, there was not a powerful base of urban social movements or other opposition against the project (Penpeciöglu 2012).

In conclusion the following points can be forwarded regarding the regeneration of Inner Harbor Baltimore, the first renowned urban waterfront regeneration project:

- initiated by local government (mayor) with the city's business communities
- the aim was economical development through tourism, culture and business (Fig. No.09)

- a management body was created: Baltimore Economic Development Corporation, being directly linked to municipal government
- proof of private sector involvement in decision-making within the Greater Baltimore Committee, the steering committee of the project
- significant public subsidies
- lack of transparency of the planning process which denied participation and information
- was developed in favor of capital accumulation rather than social reproduction of working classes and therefore contributed to the exacerbated socio-spatial inequalities in the city (including urban poverty, spatial and social exclusion and deterioration of low-income neighbourhoods)



Fig. No. 08:Baltimore waterfront in 1950's and 2007

Source: <http://www.kilduffs.com/Harbor.html>, <http://www.wrtdesign.com/fileslarge663>

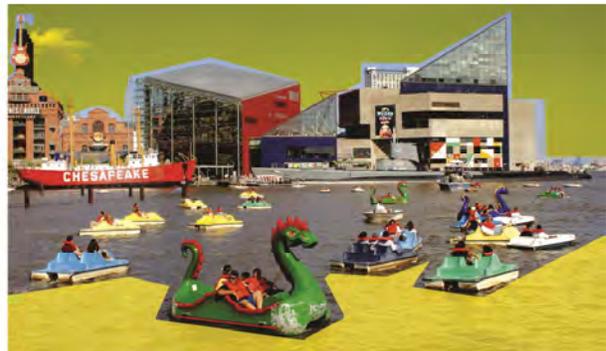


Fig. No.09: Right :Model of the proposed Inner Harbor 1964 ; Source: Granath (2005 p. 16)

Left: Baltimore Waterfront- an example of consumption oriented functions;

Source: <http://www.fairfaxtimes.com/story/image/PN20130510ENTERTAINMENT130519823EP12EP-130519823.jpg>

II.2.2. Battery Park Waterfront Regeneration, New York

Battery Park has a history of 200 years, being the world's immigrant depot welcoming millions of newcomers arrived from Europe and elsewhere. Battery Park City is an 93 acres landfill waterfront urban waterfront regeneration project, adjacent to the World Trade Center in lower Manhattan, New York, being one of the major urban development projects in North America and known as the transformation of the Hudson River's waterfront from a derelict area into a symbol of global capital, serving as example for many policymakers in post-industrial cities. Gordon (1997b) Nowadays Battery Park City host private residential areas, offices and moreover it is visited by tourists because of its parks, open spaces and public programs.

The catalyst for this project is the state of New York which established in 1968 the Battery Park City Authority (BPCA) having great power over decision-making and which Gordon(1997a; 1997b) classifies as taking the role of the city authority, pointing to the great power over the planning process and the top-down character of the development.

A direct coalition between business, local government and other institutions was not encouraged, but rather the implementation was made by this semi-independent public development agency. The whole development was managed by a globalised developer (Olympia and York) and was commissioned by local and central government, which supported and offered public subsidies for the project (Crilley 1993).The integration of private interests was made through collective organizations like the Downtown Lower Manhattan Association(Gordon 1997b; Mayer 2004).

Initially, the for the urban regeneration project under New York State Governor of Nelson Rockefeller had a natural social focus comprising public spaces along waterfront, private, but also subsidized housing. These plans received positive feedback from the media and civil society (Davidson 2012). Unfortunately, the New York City's 1976 financial crisis led to a shift in plans towards private capital orientated strategy. This new approach was only physical redevelopment and involved little community participation, focusing on market imperatives. Being the major development project in North America at its time, due to its neoliberal orientation is representative for the global shift in urban development practices in the last 30 years (Harvey 1991; Fainstain 2001)

Therefore, while regenerating Battery Park, two master plans were approved: the final one in 1979, designed by Alexander Cooper and Stanton Eckstut forgot the socially inclusive plans of the early 1970s (Davidson 2012), which did not involve local community participation, provided no low-income housing for the true needs of the citizens and focused on creating a suitable business environment. The development agency, Battery Park City Authority (BPCA) took the place of City Authority in controlling public space and regulating individual projects. The construction started in 1980 and included World Financial Centre office complex and some private residential towers and today it is still in ongoing process of development with rising luxury buildings. (Gordon 1997b).

Early stage groups that mobilized against the project were construction unions and affordable housing advocates. Gordon reveals that the BPCA considered again adding affordable housing in the 1980s, but an agreement was made to direct the funds to restoration and provision of houses in the minority neighbourhoods (interview with Meyer S. Frucher, former President BPCA and Senior VP Olympia and York, 10 June 1992- see Gordon 1997b). Still, due to the protests of the citizens, the project was shaped in terms of public space. Therefore, The Battery Park City Authority was forced to redesign two major parks and also reserved the whole water's edge for public use. Both Gordon (1997a, 1997b) and Mayer (2004) appreciate the project for the high quality of the public space and indicate it as a model for other examples around the world that want to reconnect the city with its waterfront. (Fig.No.10)

In conclusion, the following points can be put forward regarding this urban waterfront regeneration project:

- an initiative of the local government (mayor)
- the aim was economical development, now the area is considered as symbol of global capital, with offices and private residential areas
- management body was created: Battery Park City Authority (BPCA) having great power over decision-making and which Gordon(1997) classifies as taking the role of the city authority
- the project was commissioned by local and central government, which supported and offered public subsidy for the project
- early stage groups that mobilized against the project were construction unions and affordable housing advocates and due to other protests of the citizens - Battery Park City Authority was forced to redesign two major parks and also reserved the whole water's edge for public use. Therefore the opposition arose did not stop the project, but shaped its outcomes providing public open space and accessibility to the waterfront. (Fig.No.11)



Fig. No. 10: Public space in Battery Park City (the new park designed at citizens demand);
Source: http://commons.wikimedia.org/wiki/File:Battery_Park_City_003.JPG

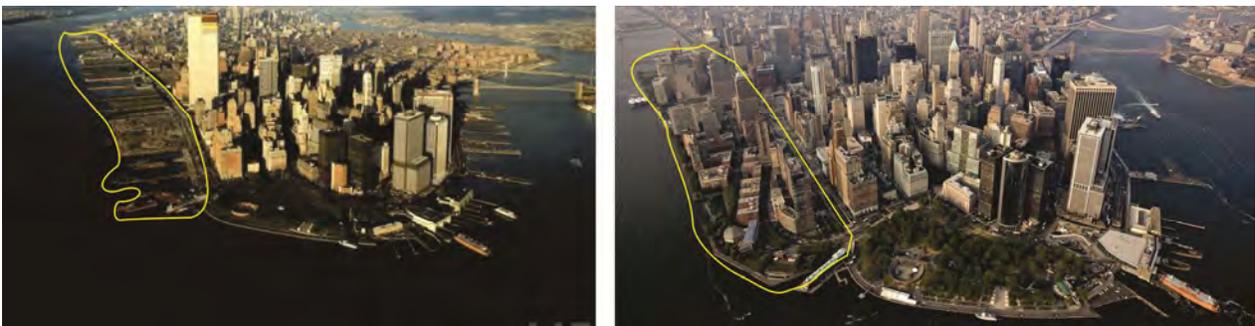


Fig. No.11:Battery Park City area before and after development
Source: Adapted from Idaliebe (2013); <http://powertripberkeley.com/battery-park-in-new-yorkthe-battery-conservancy/>

II.2.3. Docklands Waterfront Regeneration, London

The London Docklands Regeneration Project comprises 2347 ha site and is considered one of the world's largest urban regeneration projects (Gordon 1997b). Docklands combines three places brought together: the Isle of Dogs, Surrey Quays and the Royals. It starts from the city center to its east end where the poorest part of the metropolis used to live. (Fig. No.12)

The motivation for this regeneration was the technological change in the shipping industry which forced the closure of the massive docks in the 1960s and 1970s, working as transportation node of industrial and commercial activities until 1950s. This left a mass of unemployed workers in the adjacent communities, but the project did not respond to this problem, rather being a case of regeneration as gentrification (Butler 2007) much criticized in the literature by promoting displacement and inward migration of a replacement in population. (Brownill 1990; Forester 1999; Jones 1998)

As an outcome of the project, publicly owned land was redeveloped for the purpose of private investors creating: residential, commercial and office buildings, huge towers emerging and other consumption-based activities. Public funding was used for the provision of the necessary infrastructure. The central government had a plan to regenerate the area since the late 1970s, but all planning initiatives suffered political controversies and implementation problems (Gordon 1997).

In the urban waterfront regeneration literature, the London Docklands Regeneration Project is seen as a representative case of UK urban waterfront regeneration led by entrepreneurial governance systems, costly and redefining urban political priorities on the basis of supply-side interventions (Brownill 1990). Much of the literature was pointing at it as a deregulatory zeal and private-sector orientation of the Thatcher government's urban program being clear in its goal of replacing socially redundant former blue collared with middle and high class population. (Brownill 1990; Gordon 1997b; Fainstain 2001)

In 1976 London Strategic Plan was declared. In the late 1980s, the project was affected by the recession in the property market. Due to the supply side of the policies and the lack of demand these kind of large urban regeneration projects fail. (Lofman and Nevin 1995)

The central government had a big role in catalyzing and governing the urban waterfront regeneration project. On 2nd July 1981 Margaret Thatcher's Conservative government established the London Docklands Development Corporation (LDDC) with power to overrule local planning authority and a mandate to stimulate private investment (Hinsley and Malone 1996; Gordon 1997). Still approvals were needed in both the House of Commons and the House of Lords now. Local boroughs tried to prevent the urban waterfront project without any result. (Fig. No.13) The strong involvement of private sector was in its board membership which made it adopt developer- friendly planning approaches (Hinsley and Malone 1996). The corporation had great power to purchase and use urban public land from Greater London Council (GLC), Boroughs and Port of London Authority. In conclusion this corporation was created as a mechanism to restructure state's power in order to use urban planning tools in an exceptional manner and bypass bureaucratic impediments. This was possible also because the local governments had no financial means to do the regeneration themselves and because they were highly dependent to the central government. (Butler 2007; Gordon 199b)

A campaign against the LDDC was created with the role of informing and giving instructions to the citizens of how could they fight together. (Campaign against the LDDC - statement document). With the new viability of the project, interest-groups competed for larger shares of benefits: non-financial and symbolic. Still the major debates were focused on: affordable housing, employment and public access. The central government militated for private housing, but the Labor boroughs and GLC demanded more council housing. Opposition faced was first with the port agencies, expropriated by a higher level of government, followed by the ignored workers community on the site who wanted gains like: affordable housing, employment and public access, several of these requirements being embraced by other society groups. (Butler 2007; Mayer 1999; Forester 1999) (Fig. No. 13)

The regeneration of London Docklands was the counter example of waterfront regeneration, in which planning and design intentions were over passed by concerns of capital (Hinsley and Malone 1996). Much criticized in the literature, the case of London Docklands did not respond to the problems of the neighbouring communities, rather being a case of regeneration with effects of gentrification (Butler 2007; Brownill 1990; Forester 1999) by promoting displacement and inward migration. This indicates that London Docklands failed to achieve its development objectives both physically and socially.

In conclusion, through the London Docklands urban waterfront regeneration project, the following points can be put forward:

- an initiative of central government
- the aim was economical development, publicly owned land was redeveloped for the purpose of private investors creating: residential, commercial and office buildings, huge towers emerging and other consumption-based activities
- management body was created: London Docklands Development Corporation (LDDC) which had exceptional power base in urban policy making and planning, provided substantial level of funding and incorporated private sector interests into the decision-making process
- public funding was used for the provision of the necessary infrastructure
- criticized by replacing socially redundant former blue collared with middle and high class population
- opposition faced: port agencies, neighbouring community who wanted gains like: affordable housing, employment and public access, several of these requirements being embraced by other society groups, but none did truly influence the project outcomes.

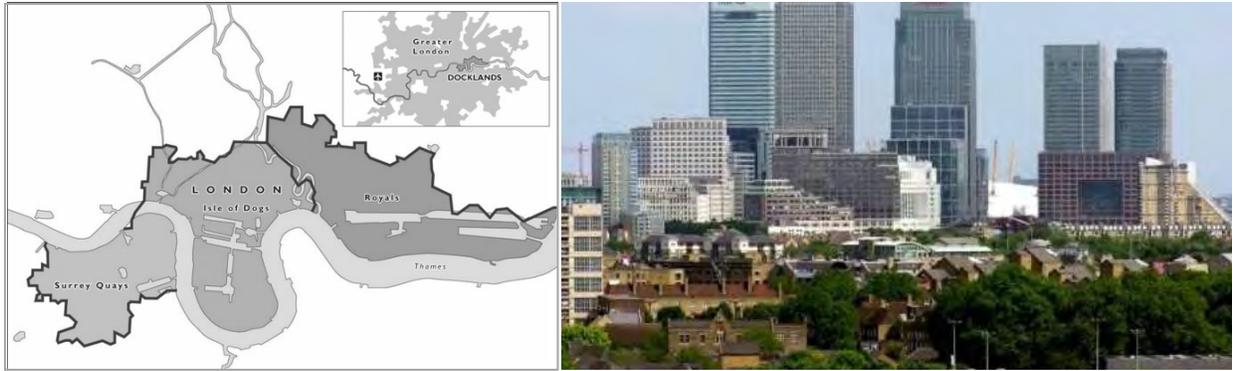


Fig. No. 12: Left-Location of the Docklands urban waterfront regeneration project; Source: Butler 2007
 Right- Canary Wharf development in Docklands 2012 and the low-income neighbourhoods
 Source: http://upload.wikimedia.org/wikipedia/commons/6/65/Canary_wharf.from.thames.arp.jpg



Fig.No.13: from left to right:
 first - News about the LDDC formation, the second phase of the project ; Online source: <http://www.lddc-history.org.uk/scrapbook/scrap5.jpg>
 second- The changing picture of Docklands; Online source: Bill Pearson 1982/85, site: <http://thelondoncolumn.com/page/2/>
 third-Protest opposite the 10th anniversary dinner. Docklands, 1991; online source:<http://philmaxwell.org/?p=4172>;

II.2.4. Hafen City Waterfront Regeneration, Hamburg

The urban waterfront regeneration project Hafen City is located in the north-German port city Hamburg and is the largest urban waterfront regeneration project ongoing in Europe which brings also pressure on its management and success. The project comprises 157 ha and it aims to be finished in 2025, resulting in expansion of Hamburg with 40% .Currently two of the neighbourhoods are finished and there are 1,500 people already living in HafenCity (2013) and around 6,000 people working. (Harms 2009)

As in many other port post-industrial cities, with the technological revolution of the freight container the place was closed in 1956. The Senate aimed to create a new city since 1987, the HafenCity ("the Port City"), but this did not come into action until 2000 when along with the goals of creating a more resilient city to the flood and also bringing people to the water side, the project came back to live. (Grubbauer 2011; Bruns 2012)

Initially this transformation created huge conflict between two parties, because in order to be developed it had to be taken out of the port administration and put under control of city urban planning department (Harms 2009). In 1997, the mayor declared "*a return of the city to the river Elbe*" (Harms 2009 pp.44) and a new municipal law was created placing the former harbor into a special trust fund: "Harbor and City". In 1999 internationals were welcomed to put their print to the project through a workshop which served as a base for the master plan made by the city planning department. This was followed by selling individual building lots to developers and architects with limited additional urban design competitions. (Grubbauer 2011)

For Hamburg, this project is a masterpiece in creating the city in line with the new paradigms in planning, as declared on the promoting web-site: "*HafenCity is more than a major real estate project in which the individual undertakings need to be realized as quickly and efficiently as possible – rather, within the context of a new definition of a city for the 21st century, the end product should be of exemplary urban quality*"⁶

For the purpose of managing the development of HafenCity, a port location development company was created and known since 2004 by the name of HafenCity Hamburg GmbH. It is responsible for administration of the new city and the port fund under the public law with power over the land, finance, real estate developers and public relations and communication. The board of HafenCity Hamburg GmbH is chaired by the mayor and other members of the senate.

Other actors who have power in decision are: Land Commission with the task of approving the land purchases; Commission of Urban Development with the right of approving the zoning plans. Juries for the urban planning and open spaces within the project are representatives from the Ministry of Urban Development and Environment, the District Council, HafenCity Hamburg GmbH, several politicians (from Mitte district or the city parliament) as well as private developers (33 investors) and independent architects. Along with all these actors academia represented by HafenCity University plays a big role providing research.⁷

Concerning civil societies participation and engagement, we are confronted with a strong marketing along with a lot of sources for information: the webpage (<http://www.hafencity.com/>); the information center in Kesselhaus (on the site) created in 2000; expositions and tours made in 2009 (260,000 people); several publications regarding the project; a community forum named NetzwerkHafenCity club; 40 events for the redefinition of the Masterplan; 45-

⁶ Online source: http://www.hafencity.com/upload/files/files/Internet_Projekte_engl_final.pdf

⁷ Online source: http://www.hafencity.com/upload/files/files/Internet_Projekte_engl_final.pdf

minute television program on Hamburg1 channel (2004). Although the project is transparent in information and a wide range of citizens are involved and considered as providing feedback for the developers, it lacks the extent in which civil society would have any decision making power over the project.(Fig.No14) (Bruns 2012)

It is in the cities tradition to have protest movements against the ambitious changes that the local government wants to make and this has also touched the HafenCity project, being criticized because of the high income housing developed and a future promised gentrification. (Bruns 2012) The officials, however, declare that this criticism is not valid: "*HafenCity is separated by the Speicherstadt from other inner-city residential quarters and, because they are subsidized, homes close to HafenCity are better protected against increasing rents than old buildings in other inner-city locations.*"⁸ Still, valid critiques raised according to the socially exclusiveness of this urban waterfront regeneration project, the transfer of revenues to refinance the new port infrastructure instead of investing in socially depressed areas, the investment in the Elbphilharmonie, aiming to be an icon of the new city image. (Grubbauer 2011; Bruns 2012) (Fig.No.14)

This case reveals a long strategic thinking, early public discussions and complex governance forms involving a wide range of stakeholders from high levels of government to district councils, private investors, professionals, academia and civil society. Still there is no true empowerment of citizens in decision making process which reflects on the critique raised around the project.

In conclusion, analyzing HafenCity urban waterfront regeneration project, the following points can be put forward:

- an initiative of local government (mayor)
- the aim is creating a new city image, which will extend the city with 40%
- management body was created: HafenCity Hamburg GmbH with a board chaired by the mayor and other members of the senate
- public funding was used for the provision of the necessary infrastructure
- involvement and influence of international in design through workshops
- big range of actors involved who have power in decision are: Land Commission - approving the land purchases; Commission of Urban Development - approving the zoning plans; Ministry of Urban Development and Environment, the District Council, HafenCity Hamburg GmbH, several politicians (from Mitte district or the city parliament) as well as private developers (33 investors) and independent architects - juries for the urban planning and open spaces within the project; academia (HafenCity University) - providing research.
- critiques raised according to the socially exclusiveness of the project, the transfer of revenues to refinance the new port infrastructure instead of investing in socially depressed areas
- civil society has no decision making power over the project

⁸ Online source: <http://www.hafencity.com/en/faq-concepts-planning/is-hafencity-causing-gentrification-.html>



Fig.No.14: Left- Community involvement and participation

Author: Elbe&Flut; Source:<http://www.hafencity.com/en/maagement/communication-and-dialog-in-hafencity.html>

Right-Elbphilharmonie unique design made by architects Herzog & de Meuron (international architects) welcoming tourists;
Source:http://c1038.r38.cf3.rackcdn.com/group5/building42355/media/rfdv_elbphilharmoniehamburg.jpg

II.2.5. Mediaspree Waterfront Regeneration, Berlin

This case relates to Habermas (1976) concept of reasoning in line with "making sense together while living differently" (Healey 2006 pp.147), as an urban social movement representing citizens' right to the city and waterfront stopped the urban waterfront regeneration project, Mediaspree.

Mediaspree is a case of urban waterfront regeneration program in the eastern downtown of Berlin with 180 hectare covering the river Spree's both side along approximately 3.7km. (Fig. No.15)

The district Friedrichshain-Kreuzberg covering the largest part of the "Mediaspree" urban waterfront regeneration project, has become one of the most scenic areas in town since 2000s providing the perfect image of uncertainty and freedom of the postmodern society with a chain of different clubs like Berghain, Watergate, but also squatters and many other nonconformist creative initiatives which made the area a hotspot for Berlin. (Novy and Colomb 2013)

In the 19th and early 20th centuries, this area was occupied by industry while after the WWII it was blessed with a large scale of empty plots, which subsequent demolition of the Berlin wall has made them vulnerable or opportune for regeneration. The former dividing line of the wall marks now a perceived barrier in the governance forms around this urban waterfront regeneration project, the economic and social tensions in the pressure between new and established residents, private investors, immigrant communities and the so called "creative class" who made the area their home. (Ahlfeldt 2010; Novy and Colomb 2013)

In the case of Mediaspree, as mostly other urban waterfront regeneration projects, the government itself attracted the private investors, the international music enterprises like Universal and MTV to regenerate the waterfront, a typical case of public-private partnership between private investors, authorities and the local chamber of commerce.

In 2002 the Senate Department adopted the land-use plan in order to facilitate the renovation of old warehouses and development of empty properties to be used for offices, lofts, hotels and a new 17.000-seat multi-functional event arena completed in 2008. The purpose of the authorities was to induce economic development, focusing first on mainstream entertainment and the media industry, which would later attract further developments including businesses and luxury housing. (Novy and Colomb 2013; Scharenberg and Bader 2009)

This produced fear and anger within the existing neighbourhoods following the principle of one man's economical gain is the other man's displacement (Ahlfeldt 2010). The public-private partnership represented by Regional Management Mediaspree e.V. (originally, Mediaspree Berlin GmbH) had 21 members: including the Anschutz Entertainment Group, Behala (a dock and storage company), Berlin's waste management agency, Deutsche Post Property Development, GASAG, IVG Real Estate and TLG Real Estate. Director Christian Meyer clarifies the goal of this association: "*We are doing a lot to promote this neighbourhood [...] We want to have attractive and young tenants who watch MTV and Viva!, and can be defined as 'sexy'*". (Sosin 2008)⁹

The large scale urban waterfront regeneration project is a prime example of a citizen's struggle against neoliberal development and was highly criticized by many parties. Kristien Ring, representative of the German architecture centre, declares skeptical: "*This is just one of these fast developing areas in the very centre of Berlin, next to Alexanderplatz [...] this area has an excellent geographical location. It should offer something interesting for inhabitants. Unfortunately, Media Spree is investor-oriented and won't leave any space for creativity.*" (Sosin 2008)¹⁰

The project addresses to the needs of international companies and their employees; it is a development driven by private interests and real-estate speculation, subsidized with public funds in a private-public partnership form of urban governance. Although benefits such as jobs were expected for the neighbouring areas, at the same time there was an ignorance towards the actual needs of the local population and the specific characteristics of the area, replacing complex and rooted social structures and grassroots temporary developments with global newcomers within a top-down approach. (Scharenberg and Bader 2009; Novy and Colomb 2013)

A chain event of welcoming new higher-income second-stage gentrifies (Ahlfeldt 2010) threatening the stability of the existing neighbourhoods faced strong resistance movements and protests from 2008-2010. In the end two urban social movements "AG Spreeufer" (Spree riverside) and "AG Spreepiratinnen" (Spree pirates) combined forces and collaborated in establishing citizen's initiative "MediaspreeVersenken" (Sink the Mediaspree) A web-page was created for informing citizens about the project (<http://www.ms-versenken.org/media-spree-ev>), several protest marches were conducted . (Fig. 16)

A referendum was made in 2008 winning with 87% against the project (30.000 people). Ahlfeldt points at the main driving reason to be along with the anticipated displacement pressure or increase in housing cost, the loss of specific cultural amenities (Ahlfeldt 2010). Another initiative of the government was impossible to hope for majority. This event it is said to have led to the closure of Regional management mediaspreee.V.

⁹ Online Source: <http://www.cafebabel.co.uk/article/media-spree-on-berlins-river-swim-next-to-offices.html>. Last accessed 11th November 2013.

¹⁰ Online Source: <http://www.cafebabel.co.uk/article/media-spree-on-berlins-river-swim-next-to-offices.html>. Last accessed 11th November 2013.

After the referendum, there was still no mutual understanding regarding the plans, but a big gain was the growing public awareness concerning urban waterfront regeneration projects, being clear that this kind of projects are not feasible nor serve the needs of the local inhabitants.

Through collaboration between urban social movements and other actors like academia and neighbourhood community an idea of democracy was reached through the referendum, reclaiming waterfront for all the citizen: "*Spree fur alle!*" (Spree for all) and giving voice also to the ones invariably excluded. But maybe the most important lesson is that success in a legal and conciliatory approach to protest is reached when public movements are backing citizens' demands, creating pressure on the local government to act. (Novy and Colomb 2013; Scharenberg and Bader 2009)

In conclusion, the case of Mediaspree provides an interesting points regarding urban waterfront regeneration as:

- an initiative of local government
- the aim is economical development: offices, lofts, hotels
- public-private partnership between government and private owners, incorporating also chambers of commerce.
- a development driven by private interests and real-estate speculation, subsidized with public funds in a private-public partnership form of urban governance
- a management body was created: Mediaspree e.V.
- criticized as ignoring the actual needs of the local population and the specific characteristics of the area, replacing complex and rooted social structures and grassroot temporary developments with global newcomers within a top-down approach;
- strong opposition: a referendum was made in 2008 wining with 87% against the project (30.000 people), defending public space along the waterfront
- legal and conciliatory approach to protest is reached when public movements are backing citizens demands, creating pressure on the local government to act.



Fig.No.15: Left- Mediaspree waterfront regeneration (2008); Source: <http://urbalize.com/2011/12/08/mediaspree-urban-renewal-but-for-who/>

Right- Spree waterfront (2013): new developments taking over the waterfront, blocking the connection with backstage neighborhoods; Source: author; Date: 03.05.2013



Fig.No.16: From left to right:

First- Mediaspreeversenken logo; Source: http://urbalize.files.wordpress.com/2011/12/tumblr_lvvpum5jrh1r76rdxo1_r1_250.jpg

Second- During protests against Mediaspree: "Spreeufer für alle" (Spree riverside for all!); Source: <http://media.de.indymedia.org/images/2008/09/226775.jpg>

Third- March against Mediaspree waterfront regeneration; Source: <http://www.demotix.com/news/2254684/march-against-media-spree-project-berlin#media-2254601>

Summary: Urban Waterfront Regeneration

In this chapter an overview of urban waterfront regeneration has been presented as a phenomenon that spread around the world, having exclusive governance forms and privileged planning processes, focusing on a narrow market-led approach, ignoring the social problems of the neighbouring sites, failing to achieve both physically and socially successful developments, by this contributing to problems such as urban poverty and social exclusion in the city. Since 1990s urban waterfront regeneration has been the trigger of many conflicts and opposition. It was observed that defined community groups influence the process of change in waterfront regeneration projects.

The critical overview of the analyzed case studies provided valuable information to evaluate the case study which is the object of this research. It was observed that all projects are initiated by the government, often local government, represented by an ambitious mayor. Exception is the case of London where the central government was the main actor within a certain political environment promoting low inflation and free markets through subsidy, privatization and constraints on the labor movement. The involvement of private sector was present in all cases through different forms: in private-public partnership (Mediaspree- Berlin), within the board of the management body (London Docklands Development Corporation - London) or as part of the steering committee for the project (Greater Baltimore Committee- Baltimore, Hafencity- Hamburg).

Although the projects are offered significant public subsidies, in some cases just for the provision of the necessary infrastructure, the aim for regeneration was represented by economical development and creating a new city image through developments of with cultural functions, commercial and office buildings, private residential areas, touristic

areas and other consumption-based designated activities. Main critiques for all projects are the un-transparent top-down exclusive planning processes and the development in favor of capital accumulation rather than social reproduction of neighbouring communities. Opposition was present in all cases coming from the side of: academia (Inner Harbor-Baltimore, Mediaspree-Berlin, Docklands- London) construction unions, affordable housing advocates (Battery Park- New York), port agencies (Docklands- London) and neighbouring community (Mediaspree-Berlin, Docklands- London, Inner Harbor- Baltimore). It can be observed that as interested parties come together in opposition, mainly motivated by values as public open space at water's edge (Battery Park-New York, Mediaspree-Berlin) or loss of cultural values and identity (Mediaspree- Berlin) they have the power to shape planning process, outcomes or even stop the project.

The case of Hafencity - Hamburg is the only one providing good quality information for citizens and also involves a broad range of actors -all three levels of government: state level, city level and district level, to these added several politicians, private developers, independent architects and academia. This is also a case where there is still no strong opposition against the project, but whether this is a characteristic of the specific societal environment or influence of the contemporary discourse in planning, is to be argued. (Fig. No.17)

For assuring the success of the urban waterfront regeneration projects, a government-controlled implementation authority was created as a management body (Baltimore Economic Development Corporation- Baltimore, Battery Park City Authority- New York, London Docklands Development Corporation- London, Hafencity Hamburg GmbH- Hamburg, Mediaspree- Berlin). This had in some cases power to overrule local planning authority and purchase and use urban public land (London Docklands Development Corporation - London, Battery Park City Authority- New York (Fig. No.17)

Main characteristics of urban waterfront regeneration projects to be taken into account in further evaluation are:

- Projects are initiated often by an entrepreneurial government body (mainly mayors) which provides substantial public subsidies , but the aim for development is justified by economical gain and planning processes are untransparent ;
- In some cases there is an involvement of internationals in terms of design;
- Projects are managed by a separate body directly linked to the government which facilitates the project to undertake special treatment in terms of planning and changes in legal framework;
- Private sector is involved as an important actor in decision-making process through private-public partnerships, part of the management body or by privatization;
- Often low-income neighboring community is ignored, the project contributing to exacerbation of social and economical inequalities in the city, including urban poverty;
- Projects trigger conflict between many interested parties: academia, construction unions and affordable housing advocates, port agencies, neighbouring communities, non-governmental actors and other civil society representatives, which have the power to shape planning process, outcomes or even stop the project. (Fig.No. 18)

In term of urban waterfront regeneration there is a clear need for success not only by those at the top. Unfortunately there is no necessary linkage between economic growth and social equity. Still on this token, the focus on studying governance forms in urban waterfront regeneration is a need for improving planning processes and outcomes.

Gordon points to the change in time from the economic development policies to allocation policies (open space, public access) or even redistribution (affordable housing, jobs). He frames his radical critique on waterfront regeneration as convicting private sector for the outcomes, but giving less guidance for practice and therefore, proposes that if the public sector wants to remain engaged in implementation rather than being a pure regulatory body, must increase governance towards effectiveness and accountability (Gordon 1997). Complementing, Levine suggests equity in planning, democratized redevelopment agenda process that target residents in greatest need and policies that better link this regeneration to neighborhood's economic needs. (Levine 1987b)

Project	Area	Governance	Government levels of approving	Other actors in levels of approving	Oposition
Battery Park City	36 ha	Battery Park City Authority	State/City	-	-
Baltimore Inner Harbor	40 ha	Baltimore Economic Development Corporation(PPP)	City	Private developers	workers
London Docklands	2347 ha	London Docklands Development Corporation (PPP)	National	Private developers	neighboring community
Hafen City	157 ha	HafenCity Hamburg GmbH	National/City/District	Private developers, architects, academia	-
Mediaspree	180ha	Mediaspree(PPP)	City	Chambers of commerce, private developers	all citizens of the city

Fig.No.17:Analyzed urban waterfront regeneration projects

Source: author

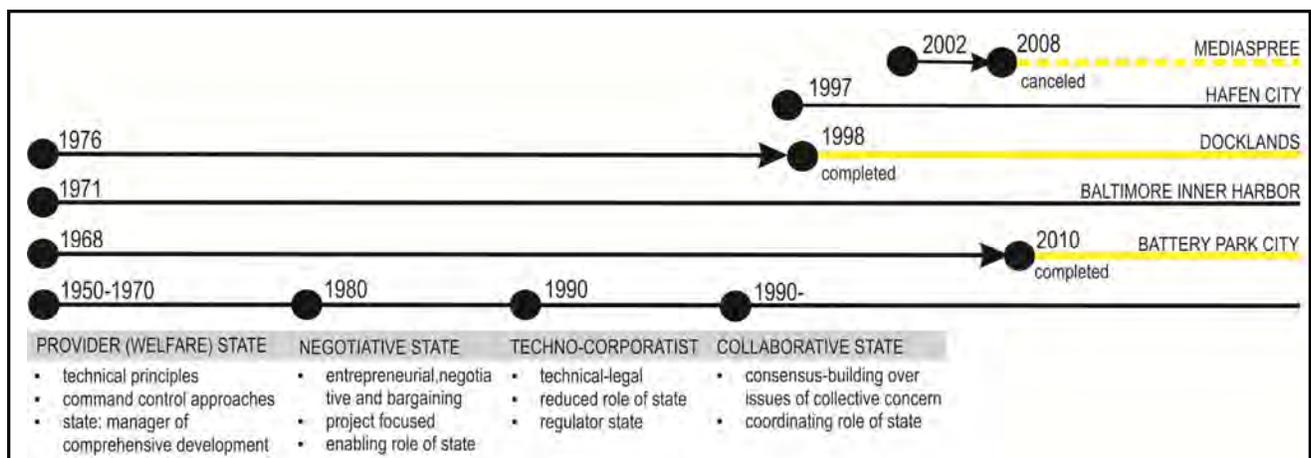


Fig.No.18:Governance modes overlapped with the period of the analyzed waterfront regeneration projects

Source: the author (Governance modes adapted after Healey 1997, 2006)

III. GOVERNANCE AND PLANNING

In this chapter an understanding of the concept of governance and its new forms is presented with the scope of linking it to spatial planning and finding pillars to analyze urban planning projects, in this research the latest urban waterfront regeneration of Halic, Halic Shipyard Conservation Project, Istanbul, Turkey.

III.1. Understanding the concept of governance

First time used by Platon, the word governance serves as a metaphor in "The Republic" with the meaning in Greek language: "to steer".

By this, the following actions are understood: to guide the course of something but also to follow or to pursue. In an analogy, exactly the difference of meaning between these two actions can be observed in the emerging governance systems of today challenging democratic sense in the postmodern society: on one hand, the regulatory government, on the other civil society represented by social movements, non-governmental organizations and many other community initiatives gaining popularity with their innovative ways of engaging citizens in the act of governance and inclusionary decision-making systems.

In Ancient Greek world, the public realm was excluding the private household, taking the mean of arenas for discussion of collective affairs (Healey 2006). Nowadays in our complex society's interactions between the formal government bodies, economic activity and social life is linked by complex social networks, cultural values and practices which cut across formal organizations (Idem 2006).

In the last two decades the shift from government to governance is becoming more popular in the urban arena and present in the development speech; Renate Mayntz (2005) introduces the idea of governance by explicitly distinguishing it from a state-oriented action. "Steering" implies "a steering subject which applies certain measures to a steering object to move it towards a goal" (Nuisl and Heinrichs 2010 pp.1). Governance does not imply the existence of a precise steering subject or of a steering body that undertakes a superior position that is, the government.

Debated through wide range of theories within the urban and spatial development discourse, the concept of governance is often explained by how actors at different scales of power come together with the state for building coalitions and engaging in collaborative action: e.g. Molotch 1976, e.g. Stone 1993. These coalitions or freshly named collaborations emerge as proof of a weak state power, outcome of the 1980s radical economic restructuring, followed by the rapid expansion of international trade along with the emerging advanced communication and information systems, referred to also as the process of globalization.

Therefore, for redefining the links between markets, political authority and civil society, 'governance' is being grafted (Rosell 1999, Merrien 1998), hence the transformation of the government into 'governance' by hollowing out the power of state to other non-state actors. A comprehensive definition is given by Parker: "Governance [...] an ensemble of what have been termed 'spheres of authority', 'jurisdiction' or simply 'networks' that are all involved in decision-making or decision-taking [...] polycentric, non-hierarchical and non-directive" (Parker 2004 pp. 120).

This definition builds up to the pluralistic feature of governance discovered by Robert Dahl in his work *New Haven, Connecticut* (1960) pointing to the shift from a oligarchic and elitist polity in the 18th and 19th century to a sundry leadership in the 20th century city.

For his question: "*who governs?*"- finds the answer "*no one in particular*" (Dahl 1961 cited in Parker 2004 pp. 123) with the argument of the rising coalition-building behavior and group mobilization that ensure no one group monopolization of power. Still this pluralistic view can be contested, looking at the example of United State cities given by Bacharach and Baratz (1962) where powerful local interest were dominating policy keeping the non-elite interest out of the agenda. Therefore, although no group in particular is governing because of the change in society's behavior towards a resilient and entrepreneurial position, still powerful groups can exclude and monopolize the interests of the others.

The debate itself of "*who governs?*" can be change into *who doesn't govern?* Therefore, *who is kept out of the decision-making agenda and why?*.

Manuel Castles, David Harvey, along with political economy writers (e.g. Michael Storper and Richard Walker 1989, Sandercock 2004; Eisinger 2000) point to 'the capitalist imperative' as a reason.

While the managerial city was focused on the local provision of services, facilities and benefits for urban populations, an entrepreneurial city is pushed by driving forces of city competitiveness within the rise of a new entrepreneurialism allowing coalitions and partnerships to gain ground in the city (Harvey 1989, Harvey 1973). Cities change the way they operate taking upon qualities as: risk-taking, inventiveness, promotion and profit motivation which reflect on their governance structures. These emerge as coalitions theorized for growth and validate non-state actors in the act of governance. According to these theories, city advertising is a kind of place marketing and redevelopment is regeneration (Harvey 1973; Eisinger 2000). For example, "growth machine" (Molotch 1987) politics coalesce among the private sector and a government, represented by ambitious mayors seeking to boost the values of property and land holding (Parker 2004). In contrast, "urban regime theory" (Elkin 1987, Stone and Sanders 1987, Stone 1989) welcomes not only private sector, but also non-governmental organizations and other community-based organizations in the act of governance. (Fig. No.19).

The 1999 UN Development Report emphasizes that cities are major nodes in the new emerging forms of governance around the world, withal being also more and more fragmented by the forces of globalization foreseeing them to act as territorial units in competitive process (Sassen 2001, Parker 2004). This points again to the changing nature of government, the redistribution of government's power accomplished through the "*three-fold reorganization*" (Swyngedouw 2005 pp 1998). United Nations portrays a pressure coming from the private sector that wants a more conducive market environment and a better balance between state and market; but also the citizens that want increased accountability and responsiveness from government (United Nations Development Program 1994).

The internal organization of government is being changed, the nature of the relation between different levels of government and redistribution of government's power and responsibilities (Parker 2004). Lefebvre sees the tension between the global integration and the contested reconfiguration among geographical scales as a "*generalized explosion of space*" (Brenner 2000 pp 362); the 21st century intense reterritorialization leading to profound fragmentation of social and economic life in the cities. This because, as outcome of decentralization, local governments, now with delegated power, don't have enough leadership capacity to meet service needs, nor financial resources and in order to fulfill their mandates and therefore reach out to the private sector (Sassen 2001; Parker 2004) through privatization, externalizing some state functions.

CITY SLOGANS 	
BOSTON	<u>Progress Through Partnerships. America's Working City</u>
DALLAS	<u>The City of Choice for Business</u>
MILWAUKEE	<u>The City that Works for Your Business</u>
SAN JOSE	<u>Capital of Silicon Valley</u>
NORFOLK	<u>Where Business is a Pleasure</u>
PHOENIX	<u>Moving Business in the Right Directions</u>
NEW YORK	<u>The Business City that Never Sleeps</u>
(Adapted from Short 1999b: 49; Source: Parker 2004: 126)	

Fig. No. 19: City slogans representing pro-growth governance stiles
Source: author adapted from Parker 2004

Bauman points out: "*uncertainty, unpredictability and instability in which there is unqualified priority awarded to the irrationality and moral blindness of market competition*" (Best 2003) It is observed that in the neoliberal society that we live in, the concern for land value and therefore land speculations lead to an uneven market development in the city, making it harder for the poor and working class to remain within the city (Harvey 1973; Sandercock 2004).

This exclusion led to urban social movements which enabled workers, students and other city dwellers to mass protest, reclaiming the streets and other public spaces as terrain of conflict (Parker 2004). Across urban history starting with the bohemian avant-gardes in Paris, famous squatting movements in Europe, the feminist marches in reclaiming the streets and many other, urban social movements gave birth to an alternative civil society that "*were denied their rights to the city, but were finding new inventive ways to make their demands heard*" (Idem, pp.132).

The processes of up-scaling and down-scaling of governance: delegation of regulatory tasks to higher scales of governance (NATO, United Nations, European Union, World Bank etc.) and from national governments to local levels towards neighbourhood level, incorporate new actors with great power towards policy-making, administration and implementation. These new ways of governance challenge profoundly the parameters of political democracy by grassroots empowerment, inclusionary and horizontally organized innovative structures promising to achieve "*good governance*", promoted widely as normative concept by international organizations. (Swyngedow 2005; Brenner 2000).

UN, UNDP, UN-Habitat, UNESCAP and World Bank reveal a certain key attributes of good governance: *participatory, accountable, transparent, responsive* (to the needs of the people), *equitable and inclusive and follows the rule of law*, stressing over benefits as: reducing inequality and social tension, incorporating the knowledge, productivity, social and physical capital of the poor and disadvantaged in city development are put forward. (Weiss 2000)

Swyngedow portrays the new governance forms of "*governance-beyond-state*" as "*Janus- faced*" because of their lack of accountability disposed through the stake-holder position of the participants (Swyngedow 2005 pp.1993). Therefore, the non-state actors and groups representing civil society and its demands, engaging in governance, reinforce their power position, remaining still exclusive in reaching all the citizens in comparison to the old governance forms of the welfare state. (Swyngedow 2005)

In conclusion, governance can be seen materialized in a tapestry of valid perspectives: from the opposite of government, the economization of social welfare managerial state provisions and withdrawal of the old state to empowerment of international organizations, collaborations and coalitions between state, private sector and civil society to the new innovative governance forms promoted by urban social movements, non-governmental organizations and other civil society groups, which are still not able to represent a true democratic position, but are seen as an opportunity in enhancing democracy by creating debate.

They influence a change in the choreographies of civil society and fill a gap between citizens and government, playing a great role in today's governance structures.(Shepard and Hayduk 2002; Swyngedow 2005)

III.2. The collaborative turn in planning: inclusiveness

Spatial planning is the process in which decision is made over the societies land use, taken into account the competing demands of the market. Therefore, it can be referred to as a clear part of governance and as a consequence welcoming non-state actors in the planning activities of the city.

In this context, Forester argues the shifting role of planners, their practice and politics and the planning as a substantive of a desirable future to a process. (Forester 1989; Healey 1997, 2006) The change in governance forms in the last two decades and a weak state reflected on planning policy, changing its comprehensive character to an incrementalist one.

In the art of city planning, without the right questions planners cannot find the right answers. Many ask how it might be possible to encourage political participation in an urban world constructed out of segregated suburbs, gated communities, privatized spaces, tightly surveilled shopping malls and downtown streets monitored with a video-camera at every corner, thanks to the "*shadowy form of governance called business partnership*".(Harvey 2008 pp.1; Harvey 1973)

Others seek to assert a strong idea of the good city or the good society in planning (like Forester 1989, Innes and Booher 1999, Hilier, Hoch and Mandelaum), Healey develops Collaborative Planning (1997, 2006), in search for more inclusionary governance processes, contributing to the bigger spectrum of communicative planning theory inspired by Habermas's discourse ethics and the concept of communicative rationality (1992).¹¹

The question raised to planners is: "*Is it possible to construct a public realm in which we can debate and manage our collective concerns in as inclusive way as possible?*" (Healey 2006 pp.58) The answer revealed ways to manage the challenges arising from co-existence of stakeholders and their relational webs in shared spaces.¹²

This is possible by recognizing the complexity of power relations within the governance forms of planning process generated by the multiplicity of social worlds, rationalities and practices. In defiance of these struggles and interactions: governance through collaborative processes. The argument that all planning activity involves some interactive relation, and some kind of governance process (Healey 1973; Innes and Booher 1999), enhances the importance of analyzing the actors emerging in planning process and their relationship with each other, the inclusion or exclusion which takes place in the struggle occurring in the fine grain of these processes.

Thus collaborative planning brings a normative concern with people sensitive modes of governance, promoted also by democratic pluralists and a practical concern with the management of local environmental change in situations of multiple and often conflictual stakeholders. (Weiss 2000; Healey 2006)

Influenced by the multi-level power dimensions of the relations from Giddens's structuration theory, Healey introduces the webs of relations, the networks, more precisely the social networks that overlap and intersect in complex ways (Healey 2006). In the collaborative planning steaming landscape of new groups representing business sector, NGOs, community representatives or all these at once involved in planning process, break traditional hierarchical and bureaucratic models. The focus is of planning as "*social processes through which ways of thinking, ways of valuing and ways of acting are actively constructed by participants*" (Healey 2006 pp.29).

On this token, the continual interaction between these two and their "mutual constitution" (Healey 2006 pp 58-59) provide "a window on the social embeddedness of power relations" (also seen at Foucault or Bourdieu) (Healey 2003). Power is not in the energy and position of individuals, the "agents" with command over rules or resources, but in how social practices of daily life are embedded in institutionalized practices (Healey 2003).

As Harvey points out: "*We do not, after all, experience the city blankly and much of what we do absorb from that daily experience [...] has some kind of influence upon how we are situated in the world and think and act politically accordingly*" (Harvey 2008, pp. 18).

Healey believes that governance gives planners perspective in understanding and ground planning society and a window for action in planning, adopting a "pragmatic" approach in their practices (Healey 2006). The nature of planning as style of governance is characterized by policy-driven or planning approach of how far this may co-exist with specific governance forms.

¹¹ Habermas's approach evolves from Hegelian idealism and Marxist critical analysis to Wittgenstein's scrutiny of language, positioning the ideal speech situation as criteria by which to surpass the inherent distortion in most interactions.

¹² Using a governance perspective with a systematic reflection on planning (inspired by Giddens's structuration theory) practices together with a focus on the process and the treatment of power, planning is defined as: " (I understood planning as) a governance activity occurring in complex and dynamic institutional environments, shaped by wider economic, social and environmental forces that structure, but do not determine, specific interactions" (Healey 2003 pp.104; modified by author).

Therefore through analyzing governance, planners can understand the planning approach and seek for opportunities to create more inclusive and collaborative ways of planning reflected by consensus-building over matters of collective concern. The strong connection between governance and the paradigm shift in planning theory: from synoptic via the incremental to the discursive ideal of planning is reflected by the goals and rationalities of governance modes. (e.g. Friedman 2008; Innes and Booher 1999; Healey 1997, 2006).

In the German planning theory, Karl-Dieter Keim is encouraging planners to adapt to the basic principles of governance for establishing a "new planning culture": "*in order to organize socio-spatial processes, spatial planning will have to adopt new perspectives and thereby undergo profound change. The basic orientations and goals of planning need to be reformulated along the lines of market out by more flexible, strategic concepts of public policy [...] governance concepts*" (Keim 2003 pp.113).(Fig. No. 20)

The forgotten role of spatial strategies in stabilizing market conditions and reducing risk, present in the welfare economy literature dismisses strategic planning that can provide more coherent and integrated approach to spatial developments. The portrayed "planning" in collaborative planning is about strategic approaches to the "governance of place". It involves attention to the process, the "good city" and its "good governance", understood in a social constructivist and relational way (Healey 2006, pp.29). On this token, social justice has the dimension of process (Harvey 1973).

Healey reveals pillars in which collaborative inclusionary planning processes are most effectively promoted:

- broadly- based rights of voice and influence
- provision to ensure that all parties who can demonstrate a stake in the issue have the opportunity to challenge decisions made in the governance arenas
- a right to good quality information available to all parties
- a right available to all parties to call any governance agency, formal or informal, to account for failure with respect to duties and responsibilities which apply to the exercise of governance responsibilities. (Healey 1997, 2006 pp.279)¹³

Harper and Stein (2000) argue, that collaborative planning is the most appropriate for our society, as it assumes a continue attention to the complexity and diversity of urban governance contexts and how important is the inclusion of all the actors views and provides a critical set of questions that planners should ask in evaluating policy processes inspired by spatial justice to take an inclusionary view as possible.

¹³ Healey's work contributes in creating a more critical approach in policy design, beyond the manipulative politics and traditional bureaucratic rule governed behavior, but also gives a more social and relational perspective to urban dynamics and governance processes. Her argument is supported by profound empirical work on planning policies in 1980's, at the shift from blue-print spatial planning to a policy planning with regulatory norms to guide land and property development processes during the politics of high Thatcherism, stigmatized by privatization processes and project-based urban regeneration. In this framework, Healey discovers the bottom-up forces that kept resisting the top-down policies as well as the pressures of global conditions on local business interests and the local manifestation of wider social and environmental movements.

GOVERNANCE MODE	GOAL AND RATIONALITY	PLANNING APPROACH
<ul style="list-style-type: none"> Welfare or populist 	<ul style="list-style-type: none"> -Definition of an optimal, (rational) final state -Goal-oriented rationality and scientific knowledge 	<ul style="list-style-type: none"> Synoptic ideal of planning
<ul style="list-style-type: none"> Managerial or pluralist 	<ul style="list-style-type: none"> -Formulation of strategic guidelines, realization of projects -Political and economic rationality, management of competences 	<ul style="list-style-type: none"> Incrementalism
<ul style="list-style-type: none"> Pluralist or populist 	<ul style="list-style-type: none"> -Open communication process (pluralistic institutional framework) -Communicative reationality, based on interaction (agents and interests) 	<ul style="list-style-type: none"> Discursive planning

Fig. No. 20: The Paradimes of Spatial Planning (from a governance point of view)

Source: author adapted from Nuisl and Heinrichs 2010, inspired by Healey (1997), Keim (2003) pp.6

III.3. Analyze governance in planning

In the last decade we can see more popularly the rise of governance in the spatial planning discourse, with its normative and analytical elements and the strong interest in creating inclusive policy mechanism in recent planning practices as it was previously mentioned in the chapter III.2. of this thesis.

In an attempt to analyze spatial planning through governance lens, Alain Motte (1996) proposes attention to: *actors* by identifying the relevant institutions, organizations or individuals that shape *decision-making in the planning process, relationships* by studying the relationships between these actors and the cognitive references by finding the social constructs that are mobilized in the planning process. These analytical pillars are expanded by Nuisl and Heinrichs (2010)¹⁴ as outcome of empirical research to four categories:

- actors
- relationships
- institutional framework
- decision-making process.

¹⁴ Nuisl and Heinrichs apply these concepts in their empirical work published: "Fresh Wind or Hot Air- Does the Governance Discourse Have Something to Offer to Spatial Planning?" (2011) by analyzing a large scale housing project in Latin America.

The category of *actors*¹⁵ focus on finding the ones present or not in the planning process, their roles and often clashing interests, their power, financial means, social capital and knowledge. After identifying these actors and their different positions in the planning process, it is crucial to understand their relationships: *opposition* or *collaboration* given by converging or conflicting interests, but also their organizational aspects: *hierarchical* -defined through the territorial responsibilities, *marked-based* -contractual arrangements or *horizontal networks*.

Naturally the mixture of this wide range of actors has to be adapted by the case of the project as "*unique constructions in specific situations*" (Healey 2006 pp.110).

As governance and planning processes comprise both formal (laws, regulations, plans, contracts and other constitutional frameworks) and informal institutions (rules that only certain members are aware of them like for example the sufficient amount of bribery), namely rules of a certain social and political context highly affecting the decision of the actors involved in the planning process. Thus, "*institutional framework*" is not enough in analyzing "*decision making process*" and special attention should be given to how actors collaborate or resolve their conflicts, how they balance their interests and how they deal with relevant data or flow of information revealing the communication side of the planning process which can be transparent or exclusive towards even those directly affected.

In contemporary planning theory, normative approaches of how should planning look like come closely to good governance discourse (Healey 1997, 2006; Friedman 2008; Fainstain 2000). According to Fauldi (1973), the governance discourse unfolds strong arguments of why there should be an analysis on a wide range of actors involved in spatial planning and the reason is the rise of urban entrepreneurialism with project based planning approach rather than old comprehensive way of planning. Harvey describes: "for ephemerality and eclecticism of fashion and style rather than the search for enduring values, for quotation and fiction rather than invention and function" (Harvey 1989 pp. 39)

Summary: Review of conceptual framework

In this chapter the concept of governance was defined by presenting its evolution, understanding the re-scaling of government and its functions as outcome of the powerful economical and social fragmentations of global integration and reconfiguration of capitalist spatiality. Governance is therefore recognized as "*the newly emerging models of action result from the concerted combination of social actors coming from diverse milieus (private, public, civic) with the objective to influence systems of action in the direction of their interests*" (Paquet cited in Swyngedow 2005).

Non-governmental actor defending the rights of the citizens and promising inclusiveness come forward creating new form of governance. These are not representing the interest of all citizens because of the stake-holder position of their participants, but their horizontal networks and struggle are seen as an opportunity in enhancing democracy and

¹⁵ refer to the individuals or collective "agents" seen also at Giddens (1976, 1979). Giddens , followed by institutionalism's approach to planning , recognizes that people are not elements in "in some else's machine" rather parts of the structure itself shaping it and being shaped by it.

creating debate. (Swyngedow 2005) They influence a change in the choreographies of civil society and fill a gap between citizens and government.

Society has always been and will be the object of planning, therefore its profound changes in context and content, turns the question of planning from the substantive outcome image to a process analysis. Emphasis on the *process* and *planning as governance activity* made by Patsy Healey (1997, 2006) provides an analytical and also normative view to and inclusive planning approach. It can be argued that a shift in spatial planning to a more collaborative mode between all interested parties is necessary to create more socially just and inclusive planning processes, as a consequence of the changes in urban governance.¹⁶

In the last part of the chapter, the concept of governance has been present in the current thinking of spatial planning, as it can bring great contribution in means of analytical tools and can inform and support planners to understand the actual planning processes by relating them to a bigger societal context. Hence, from the literature reviewed in an attempt to analyze governance in spatial planning, one should emphasize more on the *process* rather than the outcomes of planning exposing the *decision-making process*, *the actors* involved or ignored from the planning process and their *relations*. In the effort for socially just and inclusive planning processes, participation is one resource in the struggle for power. (Fainstein 2000)

¹⁶ It must be admitted that the typology of collaborative planning theory is not exhaustive as there remain many defenders of the traditionally dominant paradigm of the rational model, as well as incrementalist one, and Corbusian modernists, who still promote formalist physical solutions to urban decay, but city building for the benefit of the citizens requires empowering of those who are excluded from discussions and structural positions.

IV. WATERFRONT REGENERATION IN ISTANBUL: HALIC/ THE GOLDEN HORN

IV. 1. Istanbul: context of planning

Turkey, as other developing countries has been experiencing a neo-liberal reconfiguration that is now in its final stage. First the liberalization phase in the 1980s, second the implementation of neo-liberal reforms in the post -1990s period and with the year of 2000, a process of configuring a new market-friendly and regulatory role of the state, by abandoning the institutions of the old state, began (Temizel 2007; Dincer 2011a; Enlil 2011; Erbas and Erbil 2012).

Istanbul has an important role in the global economy and it serves as a gate between two continents: Asia and Europe along with being an important metropolis at the regional level. At national level, Istanbul is the biggest city in Turkey with a population of 13.854.740 (2012) and a growth rate of 3.45% (3CD 2005), a metropolis with 39 district municipalities under the authority of Istanbul Metropolitan Municipality and the heart of Turkish economy: 23% of Turkey's Gross National Product, handles almost half of Turkey's exports and imports and hosts almost 50% of the 18,000 foreign companies active in Turkey, 42 of the 49 foreign banks; contributing with the 40% of all taxes collected at national level.(Istanbul Kalkinma Ajansi 2011 pp.61). The change from the industry oriented economy to service oriented economy is also reflected in Istanbul's aim of becoming a competitive global city. (OECD 2008) (Fig. No.21)

Since the 1980s, national policy intended to make Istanbul the focal point of a neo-liberal strategy approach to integrate the Turkish economy with global markets. These economic transformations were also visible in the accelerating transformation of urban space, making Istanbul the showcase of the country's new era of internationalism (Enlil 2011; Uzun 2010).

In the pace of decentralization as a solution for more effective forms of governance, in 1994, the authority to make and approve plans concerning estates included in the privatization program, was transferred from local authorities to the High Council of Privatization (OIB). This not only provided exceptional development rights to the owners of these valuable properties located in city centers, but also marginalized the authority of the traditional planning and administration institutions, creating major social, economical and cultural impacts(Dincer 2011a; Erbas and Erbil 2012). By 2000, other leading structural changes as integration of urban fringe to the core, de-industrialization, and urban sprawl, renewal of historical areas and re-development of brown field areas have been introduced through a complex agenda of urban regeneration policies into the urban planning practices. The central government created additional laws to enable urban regeneration as an exclusive planning tool and therefore making it a debated planning issue in the last decade. (Temizel 2007; Dincer 2011a)

The policies undertaken for this change have their justification also in the major structural changes from the past that had irreversible effects on Istanbul's urban issue. Starting with 1950s, the built environment of Istanbul has gone through a major change. In the period of rapid industrialization, rural population was drawn to the metropolis in search of jobs. Due to this mass migration and incapacity of the government to respond to the increasing housing demands, migrants occupied vacant land and built squatter houses (in Turkish "gecekondu")¹⁷. As the rural population became mostly blue collar workers, these houses were built behind industrial areas (Akbulut, Başlık 2011; Uysal 2012). (Fig. No.22)

¹⁷ Squatter housing created over night in 'the politization period of 1950s' and 'the post-1980 period till today' in Turkey (Akbulut, Başlık 2011)

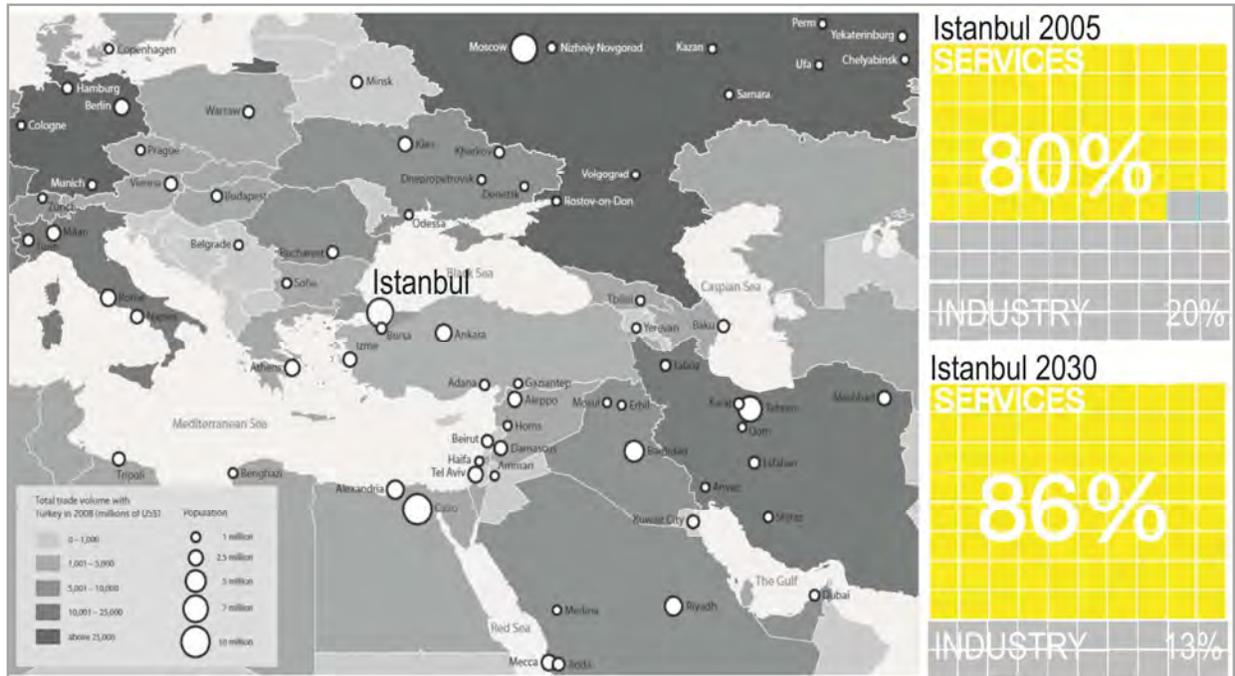


Fig.No. 21: Right: Regional Perspective of Istanbul
 Source: author, modified after Istanbul City of Intersections, Urban Age 2010
 Left: Projection of service sector in Istanbul
 Source: author modified after Columbia University 2011- OECD 2008

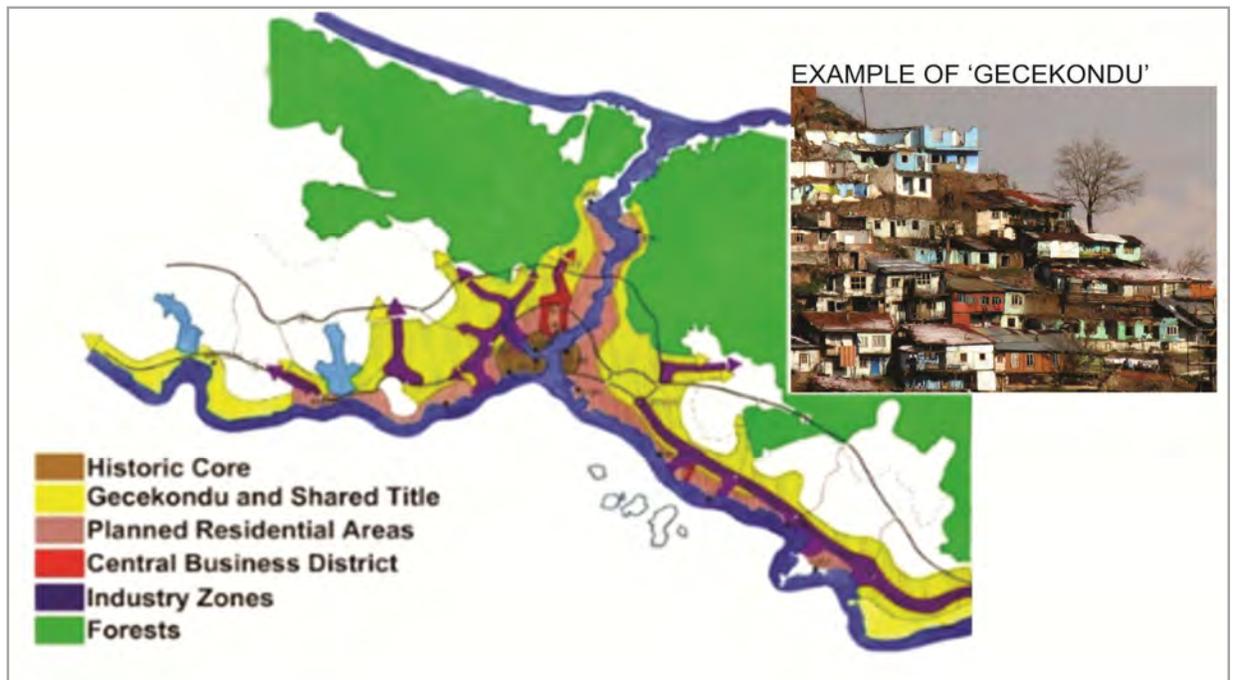


Fig.No. 22: Sprawl of industrial and residential areas in Istanbul during 1950–1980
 Source: author modified after Kaptan (1991)

The policies undertaken for this change have their justification also in the major structural changes from the past that had irreversible effects on Istanbul's urban tissue. Starting with 1950s, the built environment of Istanbul has gone through a major change. In the period of rapid industrialization, rural population was drawn to the metropolis in search of jobs. Due to this mass migration and incapacity of the government to respond to the increasing housing demands, migrants occupied vacant land and built squatter houses (in Turkish "gecekondu")¹⁸. As the rural population became mostly blue collar workers, these type of informal settlements were built behind industrial areas (Akbulut, Başlık 2011; Uysal 2012). (Fig. No.22)

Along with the amnesty reforms, this phenomenon resulted in an uncontrolled development of the housing market without building permits and with safety problems. This aspect was ignored and tolerated by the government and titles for the land were given by politicians that found a vote pool out of it (Akbulut, Başlık 2011). This affected the urban issue of Istanbul faced in present with major problems in terms of transportation and pollution due to expansion, but also risk mitigation, as in 1999 two earthquakes resulted in over 800,000 fatalities, due to the unsecure structure of the buildings (Columbia University 2011).

In line with the national policy on urban regeneration, empowered by the Main Law of Construction (Law No.3194)¹⁹, Istanbul Metropolitan Municipality built its urban regeneration target on a particular study named "2023 Istanbul Projects" (Istanbul Metropolitan Municipality annual report 2002) focusing on projects such as: Urban Development, Urban Rehabilitation and Urban Transformation, where the aim is to strengthen and rehabilitate earthquake risk areas, transform geologically weak zones and unhealthy constructed buildings as well as to create master projects for rehabilitation and transformation of historical areas. Hence, Istanbul becomes a target of this type of projects of regeneration.

In achieving these tasks, the Istanbul Metropolitan Planning (IMP) was created as a planning and design center and called by Mayor of Istanbul Metropolitan Municipality, Kadir Topbaş as: *"the project which I would like to be remembered with"* (Istanbul Kalkinma Ajansi 2011 pp. 40).

The centre is funded through a public-private partnership that presents itself as an affiliate company of the Istanbul Metropolitan Municipality, but managed by Bimtas S.A., a private company. In 2009 with a comprehensive planning approach, the center consisting of 400 experts, academics, and key municipal members collaborated to realize the Istanbul Environment Plan at the 1/100.000 scale, which was approved in the same year. Still, this center has been left out from the decision-making process, as urban regeneration projects are gaining importance in the development of Istanbul, and has a project-based approach to planning engaging in this type of projects.

After 2005, in line with the neo-liberal transformation and the market forces, re-development projects for dilapidated areas within city center began to dominate the urban planning agenda (Dincer 2011b, Karaman 2012). Most of the debates starting with this period were concerned with the new laws of urban regeneration and their major impacts (Dincer 2011a, Ergun 2004). These new laws, part of a national policy and endow local authorities with "new powers

¹⁸ Squatter housing created over night in 'the politization period of 1950s' and 'the post-1980 period till today' in Turkey (Akbulut, Başlık 2011)

¹⁹ According to Main Law of Construction No. 3194 (Imar Kanunu)- adopted 3.05.1985, article 4: "when applied together with Tourism Incentive Law No. 2634 , Conservation Law No. 2863 and with other special laws for the already designated special areas designated or that will be designated, this law will not interfere with the special laws"

to intervene and regenerate locked-in, dilapidated historic neighborhoods where market forces alone are not sufficient or too slow to gentrify and transform them" (Enlll 2011 pp. 21).

Institutions established by the central government, engaging in urban regeneration projects are empowered to prepare their individual local plans for areas under their ownership or relevant for their specialties. This brings a wide range of problems concerning implementation along with impacts at the social and economic level, as the approach fails to fully integrate and even excludes civil society in the process. The new legal agreements are made within ad-hoc solutions and case-specific design, empowering central state organizations such as State Housing Authority (TOKI) and Privatization Authority (OIB) (Dincer 2011a, Karaman 2012, Erbas and Erbil 2012).

Under the justification of the previously mentioned two major earthquakes (1999, 2011) , the new zone specific laws are: the Law of Conservation (Law No. 2863- a zone specific law), the Law of Renewal (Law No. 5366) and the Law of Earthquake Risk (Law No. 6306) are legal tools that make their way through as a main tools in urban planning.

Law of Conservation (Law No. 2863) is focusing on conservation and restoration of the historical buildings within a site declared as conservation area and on the change of the existing functions in line with the current needs of the city.²⁰

Law of Renewal (No. 5366) is focusing on the transformation of the build environment of entire neighbourhoods in which historical and cultural assets are densely populated. These are often in regions situated in the city center and which were favored by middle and low income groups until recent times, on accounts of their proximity to former industrial zones and subsequent connection with city center afterwards (Erbas and Erbil 2012; Uysa, 2012).

Law of Earthquake Risk (Law No. 6306) is focusing on the areas under earthquake risk and it enables regeneration projects that consist in demolishing the existing unstable structures and build new ones (Fig. No.23).

For zone specific laws, new institutions are responsible for the regeneration interventions and therefore new actors at different levels of government engage in spatial planning: The Conservation Board is designated for the projects under the Law of Conservation (No. 2863) and The Renewal Board for the ones under the Law of Renewal (No. 5366). These bodies are linked to the central government, controlling the projects according to their administration boundaries. Therefore two levels of approval appear as: city (Board number II) and state (Board number I).

These boards are formed of: academicians, private sector and municipality representatives and are in charge of approving the projects according to the specific requirements within the specific regeneration laws. The members of this board are a wide range of experts which are serving this duty for 5 years²¹. Still, the members can be changed by the Ministry. Another weak point of this board's accountability is that the number of academia involved diminished from five to two out of nine, remaining with an increasing number of private sector representatives and other bureaucrats.²²

²⁰ According to Law of Conservation No.2863 (Kültür ve Tabiat Varlıklarını Koruma Kanunu)- adopted on 21.07.1983, modified in 2005- Official Paper (Resmi Gazete) Page: 18113

²¹ According to Law of Conservation No.2863 (Kültür ve Tabiat Varlıklarını Koruma Kanunu)- adopted on 21.07.1983, modified in 2005- Official Paper (Resmi Gazete) Page: 18113

²² According to Law of Conservation No.2863 (Kültür ve Tabiat Varlıklarını Koruma Kanunu)- adopted on 21.07.1983, modified in 2005- Official Paper (Resmi Gazete) Page: 18113; The information was confirmed by the responded to Interview No.19: Prof. Dr. Iclal Dincer, member of Conservation Board; Date: 24.10.2013; Location: Yıldız Technical University, Hour: 12:00; Interview lasted 20 minutes. (Annex N0. 01)

	Renewal zones	Law Nr. 3194	Zone-Specific Law
Central Government	•		•
Ministry of Environment and Urbanism		•	
Ministry of Culture and Tourism	•	•	
State Housing Authority – TOKI	•	•	•
Privatization Administration		•	•
Municipalities	•	•	•
Real Estate and Construction Companies	•	•	•

Fig.No. 23:Table of actors in charge of decision-making in Urban Regeneration until 2012
Source: author modified after Erbas; Erbil 2013

These new institutions are highly criticized by scholars and citizens claiming that the real intention is not to benefit the public, but rather for political and economic reasons (Özeke 2012; Dincer 2011a; Dincera 2011b; Karaman). The introduction of urban regeneration as a tool for development and the emergence of the new laws in planning, classified urban regeneration projects as guilty of: uncontrolled urban sprawl, deterioration of cultural, historical and natural assets, non-industrialization, creating social inequality, social exclusion along with providing limited spatial quality (Ercan 2011, Advisory Group on Forced Evictions to the Executive Director of UN-HABITAT).

Engagement of institutions of central government in decision-making over planning at local scale, transforms the clash of interests in urban regeneration projects from being the small scale impacts of social, economical or environmental concerns regarding planning to actual questioning of the whole planning system in Istanbul, Turkey. (Dincer 2011 a, 2011b; Enilil 2011; Ergun 2004)

While the purpose of the urban regeneration projects seem to be in the name of upgrading the built environment and improving the living conditions of the poor, the projects are made within a top-down approach to planning, reducing to just a transformation of physical space and neglecting the social, economical and environmental dimensions. These aspects along with the unwillingness of government to allow any participation of civil society become the focus of discontent and protest of many engaged in resistance towards urban regeneration projects (Erbas and Erbil 2012; Temizel 2007). Strong opposing governance forms come together: non-governmental organizations, neighbourhood associations, Chamber of Architects and Urban Planners and urban social movements are formed with the aim of more justice and inclusionary process in planning. This situation culminated with the events of 28 May 2013 when

thousands of people fought against the "*neo-liberal urban development agenda of the government*" (Taksim Dayanismasi 2013)²³.

In this context, a crucial issue of planning in a metropolis like Istanbul, concerns the "soft" spaces in the city such as former industrial sites, dockyards, warehouses, and waterfronts, which occupy potentially valuable sites in the city centre. In neo-liberal times these constitute attractive locations for both national and international investors. Redevelopment schemes for such areas are usually envisaged in terms of iconic mega-projects such as office towers, deluxe hotels, shopping centers, and so on. But without an eye to the urban context as a whole social construction, such top-down mega projects do more harm than good (Enlil 2011; Ercan 2011; Uzun 2010)

On-going urban waterfront regeneration projects in Istanbul are: Kartal (2013), Haydarpasa Port (2004) and Galata Port (1998). Two of the projects, Haydarpasa Port and Galata Port are governed by public - private partnerships, the areas being given to tender under the law of Built Operate and Transfer (Yap Islet Devret).

These projects aim to change the image of Istanbul, being built in scope of economical development and designed by famous internationally recognized architects: Zaha Hadid- Kartal Project; Tabacioglu- Galata Port (Erbas 2000; Butuner 2006; TMMOB- SPO 2013). Considering the context of planning in Istanbul, the planning process for all these projects is long, facing strong opposition from the citizens' side. Within this process, also multiple law suits are enabled to stop the planning process and projects have been cancelled several times: for example Galata Port is taken to auction for the second time on 12 may 2013, the period of tender being modified now from 49 years to 30 years (TMMOB- SPO 2013²⁴). (Fig.No.24)

To conclude, urban regeneration comes forward as a highly problematic planning process and alternative to the old planning system of Istanbul, Turkey. It lacks within its content, but also context of implementation: the new market-friendly, regulatory role of the state creates urban regeneration policies and new zone specific laws regulating the built environment; institutions of central government engage in decision-making process over planning at local scale and refuse to allow grass-root participation. Questions are raised around the purpose of these regeneration projects that shift from the scope of upgrading the built environment and improving the living conditions of the poor to transformation of physical space for economical gain.

One of the most important needs is a more transparent, inclusive and collaborative processes in planning, this being also visible in the increasing protests and social movements against the urban regeneration projects. The strong opposition can be seen especially in the present on-going urban waterfront regeneration projects, because they occupy valuable sites in the city centre and are often developed for economical gain of international and national investors over passing the needs of the citizens.

²³ Online Source: <http://taksimdayanisma.org/?lang=en>

²⁴ According to the presentation held by Chamber of Urban Planners (TMMOB- Sehir Plancilar Odasi) 28.01.2013 - Chamber of Urban Planners Office (available also on the attached CD to this document)

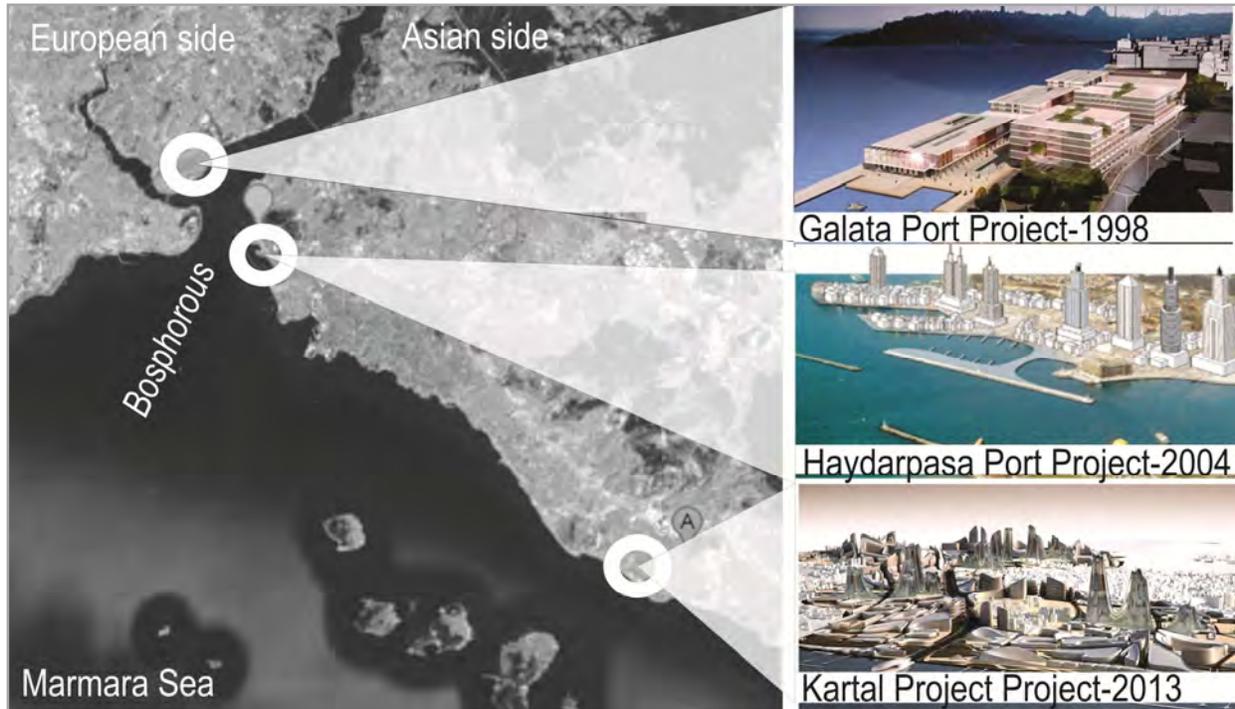


Fig.No. 24: Debated urban waterfront regeneration projects in Istanbul

Source: author

Conclusions: context of planning in Istanbul

IV.2. Fragmentized waterfront: Halic/The Golden Horn

This chapter is an overview of the process of regeneration of Halic's waterfront after 1980s presented with a focus on the governance forms and planning approaches along with the raised critiques on the results of this type of projects. Also the current state of development of this waterfront is presented to inform the analysis of Halic Shipyard Conservation Project.

The process of regeneration of Halic's waterfront:

Halic is a 7.5km bay (Fig.28) and plays a very important role in the history of Istanbul, being natural resource for the first settlements in the Historical Peninsula: "*there was the port before the city*" (Butuner 2006, pp 5).

As in many other cities in the world, in Istanbul, industrial structures began to rise along the waterfront of Halic in 19th century and in the plan made by Henri Prost (1937), the area was defined as an industrial site. (Yerliyurt 2008; Öztaş 2005)²⁵ With the popular discourse of urban waterfront regeneration projects in North American (1960s) and West-European countries (1970s), in 1975 the decentralization of the industry of Halic came into governments agenda and after studies and symposiums during 1975-1977, a transformation to recreational and cultural activities was decided. (Yerliyurt 2008; Aykan 2008)

The first approach to regenerate Halic's waterfront and also the first project of this type in Istanbul were realized in 1983 by Mayor Bedrettin Dalan, also the first Mayor of Istanbul Metropolitan Municipality. Dalan pursued a dream of bringing Istanbul's image in line with other global cities. He was influenced by the North-Western cities engaged in urban waterfront regeneration projects and had a vision of a "Cultural Valley" for Halic (Öztaş 2005; Butuner 2006; Bezmez 2008 Aysan 2008; Yerliyurt 2008; Gunay and Dokmenci (2012).

Dalan declared as his mission of cleaning the polluted waters of Halic with the statement:

*"The water of the Halic will be as blue as my eyes"*²⁶.

Along with the environmental concerns for regeneration of that time, there were also strong economical reasons. The project was sponsored by World Bank and the industrial waterfront was transformed into a huge vacant land which became large green park areas (Enlil 2011). (Fig. No. 25)

Although a 7.5 km green belt of parks and recreational spaces represent an enormous opportunity for a global city as Istanbul, the actual planning process of transformation from the industrial character of the area to the present state of cultural activities was contested among academia, civil society, non-governmental organization and experts in planning. Dalan's regeneration project was criticized as being a top-down waterfront clearance with a privileged planning approach destroying 100 Ottoman-era buildings and an additional 30,000 structures. (Köksal 1996, 2005; Yerliyurt 2008; Bezmez 2008)

²⁵ Prost's Plan of Golden Horn (1937)- Source: Archive of Istanbul Metropolitan Planning- (Annex No. 03)

²⁶ Source: Radika Newspaper;

Online access: http://www.radikal.com.tr/yazarlar/jale_ozgenturk/unkapanindan_eyupe_halic_kiyilari_bizimdi-1151879

This was made without any consideration of the citizens' opinion and also displacing neighbourhoods within 50 - 100m along the shoreline. The bulldozing of thousands of buildings and closure of many small manufacturing firms left a lasting hole in the local employment structure specifically in the remaining backstage neighbourhoods (Köksal 2005, Bezmez 2008, Yeliyurt 2008, Enlil 2011). (Fig.No.26)

At present, in the Istanbul Environment Plan at the 1/100,000 scale (approved in 2009) the area appears as a green area and designated for cultural and recreational activities²⁷ following the "Cultural Valley" vision of Mayor Dalan.

In line with the urban waterfront development global trends, this vision has been since the first regeneration in the minds of planners, mayors and developers, but was never realized in a comprehensive approach within a master plan. This led to individual waterfront regeneration initiatives triggered by different bodies of the government depending on the ownership of the land and planning rights over the land. Therefore the buildings escaping from Dalan's radical top-down intervention have been regenerated and transformed from old factories, docklands or shipyards into cultural functions. (Gunay and Dokmenci 2012; Bezmez 2008; Yerliyurt 2008)

The waterfront of the Halic changed rapidly with functions as: universities, museums, a theme park and congress centers as well as other consumption-oriented uses. (Gunay and Dokmenci 2012; Bezmez 2008; Kerimoglu and Gezici 2010)

Most representatives of these urban waterfront regeneration projects defining a clear change towards cultural functions are:

- Kadir Has University (2002) from a former Cibali Tobacco Factory Industrial-Logistic Spot: Cibali Tutun ve Sigara Fabrikasi (1984);
- İstanbul Bilgi University and Santralistanbul (2007), former Silahtarağa Electric Factory: Silahtarağa Electrik Fabrikasi (1918);
- Koç Industry Museum (2001) from former Hasköy shipyard (1661);
- Miniaturk open-air museum from former Brick Factory;
- Sütlüce Congress Center (2008) former Sütlüce Slaughterhouses: Sütlüce Mezbahsi (1923);
- Feshane (1998) former Feshane Textile Factory: Feshane Dokuma Fabrikasının (1883) (Fig. No.27)

It can be argued that an overview of the whole initiatives to regenerate Halic's waterfront demonstrates that instead of resolving the social burning issues of the neighbourhoods along Halic shoreline, within the same top-down approach as the first clearance in 1980, different governmental bodies engage in urban waterfront regeneration projects with the aim of changing the image of Istanbul in line with the trends in waterfront regeneration projects promoted by North-Western examples.

²⁷ Istanbul Environment Plan at a 1/100,000 scale (2009)- focus on the area of Halic (The Golden Horn);
Source: Achieve of Istanbul Metropolitan Planning - (Annex No. 04)



Fig. No 25: Before and after the first regeneration of Halic in 1980
Source: Istanbul -'Planning For Transparency And Inclusion'-2011 pp.31



Fig. No. 26: Right: The demolition in the period of Mayor Dalan (1983)
Left: Landscape of gecekondu living at the polluted shore of Halic (1973)
Source: Archive of Istanbul Metropolitan Planning

The main actor identified in the regeneration of Halic's waterfront is the Istanbul Metropolitan Municipality, this followed by district municipalities (Eyup Municipality and Beyoglu Municipality) and most recently, the involvement of private sector. (Fig. No.28)

Also other multiple urban regeneration projects are developed along Halic's waterfront. These are triggered by governmental bodies and are in line with the national urban regeneration policies.

This chain of urban regeneration projects started with the conservation initiative of the Historical Peninsula, added to the World Heritage List in 1985. The Historical Peninsula was declared as Conservation area in 2005 and a site-management project was conducted for it at the initiative of Istanbul Metropolitan Municipality, UNESCO and European Union. The first areas of intervention were: "Zeyrek Mosque and its associated sites," "Suleymaniye

Mosque and its associated sites” and the “Land Walls”. For the regeneration of the Historical Peninsula and the design of a site-management plan for it, an Advisory Board of Istanbul Sites was created in 2008. This initiative inspired further interventions along the waterfront of Halic. The Advisory Board has emphasized that the districts: Beyoglu, Eyup, Bogazici, Uskudar and Kadikoy which surround Istanbul Historic Peninsula are each unique districts due to their cultural heritage and natural characteristics and therefore these were also declared as protected sites on different dates accordingly.²⁸

Halic belongs to the districts of Beyoglu and Eyup and the declaration of these districts as protected sites welcomed another urban regeneration projects along its waterfront. The projects were made within the Law of Conservation or Law of Renewal (see chapter IV.1), under the authority of different governmental bodies, but mainly Istanbul Metropolitan Municipality and they spread along Halic, complementing the previously mentioned urban waterfront regeneration projects that transformed industrial buildings and docklands accordingly to the "Cultural Valley" vision. Because the projects were made part of the specific policies of urban regeneration, central government representative, Conservation Board was added to the decision-making process of mostly all the projects.

While mapping these projects, a total of 25 projects of urban waterfront regeneration, renewal and design with different designated functions were found: residential, cultural, and recreational and tourism. (Fig.No.28)

Projects along Halic's waterfront are the following:

Initiated by Istanbul Metropolitan Municipality:

- Suleymanie and Hanlar Conservation Project (part of the Historical Peninsula Conservation Plan);
- Eminonu Square Project;
- Gulhane Park Project;
- City Walls Conservation/ Renewal Project (part of the Historical Peninsula Conservation Plan);
- Zeyrek District Conservation/ Renewal Project (part of the Historical Peninsula Conservation Plan);
- Kadir Has University Conservation Project (part of the Historical Peninsula Conservation Plan);
- Fener- Balat Conservation Project (part of the Historical Peninsula Conservation Plan);
- Ayvasaray Conservation Project (part of the Historical Peninsula Conservation Plan);

- Feshane Conservation Project;
- Pier Loti Urban Design Project;
- Coastal Area Design;
- Kathane Landscape Design Project;
- Satral Istanbul Conservation Project;
- Miniaturk Design Project;
- Sutluge Congress Center Conservation Project;
- Halic Shipyard Conservation Project (part of the Beyoglu Conservation Plan);
- Persembe Pazari Renewal Project (part of the Beyoglu Conservation Plan);

²⁸ According to- Istanbul Historic Peninsula-Site Management Plan (2011)

Initiated by District Municipality:

- Galata District Conservation- Beyoglu Municipality (part of the Beyoglu Conservation Plan)
- Eyup Regeneration Project (Eyup Municipality)
- Okmeydani Conservation Plan;
- Dolapdere- Pialepasa Plan;
- Hacioglu- Sutluce Plan;

Initiated by private developer:

- Rahmi Koc Museum Project;
- Halic Port Project;
- Galata Port Project; (part of the Beyoglu Conservation Plan) (Fig. No.28)

This makes a clear view of a waterfront in radical transformation through multiple initiatives of urban regeneration projects facilitated by the national policy on urban regeneration and a "Cultural Valley" dream that has never been achieved comprehensively. There is a proof of an entrepreneurial government, configuring a new market-friendly, regulatory role that allows also involvement of private sector in the latest developments through privatization with the examples of Rahmi Koc Museum (1991); Galata Port Project (1998) and Halic Port Project (2013).

All the projects along Halic's waterfront have been classified as not taking into account the social aspects, the needs of the community, focusing only on physical regeneration. Therefore the initiatives of regeneration were contested and even accused of displacement or forced eviction of the poor residents that were replaced with high-middle income ones. (Öztaş, 2005; Bezmez 2008; Yerliyurt 2008; Dincer 2011b).

Bezmez describes: "*With empty convention centers in the middle of poor neighbourhoods, a few art galleries right beside demolished historic buildings, and newly built museums next to squatter housing*". (Bezmez 2008 pp. 817)

As a response to this regime of urban regeneration (Dincer 2011a; Dincer 2011b), strong opposition rose from the side of neighbouring communities, academia and other non-governmental actors. Urban social movements are formalized in Neighbourhood Associations or non-governmental organization taking an active role in the planning process. (Kerimoglu and Gezici 2010; Dincer- 2011b;Bezmez 2008)

Some of the most striking examples of resistance of the citizens along Halic are within Fener-Balat Conservation Project, Ayvasaray and Sulukule Renewal Project. Although these projects have been finalized differently and in some the displacement of the population could not be avoided, the struggle of the communities was impressive.

The citizens have organized themselves creating neighbourhood associations (Fener-Balat Neighborhood Association: <http://fenerbalatimiz.wordpress.com/>;Sulukule Resistance: <http://sulukulegunlugu.blogspot.ro/>) and social movements, formalized partly through chamber of planning experts, non-governmental organizations, academia and internationals, fought together against a systematic gentrification process triggered by the government. (Fig. No.29)

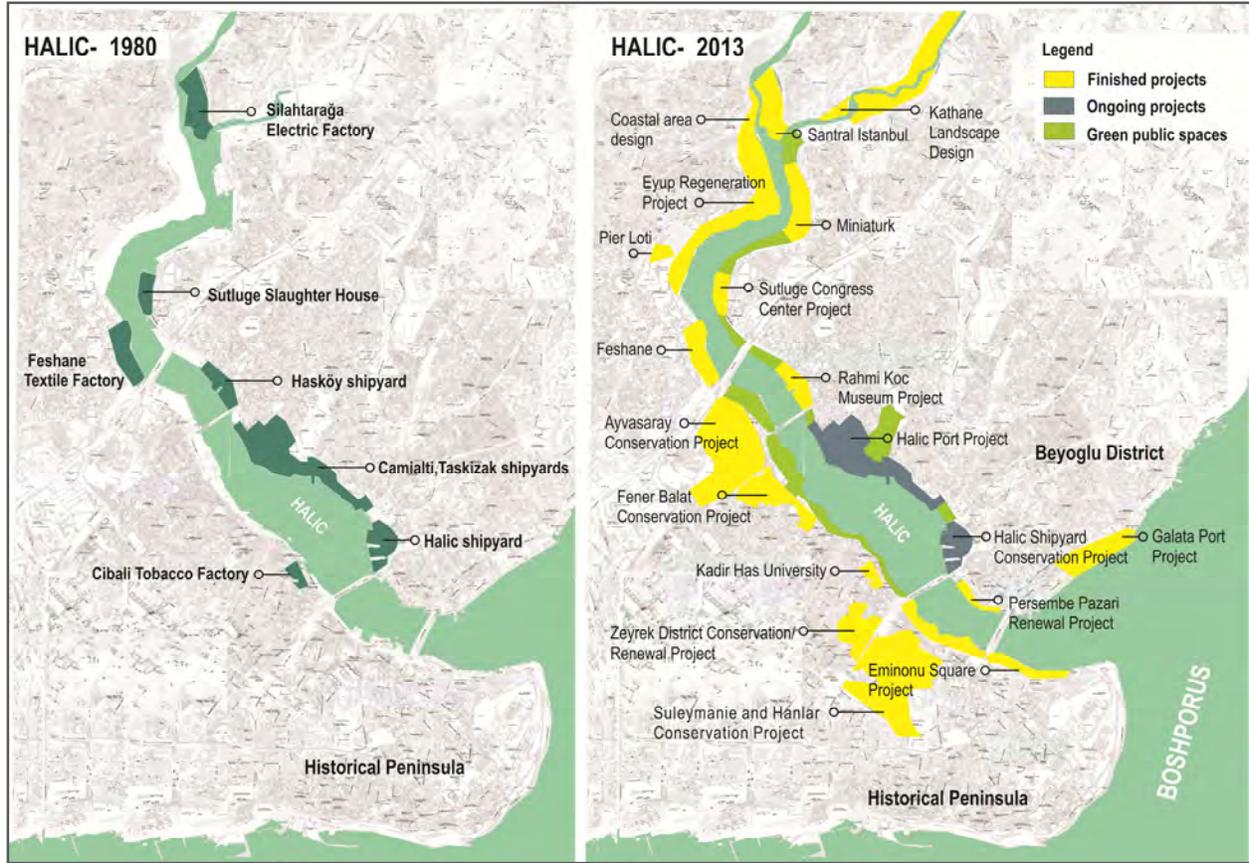


Fig. No. 27: Change of Halic's waterfront from 1980s until 2013

Source: author (this map was developed by gathering data from academic papers and documents from archive of Istanbul Metropolitan Planning)



Fig. No. 28: Left: Protest in Fener-Balat District: "Don not touch our houses!"

Online source: <http://fenerbalatimiz.files.wordpress.com/2013/03/fener2.jpg>

Right: Roma people that were displaced from Sulukule, protesting

Online source: <http://www.insanhaber.com/guncel/sulukule-artik-cok-uzaklarda-h11751.html>

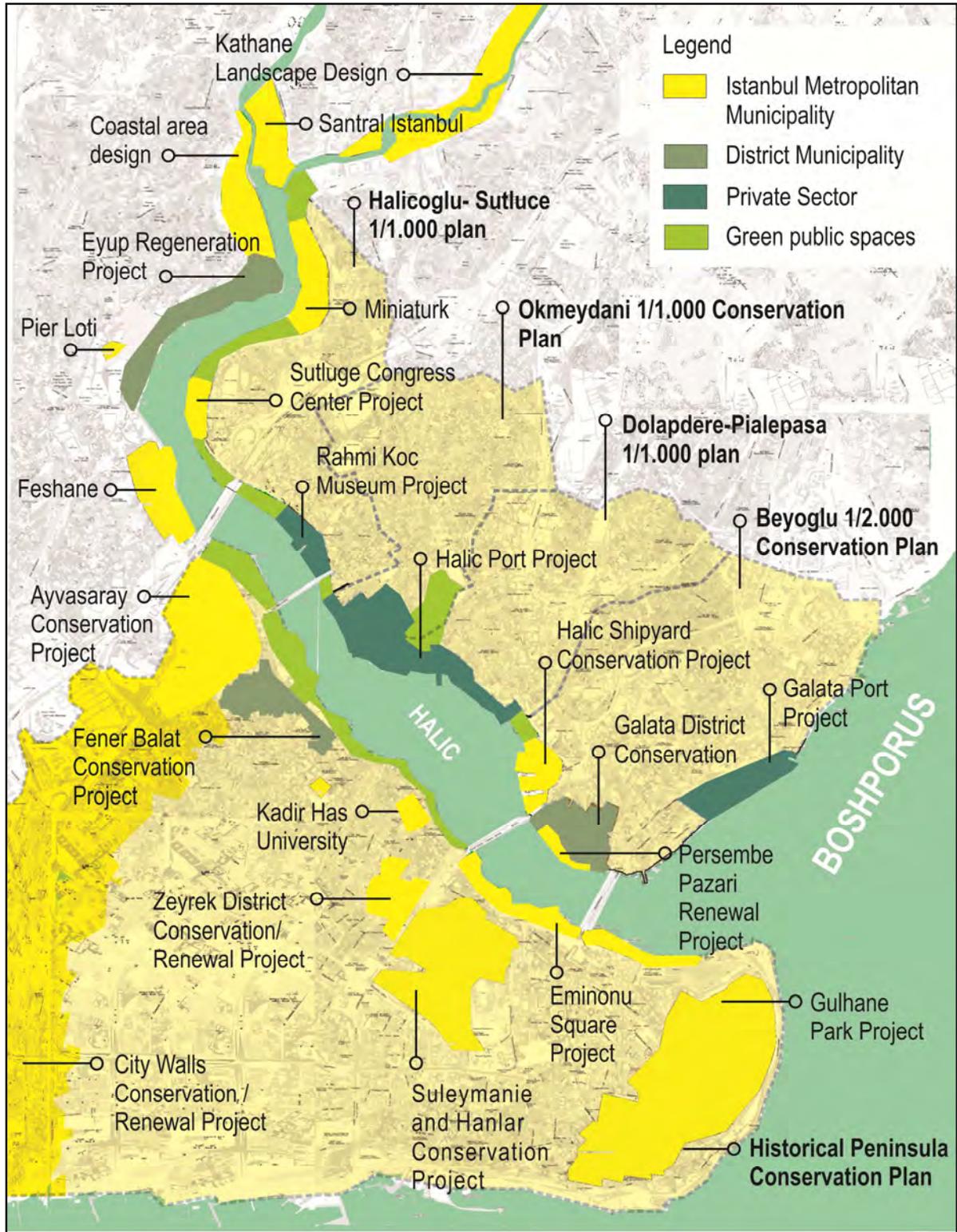


Fig. No. 29: Initiators of projects along Halic

Source: author (this map was made from gathering data from academic papers and document from the archive of Istanbul Metropolitan Planning)

Current state of Halic's waterfront:

In present, although the unemployment problems were not resolved, the large space of green areas and parks are benefiting the low-income backstage community in terms of public space. The built environment of these neighbourhoods are formed by "gecekondus" (squatter housing)²⁹ heritage of the migration of 1950 due to industrialization (Köksal 2005, Bezmez 2008, Yeliyurt 2008; Akbulut, Başlık 2011) (see chapter IV.1.) (Fig. No. 22).

Because these neighbourhoods were developed organically without any plans, have narrow streets and no public spaces or any kind of recreational utilities and therefore the green spaces along Halic are now satisfying this need. While walking through the parks of Halic, it can be observed how people from neighbouring communities spend their weekends enjoying public space at waterside in different seasons. (Fig. No.30)

The wide green spaces of 7.5 km are an enormous gain not only for the neighbouring communities, but for all 17 million citizens of a metropolis like Istanbul, due to the accessible location of the site, in the heart of the city, between the old Historical Peninsula and the new city center, Beyoglu District (Butuner 2006) .(Fig.No.27)

The opportune location in the heart of the city, between the old Historical Peninsula and the new city center along with the cultural trend given by the on-going state-led urban regeneration projects managed to attract also single initiatives of private investors. They have engaged in transformation of the built environment along the Halic with developments of luxurious residential buildings and hotels. It can be observed that recently the market forces polarize the waterfront of Halic bringing high-income citizens and challenging backstage neighbourhoods with increasing living costs and danger of displacement.

Walking along Halic waterfront and looking towards the inland urban issue, one can find a contrasting landscape between luxury hotels, cafe's and residential buildings rising from poor neighbourhoods constituted by "gecekondus". (see chapter IV.1.) (Fig. No.31)

²⁹ Squatter housing created over night in 'the politization period of 1970s' and 'the post-1980 period till today' in Turkey (Akbulut, Başlık 2011)



Fig. No.30: Neighbouring community enjoying the green areas of Halic in different seasons (summer- autumn), on the side of Beyoglu District

Source: author; Dates: 01.08.2013; 09.09.2013; 27.10.2013



Fig. No. 31: Hilton Inn Garden Hotel next to gecekondu's
Source: author Date: 27.10.2013

Summary: Halic's waterfront regeneration process and current state

Concluding, the process of the waterfront regeneration of Halic since 1980's until present, it reveals itself as a contested top-down planning approach with privileged legal means facilitated by different governmental bodies and by a national policy on urban regeneration (Law of Conservation, Law of Renewal).

An overview of the whole projects along Halic's waterfront demonstrates that instead of resolving the social burning issues of the former blue collared neighbourhoods along Halic shoreline, they have been used for political gain by central and local government. Although the attempts to transform Halic with the vision of a "Cultural Valley Project" are not different from other urban waterfront regeneration projects around the world, in terms of process, they can't be explained through just one clear framework of public-private partnerships, intense processes of urban entrepreneurialism or gentrification as other classical North-Western examples.

This waterfront is one of the focal points of clustering urban regeneration in Istanbul and can be classified as not allowing participation, not taking into account the citizens needs and being focused on just physical transformation and economical gain, deepening further the social economical inequality in the city. As a result of this approach to planning, through project-based large-scale urban regeneration, strong opposition is faced from neighbouring communities, academia and other non-governmental actors who are active in the planning process.

Still this 7.5 km green belt of parks and recreational spaces in the heart of the city represents an enormous opportunity for a congested global city as Istanbul and its citizens, but mostly for its low-income neighbouring communities in need of public space. (Fig. No. 30)

IV.3. Halic Shipyard urban waterfront regeneration

IV.3.1. Area of Halic Shipyards

In this chapter the area of the study, the area of Halic shipyard, where the Halic Shipyard Conservation Project is realized is presented along with the historical and cultural values of the site. Because Halic shipyard is part of a whole Arsenal (Halic Shipyards - known also as Tersane-i Amire Arsenal) it is important to be understood and studied together with Camialti and Taskizak shipyards.

Halic Shipyards (Tersane-i Amire Arsenal) comprising Halic, Camialti and Taskizak Shipyards are located at the shore of Beyoglu district, the central district of Istanbul, along Halic. (Fig.No.32)

The shipyards are among the few sites that escaped the clearance process of mayor Dalan along the Halic in 1983 (see chapter IV.2.), due to their significant cultural and historical value. Halic Shipyards are 559 years old Ottoman shipyards, dating to 16th Century, built by Fatih Sultan Mehmet in 1455 (Koksal 1996,2005; Yerliyurt 2008) and they also represent the second oldest arsenal in the world, after The Venetian Arsenal (1104). (Koksal 1996, 2005) Sultan Mehmet was the one who conquered Constantinople (today's Istanbul), transforming the Ottoman state into an empire and therefore this makes the site of a great importance in terms of identity for Istanbul.

This is also highlighted aspect in the political discourse, in the media while exposing the intention of regenerating the shipyards³⁰: "*Conqueror's shipyard opens to tourism*" ("Fatih'in tersanesi 'turizme' açılıyor")³¹

The location of the shipyards is particularly placed on the most important commercial axis in Istanbul since old times until present. This axis is along Galata Bridge which facilitated the transition of economical activities from the Historical Peninsula to Beyoglu district (former Pera), the new city center since 19th Century (Akın, 1998, Dökmeci and Çıracı 1990, Tokatlı 1999).

Besides the cultural and historical importance of the place, the area of the Halic shipyards is a perfect terrain for development in terms of market value of the land also due to their central location. The site is close to Istiklal Street (Istiklal Caddesi) known as the most crowded and lively street in the town, Taksim Square, the zero point in Istanbul and many museums, galleries, cafe's, restaurants and hotels that are nowadays rising in the district of Beyoglu. (Fig. No.33)

This central location provides also good accessibility to the site, being close to multiple means of transportation as metro, tram and tunnel and also to points of transport on water. (Fig. No.34)

In terms of surface, Halic shipyards take 30ha and therefore they offer an opportunity in creating public space at waterfront reachable for a broad public of Istanbul. This is possible due to the above mentioned accessible central location and also because it can contribute to the chain of parks along the 7.5 km waterfront of the Halic (Fig. No.34).

³⁰ Media Collage: News related to the project gathered by the author between 25.June 2013- 23.11.2013 (Annex No. 05)

³¹ Online source: <http://ekonomi.milliyet.com.tr/fatih-in-tersanesi-turizme-/ekonomi/detay/1726518/default.htm>



Fig No. 32: Halic Shipyards- Tersane-i Amire in deteriorated shape, view from boat on Halic
 Source: author; Date: 27.10.2013

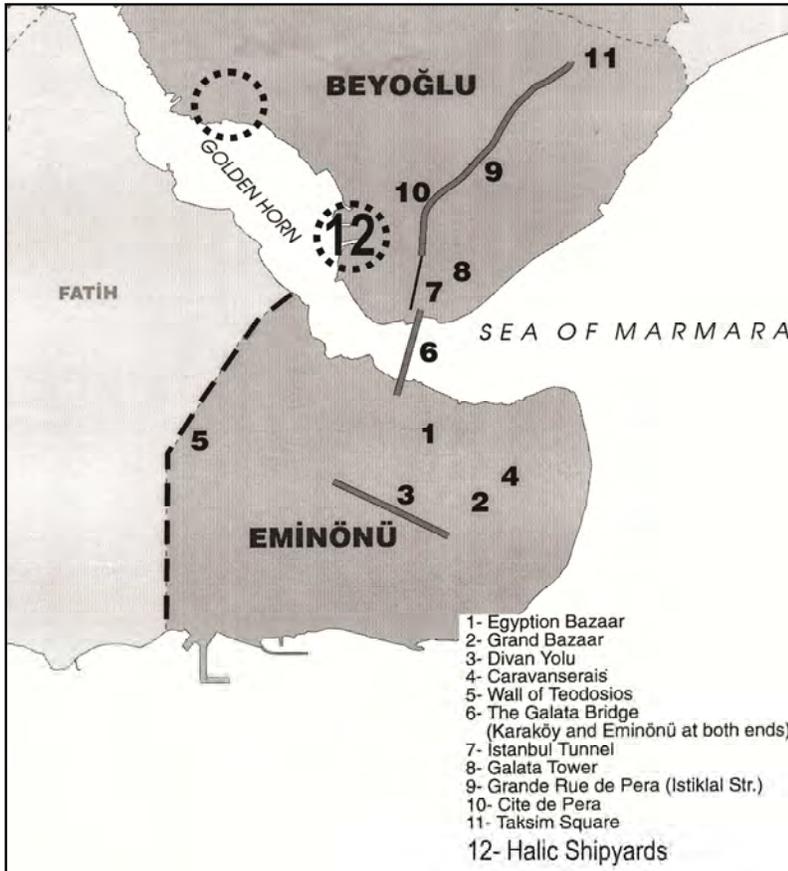


Fig. No 33: Important axis in Istanbul: conection of old city center with new city center
 Source: author modified after Takatli and Boyaci 1999

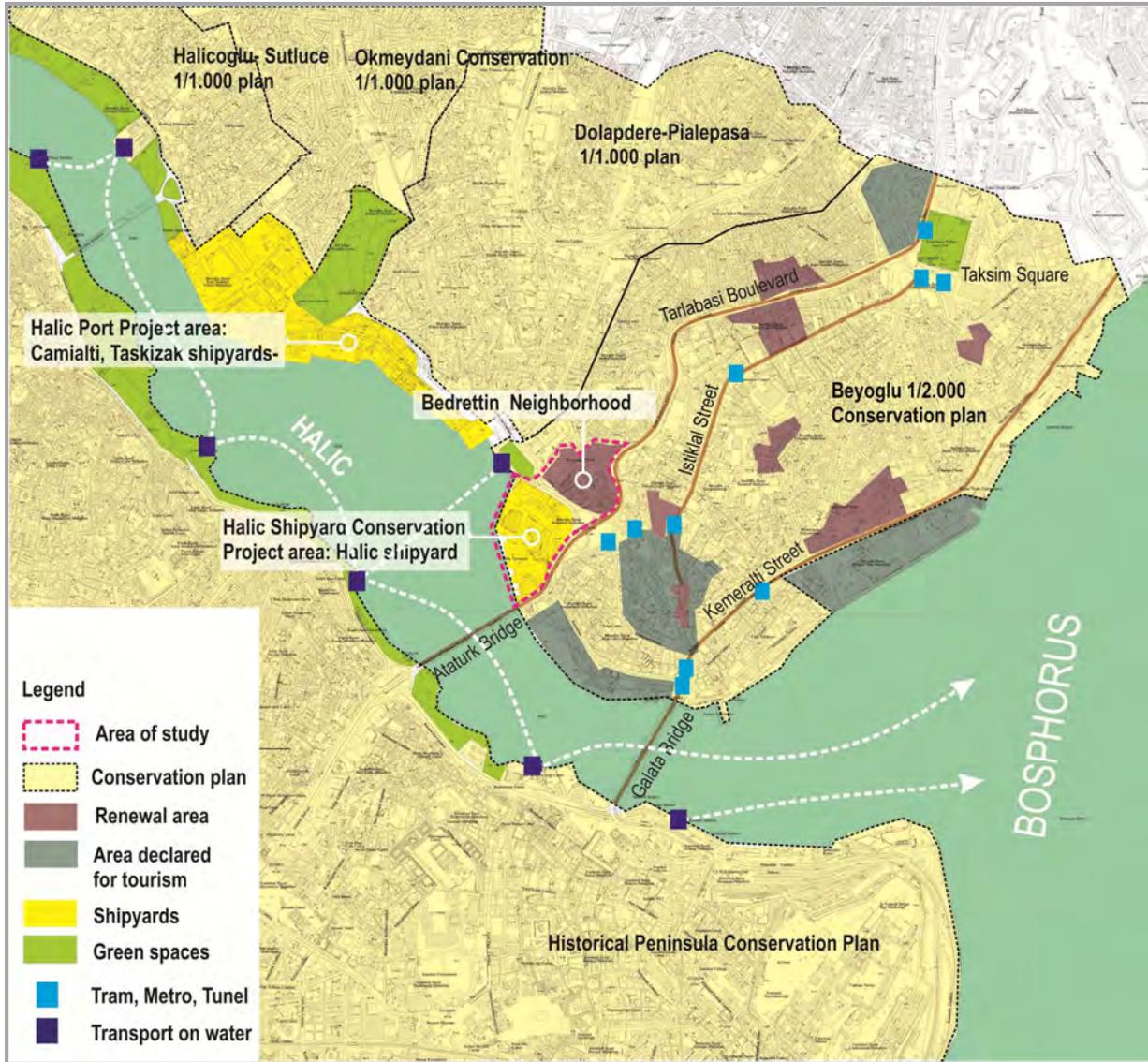


Fig. No34: Location of the Halic Shipyards
 Source: author

As resulted in the historical overview of the urban waterfront regeneration projects along Halic (see chapter IV.2), the sites along the water's edge, have been identified as having great importance for the neighbouring communities for several reasons. First, because the first urban regeneration along Halic, had a major economical impact on the neighbouring community, formed by dock and shipyard workers. After the clearance project of Mayor Dalan in 1983, the production activity in Halic Shipyards was reduces and moved in 1994 mostly to Tuzla (a suburb of Istanbul) and left unemployment behind. As also presented in the chapters IV.1 and IV.2, the problem of the neighbourhoods was not on the agenda of the previous regeneration projects along the waterfront and the new developments have had

major impacts on the neighbouring communities, leading to a process of gentrification and often ending with the displacement of the existing population.

Second reason that makes this area important for the backstage neighbourhoods is also their potential of filling their need of public spaces. The urban issue of these neighbourhoods evolved organically in the era of industrialization between 1950-1960s (Enlil 2011, Yerliyurt 2008) with “gecekondu's”³² and had no plans for open green spaces and recreational utilities. Also as resulted from the analysis of Halic's waterfront, parks and playgrounds are populated by the low-income groups from the neighbourhoods (see chapter IV.2)

Neighbouring communities of the Halic Shipyards are: Kecepiri, Kulaksiz, Kadi Mehmet, Camikebir and Bedrettin Neighbourhood. The closest one to Halic shipyard, where Halic Shipyard Conservation Project will be developed is Bedrettin Neighbourhood. This neighbourhood will be studied in detail further in this research, in order to understand the communities' position in the planning process of the urban waterfront regeneration project, Halic Shipyard Conservation Project. (Fig. No. 34)

Main points after understanding the area, location and importance of Halic shipyard are the following:

- the shipyards are important for their cultural and historical value at global, national and local level;
- the site has great potential in means of public space accessible for all citizens of Istanbul;
- the further analysis of the neighbourhoods is needed in relation to the regeneration of the shipyards.

IV.3.2. Introducing Halic Shipyards: legal framework

After the first urban regeneration along the Halic, the production activity in Halic shipyards was reduced and moved in 1994 mostly to Tuzla (a suburb of Istanbul) and this led to a sizable deterioration of the shipyards (Fig. No.31). Consequently, on 22.03.1995, the area is declared as Conservation Area, according to the decision number 6482, 379 meeting by Conservation Board number I (based on Law No. 5402).³³

Because it is a Conservation Area, according to Law of Conservation (see chapter IV.1.) the whole area of Halic Shipyards is designated for a regeneration process and all interventions have to preserve the 31 historical buildings existing on the site. (Fig. No. 35)

Any plans made for this area have to pass the approval of the Conservation Board No. II, which is in charge of assuring the protection of the monuments. The Conservation Board No. II is the board with decision-making power at metropolitan level, representing Ministry of Culture and Tourism and it is formed by nine experts representing different institutions as Municipality, academia and private sector (see chapter IV.1.) Also by being a development of

³² Squatter housing created over night in ‘the politization period of 1970s’ and ‘the post-1980 period till today’ in Turkey (Akbulut, Başlık 2011)

³³ According to 1/2000 Conservation Plan of Beyoglu (2005)- (Annex No.06)

this kind, at metropolitan level, it has to be managed by Department of Historic Environment Protection, responsible over the planning process, outcomes and implementation along with assuring the conservation of the existing monuments.

Although the area is declared for conservation, the planning regulations for the Halic shipyards are incomplete. The plans for Camialti and Taskizak shipyards are missing. The existing plans are at the level of 1/5.000 and the plans of 1/1.000 are still to be done and approved by the Municipality of Beyoglu.³⁴ Halic Shipyard has plans of 1/5.000 and 1/1.000. The area of Halic shipyard becomes also part of the 1/2.000 Beyoglu Conservation Plan ³⁵ in 2005 and implicitly part of a bigger agenda of the government to renew and regenerate deteriorated areas in city center.

The plans at the level of 1/5.000 suggest the conservation of the shipyards and further functions as: culture, recreation areas, commerce and education.³⁶ Therefore the further projects and regeneration interventions done have to change the current dock and production functions, in line with these requirements, into consumption- oriented ones specific for the global era that we are experiencing.

The ownership of the shipyards belongs to different governmental bodies. The Halic shipyard belongs to Istanbul Metropolitan Municipality and Camialti and Taskizak shipyards to the Ministry of Transport, Maritime Affairs and Communications.³⁷ Also in present the area of the Halic shipyard is keeping its production character and is given to tender to private company for maritime transportation named IDO, which is using it to repair its ships.

Considering the legal framework, the following points can be put forward for the urban waterfront regeneration of the area:

- all three shipyards are under Law of Conservation and designated to regeneration and their current function will be changed with the suggested functions from existing plans: culture, recreation areas, commerce and education; also Conservation Board No. II (representing Ministry of Tourism and Culture) will be added to the planning process;
- there is lack of plans (Camialti and Taskizak shipyards have no 1/1.000 Plan; this has to be made by Beyoglu Municipality)
- the ownership belongs to different governmental bodies which makes a collaboration between these actors challenging: Camialti and Taskizak Shipyards- belong to central government, Ministry of Transport, Maritime Affairs and Communications and Halic shipyard- belongs to local government, Istanbul Metropolitan Municipality; area of Halic shipyard is under tender to IDO (private company for maritime transportation)

³⁴ Information gained as the author asked for the 1/1000 plans at Beyoglu Municipality; the representative of Beyoglu Municipality: Mrs. Arh. Gizem Askun; Date: 15.11.2013; Hour: 12:13; Location: Beyoglu Municipality; Duration of Interview: 20 minutes (Annex No.01)

³⁵ According to 1/2000 Conservation Plan of Beyoglu (2005)- (Annex No.06)

³⁶ According to 1/5000 Plans for Camialti and Taskizak Shipyard: AynaliKavak Kasri ve Halic Sahili Tersaneler Bolgesi- (Annex No.07)

³⁷ Since the year 2005 according to Kasımpaşa Takas Protocol, Taskizak and Camialti Shipyards are under the ownership of Naval Forces (Daniz Kuvvetleri) and the Turkey Maritime Companies (Turkiye Denizcilik Isletmeleri)



Fig. No. 35: 31 historical monuments on the site of Halic shipyards
Source: author modified after Dr.Arh. Gul Koksal

IV.3.3. Decision- making process

Social justice has the dimension of a process rather than an outcome and therefore the planning process is of a particular importance to portray “governance of place” (Healey 2003).

"The extent to which opportunities for participation are picked up in reality is an important indicator of balancing interests, even though is primarily the privileged, most articulate and directly concerned elements of society that attempt to participate in public decision-making processes ". (Heinrich and Nuisl 2011)

This chapter is an overview on the decision-making process for the urban waterfront regeneration of Halic Shipyards, the latest development along Halic. Consequences of a top-down governance structure which changes the planning process and also the outcomes of the urban waterfront regeneration of Halic Shipyards are emphasized.

First attempt to regenerate Halic Shipyards

A first attempt in regenerating Halic Shipyards (Tersane-i Amire Arsenal) is presented followed by the current state, two urban waterfront regeneration projects in on-going process of transformation. These urban waterfront regeneration projects are: Halic Shipyard Conservation Project, also the target of this research (Haliç Tersanesi Rölöve, Restitüsyon, Restorasyon, Yeni Kullanım ve Peyzaj Projesi) in the area of Halic shipyard and Halic Port Project (Halic Yat Limani Projesi) in the area of Camialti and Taskizak shipyards.

The first attempt to officially create a plan to regenerate the area of Halic, Camialti and Taskizak shipyards was in 2011, when all three shipyards came under the authority of Istanbul Metropolitan Municipality³⁸. The scope was to

³⁸ According to the interviews made with respondents: No.8, representative of Istanbul Metropolitan Planning, Date: 26.09.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour:14:00; Interview lasted: 50 minutes; No.17 with Mr. Taner Avlamaz, representative of Department of Historic and Environment Protection; Date: 22.10.2013; Location: Department of History and Environment Protection offices Hour: 12:22; Interview lasted 30 minutes; No.12 with Mrs. Ozgur Renceber,

create a comprehensive urban regeneration project for all three shipyards and reconnect Beyoglu district with its waterfront along the Halic. At the first glance this reveals itself as a worthy project, considering the potential of the area and the need in public spaces of the citizens of Istanbul, but also of the neighboring community.

This development was done under the Law of Conservation (Law No. 2863) focusing on the conservation and restoration of the historical buildings on the site and on changing their current functions in new ones according to the current needs of the city.³⁹ The area was under the authority of Istanbul Metropolitan Municipality, being the initiator of the project. Still, being also declared as a Conservation Area, the regeneration of all three shipyards was managed by the Department of Historic Environment Protection. (see IV.3.2.)

The Department of Historic Environment Protection designated through a bid, the task of making and designing the plans to Istanbul Metropolitan Planning⁴⁰.

Istanbul Metropolitan Planning as presented before, (see chapter IV.1.) is a research center for Istanbul Metropolitan Municipality, a semi-public company.

In line with the requirements of the Law of Conservation, the Conservation Board No. II. (see chapter IV.1) was added to the decision-making process. This has great power of decision on the project's outcomes, evaluating the plans and being able to cancel them. This Board is linked directly and represents the interest of the Ministry of Culture and Tourism, focusing only on the physical aspects of the project.⁴¹ IDO (a private company for water transport), having the tender over Halic shipyard area was also consulted in the decision making process.⁴²

Taking into account the aforementioned, the decision making power over the planning process and project outcomes belonged to the government, specifically at the city level and state level: Istanbul Metropolitan Municipality and the Department of Historic Environment Protection together with the Conservation Board No. II, representative of Ministry of Culture and Tourism. (Fig. No.36)

The plans done for a preliminary project (in Turkish "avan proje"), started on January 2011 and finished in June 2011, developed under the Law of Conservation (Law No. 2863) and the Main Law of Construction (Law No.3194).

representative of Department of Historic and Environment Protection and also in charge with Halic Shipyard Conservation Project; Date: 03.10.2013; Location: Department of Historic and Environment Protection; Interview lasted 15 min. (see Annex No. 01)

³⁹ According to Law of Conservation No.2863 (Kültür ve Tabiat Varlıklarını Koruma Kanunu)- adopted on 21.07.1983 - Official Paper (Resmi Gazete) Page: 18113

⁴⁰ According to the interviews done with respondents : No.8, representative of Istanbul Metropolitan Planning, Date: 26.09.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour:14:00; Interview lasted: 50 minutes; No.12 with Mrs. Oznur Renceber, representative of Department of Historic and Environment Protection and also in charge with Halic Shipyard Conservation Project; Date: 03.10.2013; Location: Department of Historic and Environment Protection; Interview lasted 15 min; No.17 with Mr. Taner Avlamaz, representative of Department of Historic and Environment Protection; Date: 22.10.2013; Location: Department of History and Environment Protection offices Hour: 12:22; Interview lasted 30 minutes; (see Annex No. 01)

⁴¹ According to interview No.19 with Prof. Dr. Iclal Dincer, member of Conservation Board; Date: 24.10.2013; Location: Yildiz Technical University, Hour: 12:00; Interview lasted 20 minutes. (see Annex No. 01)

⁴² According to the interviews done with respondents: No.8, No.12, No.17 (see Annex No. 01)

The preliminary project requested no participation from the citizens' side and no reflection on the surrounding neighbourhoods. The proposed functions for the areas were cultural, recreational, social services and commerce functions and were approved by the Conservation Board No. II in July 2012.⁴³

The approval in one year can conclude on the long time frame also often seen in other urban waterfront regeneration projects in Istanbul. This is due to the multiple law suits against the projects from different parties such as Chambers of Architects, Chambers of Urban Planners, Neighbourhood Associations and many others. When six months pass for the evaluation and approval of a project, the Conservation Board No.II, according to the Law of Conservation, is replaced in decision-taking by a superior body, Conservation Board No. I, at state level.⁴⁴ This reveals the strong hierarchical power within the government's institutions.

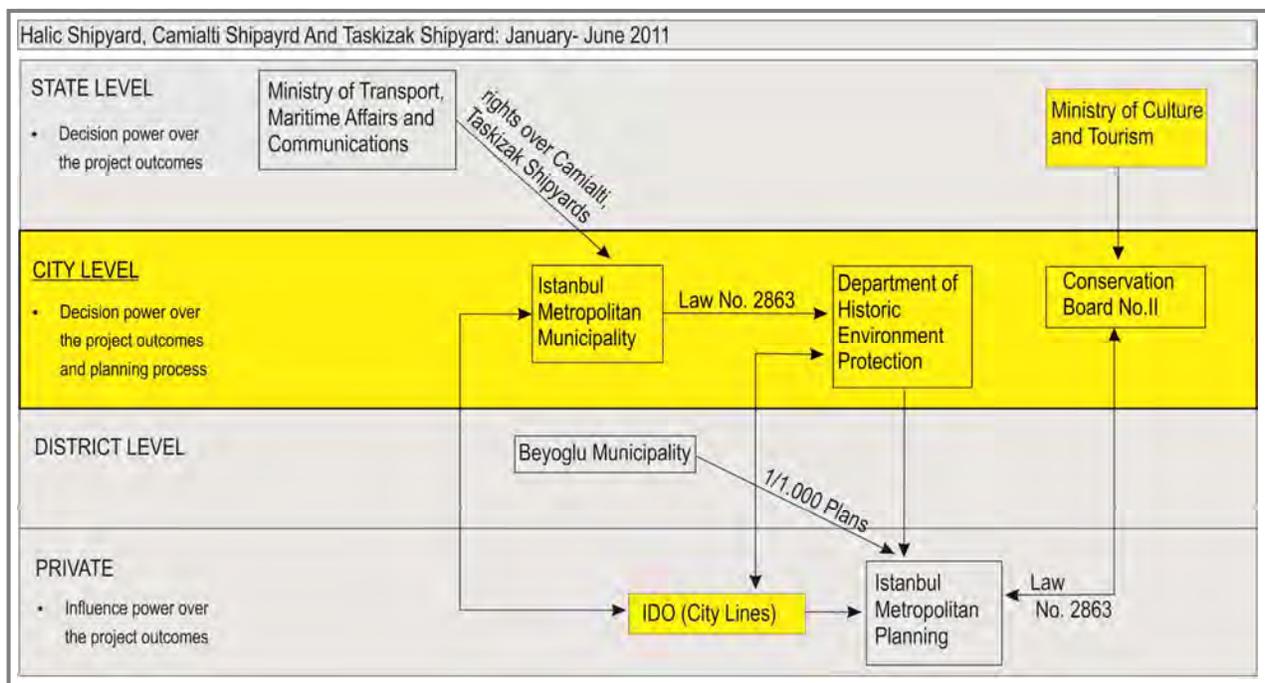


Fig. No. 36: Halic shipyards - Halic, Camialti, Taskizak shipyards: urban waterfront regeneration decision-making process

Source: author

⁴³ According to the interviews done with respondents: No.8, No.12, No.17 (see Annex No. 01)

⁴⁴ According to the Law of Conservation No.2863 (Kültür ve Tabiat Varlıklarını Koruma Kanunu)- adopted on 21.07.1983 - Official Paper (Resmi Gazete) Page: 18113

Two urban waterfront regeneration projects

The next step in planning process after the preliminary project, according to Main Law of Construction, is the implementation project (in Turkish: "uygulama projesi") which did not continue with all three shipyards.

Here a shift in the governance forms of the project changed the planning process along with rising concern on the projects future outcomes. Just one of the shipyards went further to the implementation phase ("uygulama proje") under the name of Halic Shipyard Conservation Project (Haliç Tersanesi Rölöve, Restitüsyon, Restorasyon, Yeni Kullanım ve Peyzaj Projesi).

The regeneration process of the other two shipyards: Camialtı and Taskizak was changed because the land is property of the Ministry of Transport Maritime Affairs and Communications which gives it total power in decision-making over the site. The Ministry of Transport Maritime Affairs and Communications decided not let the urban waterfront regeneration project go further under the authority of Istanbul Metropolitan Municipality.

In 2013, a new urban waterfront regeneration project was declared for privatization and classified by the Prime-minister Tayyip Erdoğan as:

"*miraculous project*" ("muhteşem proje")⁴⁵ which appeared with the name: Halic Port Project (Halic Yat Limani Projesi). This is a proof of how the power of the local government is hollowed out by the central government (Fig. No.37).

The urban waterfront regeneration project, Halic Port Project was initiated by the Ministry of Transport Maritime Affairs and Communications, under the Law of Privatization (Law No. 3996) known as Built Operate and Transfer (Yap İlet Devret- Law. No. 3996). The decision was made by the Ministry of Transport, Maritime Affairs and Communications, as the owner of the land and approved by Higher Council of Privatization. This was possible, according to the Law of Privatization⁴⁶. Since 1994 the authority to make and approve plans concerning estates included in the privatization program was transferred from local authorities to the High Council of Privatization. (see chapter IV.1.)

The area was given to auction and it was announced in the Official Paper (Resmi Gazete, page 28646)⁴⁷ on 13 May 2013. The tender was given on 2 July 2013 to "Sembol International Investment", "Ekopark Tourism" and "Fine Otelcilik Girişim Group" (Sembol Uluslararası Yatırım-Ekopark Turizm-Fine Otelcilik Girişim Grubu) for 49 years: 4 years for building and 45 years for usage.

⁴⁵ According to the news in Hurriyet Newspaper in the date: 28.06.2013,
Online source: <http://www.hurriyet.com.tr/gundem/23607977.asp>

⁴⁶ According to Official Paper (Resmi Gazete, page 28646); online source:
file:///C:/Users/serin/Desktop/Halic%20Doc/HAL%C4%B0%C3%87%20YAT%20L%C4%B0MANI/T.C.%20Resmi%20Gazete.htm; Also according to the interviews done with respondent No. 30, representative of 'Sembol Insaat'; Date: 18.11.2013 Location: Sembol Insaat, Akmerkez, Istanbul; Hour:12:00; Interview lasted: 30 minutes

⁴⁷ According to Official Paper (Resmi Gazete, page 28646); online source:
file:///C:/Users/serin/Desktop/Halic%20Doc/HAL%C4%B0%C3%87%20YAT%20L%C4%B0MANI/T.C.%20Resmi%20Gazete.htm

Although the name comprises "Halic", the area of development is covering just Camialti and Taskizak shipyards, not the Halic shipyard. This is an important aspect as due to the un-transparent processes of planning in Turkey, this theme was highly discussed in the media and also created further debates and confusion among experts, academia, politicians and civil society.⁴⁸

In the questioners conducted with the neighbouring community of the shipyards, expert planners, academia and representatives from NGOs, the lack of good quality information about the project and its area of development, is identified⁴⁹ as creating confusion and it can be shown also as a reason for the rising critique and opposition, considering the particular historical and cultural value of this area for the citizens of Istanbul.

This clear top-down approach to planning reveals the gap between the decision-making which is at national level and implementation which is at local level ignoring the governmental bodies in between: the metropolitan and the district level. This creates a gap between decision-making and the citizens of the district in which the project is developed.

According to Law of Privatization, the requirements of the project are given before hand to the investors and in this case, they were decided by the Ministry of Transport Maritime Affairs and Communications and approved by the Higher Planning Council. These were: *"two yacht ports, two five stars hotels, small shops, offices, museums, culture and a congress center"*⁵⁰.

Taking into account these foreseen outcomes of the project, it can be argued that this development is not designed for the interest of all citizens of Istanbul or the neighbouring community, but rather for tourists and high-middle income class. This project along with having a social and economical impact on the neighbouring communities, is also not respecting the requirements of the official legal plans of 1/5.000 for the area of Camialti and Taskizak shipyards (see chapter IV.3.2.). Therefore the planning process is lacking transparency and the Privatization Law gives central government power to privatize public land without any consideration of the civil society.

These common goods, also according to the importance of the area as waterfront and the cultural and historical value of the shipyards, should be discussed between all interested parties and citizens of Istanbul. The promised outcomes of the project were presented in the media through the political discourse as the only information channel for citizens and therefore raised a big wave of criticism from academia and other experts' side questioning the way decision is being made.

"We heard from the news" says one of the architects, expert in restoration at Istanbul Metropolitan Planning office, in charge with the regeneration of all three shipyards and now with Halic Shipyard Conservation Project. *"Before making yacht port there should be social and cultural spaces"*, this expert adds.⁵¹

⁴⁸ According to the interview No. 30, representative of 'Sembol Insaat'; Date: 18.11.2013 Location: Sembol Insaat, Akmerkez, Istanbul; Hour:12:00; Interview lasted: 30 minutes ;

⁴⁹ According to the questioners conducted, 4 people out of 80 had the right information about the project area; the questioners were conducted with the neighbouring community, academia, planners from Istanbul Metropolitan Planning and citizens participating to forums organized in opposition to the shipyards development- (Annex No. 02)

⁵⁰ According to the news in Hurriyet Newspaper in the date: 28.06.2013, online source: <http://www.hurriyet.com.tr/gundem/23607977.asp>;

⁵¹ According to the interview No.8, representative of Istanbul Metropolitan Planning, Date: 26.09.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour:14:00; Interview lasted: 50 minutes; (see Annex No. 01)

Local municipality has been taken out from the planning process and also the 1/1.000 plans that should be done for the Camialti and Taskizak shipyards are developed by the private investor, this raising questions concerning the conservation of the shipyards.⁵² The only actor from the government side having decision power over the outcomes of this project is the Conservation Board No. II representing the Ministry of Tourism and Culture. But this body has a focus on the physical perspective and conservation aspects of the project.

Therefore, public land that could be developed in the benefit of the community nearby, in need of public space, but also in the benefit of all citizens of Istanbul is now developed under an economical - gain agenda, decision made by the central government.

In contrast, the area of Halic shipyard is developed further by Istanbul Metropolitan Municipality. Another bid was made by the Department of Historic Environment Protection and the project was given again to Istanbul Metropolitan Planning⁵³. The plans and design are made by Istanbul Metropolitan Planning, a research center of Istanbul Metropolitan Municipality (see chapter IV.1.), having great power over the design and the ways in which the waterfront of Halic shipyard will be used, connected to the neighbouring urban issue and opened to the broad public.

Decision over the planning process remained at Istanbul Metropolitan Municipality, which is the initiator of the project and owner of the land.⁵⁴ In line with the requirements of the Law of Conservation, the Conservation Board No. II is added to the decision-making process. Also because the tender over the area of Halic shipyard belongs to IDO (a private company for water transport), it is also further consulted in the decision making process.⁵⁵ (see chapter IV.3.2.) (Fig. No.38)

The chance to challenge decision making is possible at the end of the project. As all projects made by municipality, also this one is presented to the community at the end of the planning process, plans are hung in the Istanbul Metropolitan Municipality building and within 30 days the interested parties have the right to contest the project through court.

⁵² According to the interviewers done with respondent No.30, representative of 'Sembol Insaat'; Date: 18.11.2013 Location: Sembol Insaat, Akmerkez, Istanbul; Hour:12:00; Interview lasted: 30 minutes

⁵³ According to the interview No.8 representative of Istanbul Metropolitan Planning, Date: 26.09.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour:14:00; Interview lasted: 50 minutes; (see Annex No. 01)

⁵⁴ According to the interviews done with respondents No.: 15 with Mr. Serdar Senol, representative of Istanbul Metropolitan Planning ; Date: 10.10.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour: 14:00; Interview lasted: 20min; No. 18 with Mr. Mehmet Çakılcıoğlu, representative of Istanbul Metropolitan Municipality; Date: 22.10.2013; Location: Istanbul Metropolitan Municipality; Hour: 15:00; Interview lasted: 20 min;No. 17 with Mr. Taner Avlamaz, representative of Department of History and Environment Protection; Date: 22.10.2013; Location: Department of History and Environment Protection offices Hour: 12:22; Interview lasted 30 minutes (see Annex No. 01)

⁵⁵ According to the interviewers done with respondents No.:8; No. 17, No. 12 with Mrs. Ozgur Renceber, representative of Department of Historic and Environment Protection and also in charge of Halic Shipyard Conservation Project; Date: 03.10.2013; Location: Department of Historic and Environment Protection; Hour: 10:00; Interview lasted 15 min. (see Annex No. 01)

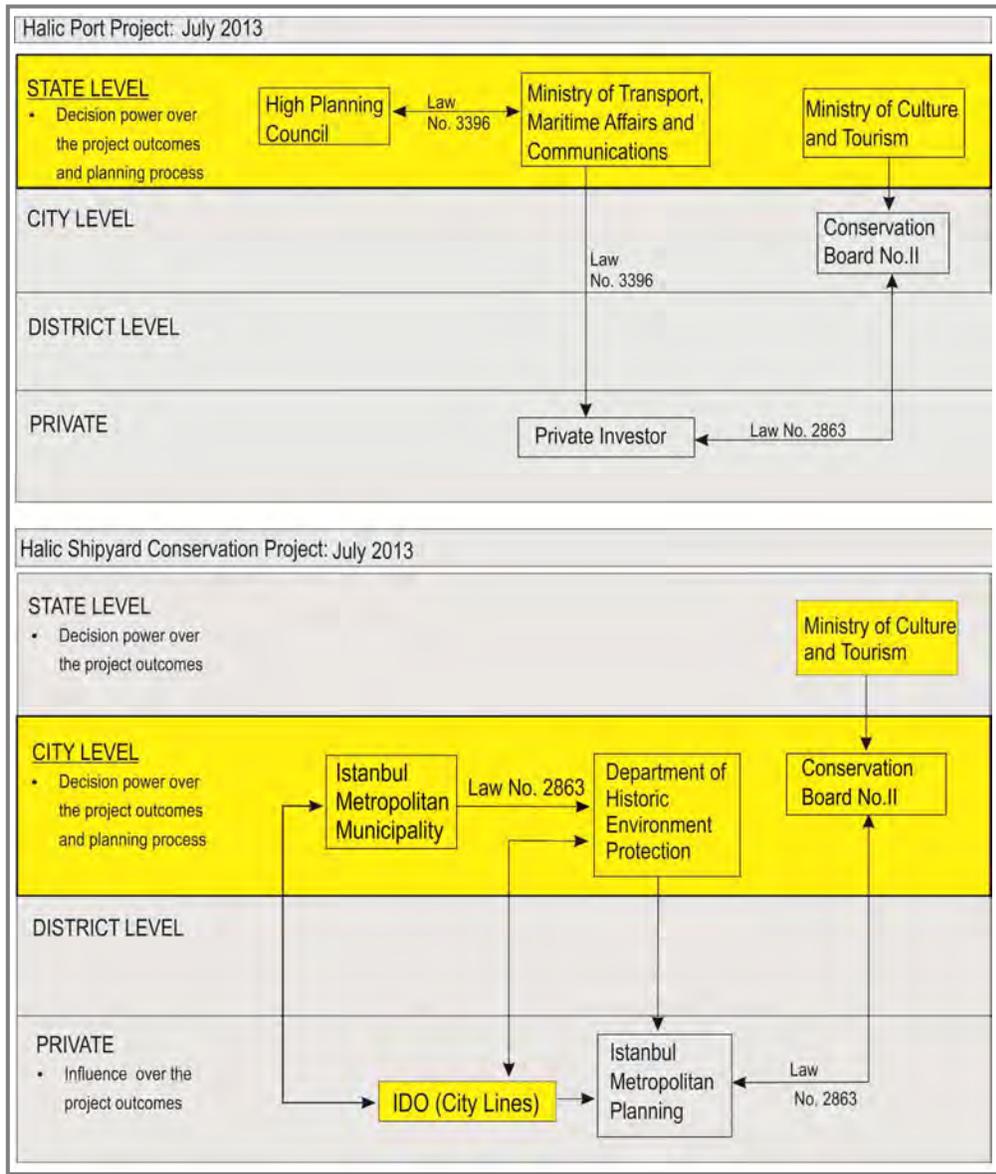


Fig. No. 37: Halic Port-Project: July 2013

Fig. No. 38: Halic Shipyard Conservation Project; Source: author

Looking at the current state of the transformation of the three shipyards, there are two urban waterfront regeneration projects with different governance forms. The area of Camialti and Taskizak shipyards is under the authority of a private investor and it can be argued if the project will benefit the broader public of Istanbul. The area of Halic shipyard remained under the authority of the government, but the planning process is un-transparent and the project is not shared or questioned within the interested public (Fig. No.39).

In an attempt to compare the projects from the perspective of the information available, the Halic Port Project is much more known by the public than the project made by the municipality because of the exposure in the media. However there is a major gap of good quality information for citizens regarding both projects.

This was reflected in the questioners conducted with the neighbouring community, academia, planners from Istanbul Metropolitan Planning and citizens participating to forums organized by the representatives of the resistance to the regeneration of the shipyards.⁵⁶

The privatization of Camialti and Taskizak shipyards brought together with it the transparency which lacked planning all along, being announced through media and political discourse. In relation to this, new actors appeared in opposition. Although the area of Halic shipyard is under the authority of the Istanbul Metropolitan Municipality, Halic Shipyard Conservation Project is similar to the development of the private investor in terms of the mentioned planning process, but also a target of the existing opposition.

An urban social movement appeared on 23 August 2013 under the name of Halic Resistance (Halic Dayansimasi).⁵⁷ Other opposing parties are: Bedrettin Neighbourhood Association, Chamber of Architects, Chamber of Urban Planners, Assembly of Architects and Engineers, Chamber of Shipbuilding Engineers, Academia and other urban social movements.(Fig. No.39)

Summary: decision-making process

Summarizing the decision-making process for the urban waterfront regeneration of the Halic Shipyards and the change in governance structures the following points can be emphasized:

- Decision is taken at the highest governmental level, revealing also a clear hierarchy between levels of government which leads to the exclusion of local government, Beyoglu Municipality, the municipality of the district in which the project is done and the privatization of public land;
- Private interests are included in the decision making process by the government and this leads to defiance of the rule of the law in the case of Halic Port Project;
- There is lack of broadly - based rights of voice and no opportunity to challenge the decision-making in the planning process for both projects;
- All the previously mentioned points create a strong opposition to both projects from civil society representatives ;

⁵⁶ According to the questioners conducted, 4 people out of 80 had the right information about the project area ; the questioners were conducted with the neighbouring community, academia, planners from Istanbul Metropolitan Planning and citizens participating to forums organized in opposition to the shipyards development- (Annex 02)

⁵⁷ According to the interview made with respondents No. 14 with Mrs. Gul Koksai, representative of Halic Resistance; Location: Kadikoy; Date: 08.10.2013; Hour: 15:00; Interview lasted 35 minutes.(see Annex No. 01)

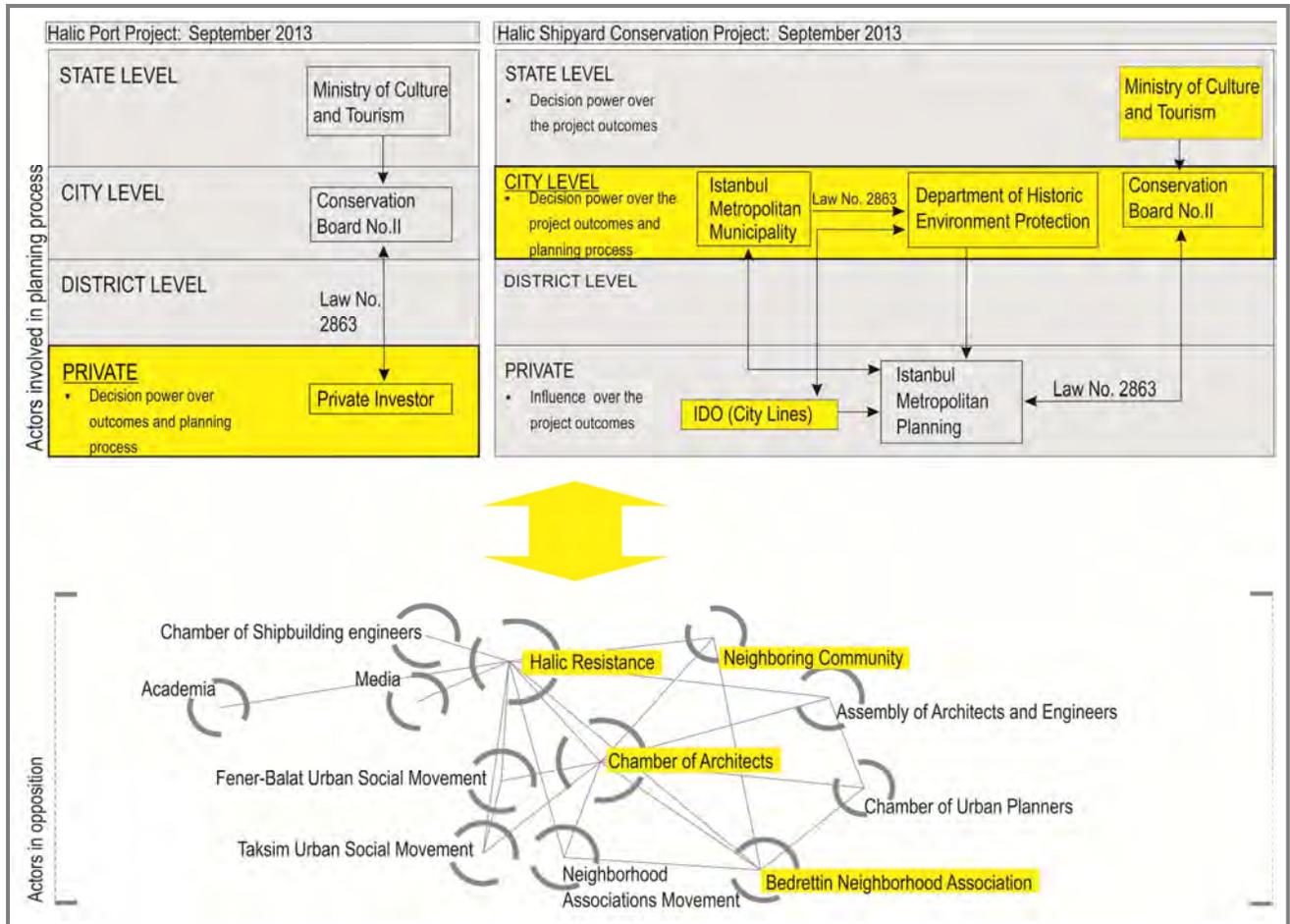


Fig. No. 39: Governance dynamics of Halic shipyards in September 2013

Source: author

IV.3.4. Halic Shipyard Conservation Project

Halic Shipyard Conservation Project, which is the object of this research, was chosen from the two urban waterfront regeneration projects. Halic Shipyard Conservation Project is an urban waterfront regeneration project in on-going planning process, initiated and subsidized by Istanbul Metropolitan Municipality and creates hope in tailored outcomes, serving the citizens interest as a public project, but is missing its transparency.

Major actors in the planning process of Halic Shipyard Conservation Project are: Istanbul Metropolitan Municipality, the initiator of the project, owner of the land and also the provider of the finance in realizing it.; the Department of Historic Environment Protection managing the project, having mainly the responsibility to assure the conservation and restoration of the historical monuments in the area; the Conservation Board No. II, representative of Ministry of Culture and Tourism, having also the main responsibility to assure the conservation and restoration of the monuments; Istanbul Metropolitan Planning in charge of the plans and design of the project and also IDO (private company), having the tender of the land.

The site of Halic shipyard was for long under pressure of transformation due to the opportune location and also being one of the last projects that could complement to the "Cultural Valley" vision (see chapter IV.2.). It is in fact this particular location that made the shipyard popular in its regeneration through pilot projects such as "Floating Surfaces"⁵⁸during international events, Istanbul Capital of Culture - 2010 or workshops such as the one in collaboration with City of Rotterdam. These are few of the initiatives in finding solutions for a regeneration of the area.⁵⁹Therefore the influence of internationals on urban waterfront regeneration projects in Istanbul can be observed, this being a natural phenomenon found in other cases of urban waterfront regeneration around the world. In the interviews with representatives from the planning department of Istanbul Metropolitan Planning, the team planning Halic Shipyard Conservation Project, it has been revealed that the outcomes of the project will take into consideration the previous suggestions. This proves the openness of the local planning institutions to the ideas in line with the global trends, but also the aspiration of the competitiveness created within architectural projects in the cities of 21st century.⁶⁰

Halic Shipyard Conservation Project will respect the 1/1000 Plans of Beyoglu in terms of conservation of the shipyards, along with the recommendations of implementing cultural and recreational activities. Moreover creation of green spaces is emphasized, the vision being to open the waterfront for the broad public, the citizens of Istanbul. However, the project contains no analysis of impact assessment such as: environmental, economical or social, this showing the physical focus of urban waterfront regeneration in planning, putting in doubt the success and purpose of this project.⁶¹

⁵⁸ According to the events of 'Temporary City Istanbul ' during Istanbul Capital of Culture 2010; Online source: <http://www.essen-fuer-das-ruhrgebiet.ruhr2010.de/en/program/projects/distant-views/temporary-city.html>

⁵⁹ Workshops with the City of Rotterdam made by Istanbul Metropolitan Planning

⁶⁰ According to the interview No.8, representative of Istanbul Metropolitan Planning, Date: 26.09.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour:14:00; Interview lasted: 50 minutes; No. 15 with Mr. Serdar Senol, representative of Istanbul Metropolitan Planning ; Date: 10.10.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour: 14:00; Interview lasted: 20min (see Annex No. 01)

⁶¹ According to the interview No.8; (see Annex No. 01)

Strategies concerning the development have been proposed by Istanbul Metropolitan Planning:

*"conservation of the buildings, enhancing the transportation in the area, introduction of recreational and exposition areas, bringing the city to the waterfront, protection of green spaces and ensure the participation of the local people of the area."*⁶²

But although these strategic points presented, there was no information for the broader public about the project or the request for any collaboration from the citizen's side. ⁶³ This leads to questioning the outcomes of the project because of this type of non-transparent planning process that leaves no input from the citizen's perspective.

As seen and criticized in other examples of projects along the Halic, the project could also potentially enhance existing socio-economical problems, a matter that will be investigated in the next chapter by analyzing the neighbouring community in rapport to the project (see chapter IV.2.).

Main points regarding Halic Shipyard Conservation Project are:

- The project is initiated and subsidized by the local government, but there is involvement of central government in due to the national urban regeneration policy
- There is an involvement of private sector in decision-making process;
- Outcomes: functions as cultural and recreational spaces; focused mainly on physical transformation and conservation;
- Internationals or global events influence the outcomes;
- The process of planning is un-transparent, because no information or voice is given to the citizens of Istanbul although the project is declared for their benefit;

Governance	Role and responsibility	Decision-making level
Istanbul Metropolitan Municipality	<ul style="list-style-type: none"> • financial means, ownership of the land, Initiator of the project • decision over the planning process and project outcomes; 	<ul style="list-style-type: none"> • City
Department of Historic Environment Protection	<ul style="list-style-type: none"> • management ; • decision over the planning process and assuring conservation of the monuments; 	<ul style="list-style-type: none"> • City
Conservation Board No.II	<ul style="list-style-type: none"> • verifying all the plans of the project and assuring conservation of the monuments; • decision over the project outcomes; 	<ul style="list-style-type: none"> • Central government
IDO	<ul style="list-style-type: none"> • tender over the land in Halic shipyard; • influence on the project outcomes 	<ul style="list-style-type: none"> • private sector
Istanbul Metropolitan Planning	<ul style="list-style-type: none"> • planning, design and implementation of the project; • influence on the planning process and project outcomes 	<ul style="list-style-type: none"> • private sector

Table 2: Main actors in Halic Shipyard Conservation Project; Source: author

⁶² According to the interview No.8; (see Annex No. 01)

⁶³ According to the interview No.8; (see Annex No. 01)

Summary: Halic shipyard urban waterfront regeneration

Summarizing main points of the regeneration of Halic shipyard after the analysis of the area, legal framework, decision making process and after an understanding of the Halic Shipyard Conservation Project:

- the site has great potential in means of public space accessible for all citizens of Istanbul;
- the shipyards are important for their cultural and historical value at global, national and local level;
- Decision is taken at the highest governmental level, revealing also a clear hierarchy between levels of government which leads to the exclusion of local government, Beyoglu Municipality, the municipality of the district in which the project is done and the privatization of public land;
- Halic Shipyard Conservation Project is initiated and subsidized by the local government, but there is involvement of central government in due to the national urban regeneration policy;
- There is an involvement of private sector in decision-making process;
- Outcomes: functions as cultural and recreational spaces; focused mainly on physical transformation and conservation (the area of the shipyard is developed under the Law of Conservation)
- The process of planning is un-transparent, there is lack of broadly- based rights of voice and no opportunity to challenge the decision-making in the planning process is given to the citizens of Istanbul although the project is declared for their benefit;
- The project can create social and economical impacts and further analysis of the neighbourhoods is needed in relation to the regeneration of the shipyards
- To all the aforementioned, there is a strong raising opposition from civil society representatives;

IV.4. Neighboring community of Halic shipyard

This chapter contains an evaluation of the urban waterfront regeneration project, Halic Shipyard Conservation Project, by studying the impact on the neighboring community. Bedrettin Neighbourhood is chosen for analysis, because it is the closest community next to Halic shipyard. The motivation for this comes from the critique of urban waterfront regeneration projects as ignoring the context in which they evolve, enhancing social and economical inequality in the city, but also from the main critiques of the historical overview of Halic's waterfront regeneration process. This chapter will expose the struggle of the neighbouring community, being the first group of actors impacted or that could benefit from this project.

IV.4.1. The struggle of the neighbourhood:

Bedrettin Neighbourhood is a low income neighbourhood⁶⁴ (according to median monthly household income 2010) at the shores of Halic, in Beyoglu District, and also the closest neighbourhood to Halic Shipyard Conservation Project.

Bedrettin Neighbourhood was strongly connected to Halic Camialti and Taskizak shipyards, formed by blue collar workers at the shipyards. The neighbourhood was much affected by the clearance process done by Mayor Dalan in 1983, the first regeneration along Halic, its current problematic economical condition being outcome of the forced deindustrialization process of that time. Today, approximately 1500 people⁶⁵ live in Bedrettin Neighbourhood and are mostly divided as retired workers from the shipyards⁶⁶, people coming from Anatolian side of Turkey and a considerable group of roma minorities⁶⁷ (see chapter IV.2.).

Based on the interviews with the "muhtar"(mayor of neighbourhood) of Bedrettin Neighbourhood, the questioners realized with the community and the personal observations of the researcher on site, is found that the neighbourhood is in on-going transformation due to several reasons. First, Bedrettin Neighbourhood was declared as Renewal Area in 2005⁶⁸ and, according to Law of Renewal (see chapter IV.1.), the neighborhood will go under a process of regeneration which will put in danger of displacement the poor citizens living in the area (Fig. No.40).

Although 80%⁶⁹ of the citizens living there own their land, the houses built are not in good condition, being classified as "gecekondu", squatter housing (see chapter IV.1., chapter IV.2.), and have to be renewed and improved for their safety, this being a hard task for the majority of the community which is poor.

Second, the increasing prices of land in the area are the proof of the process of gentrification seen also along the whole waterfront of Halic. From the interview with the muhtar of Bedrettin Neighborhood information about the prices of the land are aquired. The prices are increasing incredibly from 20,000 TL to 500,000 TL- 1 million TL (currency of 04.12.2013: from 7.175 euro to 185.185 euro) in the last 3 years.⁷⁰ Therefore a clear displacement of the tenders is to be acknowledged.

⁶⁴ According to median monthly household income (IMM)- (Annex No.08)

⁶⁵ According to the Interview No. 31; Date: 19.11.2013; Place: Mayor Office of Bedrettin Neighbourhood, Bedrettin Neighbourhood site, Garden of a citizen. Length of the interview: 60 minutes. - (Annex No.01)

⁶⁶ According to Questioners realized in the Bedrettin Neighbourhood; Date: 23.09.2013 and 09.11.2013 -(Annex No.06)

⁶⁷ According to the Interview No. 31; (Annex No.01)

⁶⁸ According to 1/2000 Conservation Plan of Beyoglu- (Annex No.06)

⁶⁹ According to the Interview No. 31(Annex No.01)

⁷⁰ According to the Interview No. 31; Date: 19.11.2013; (Annex No.01)

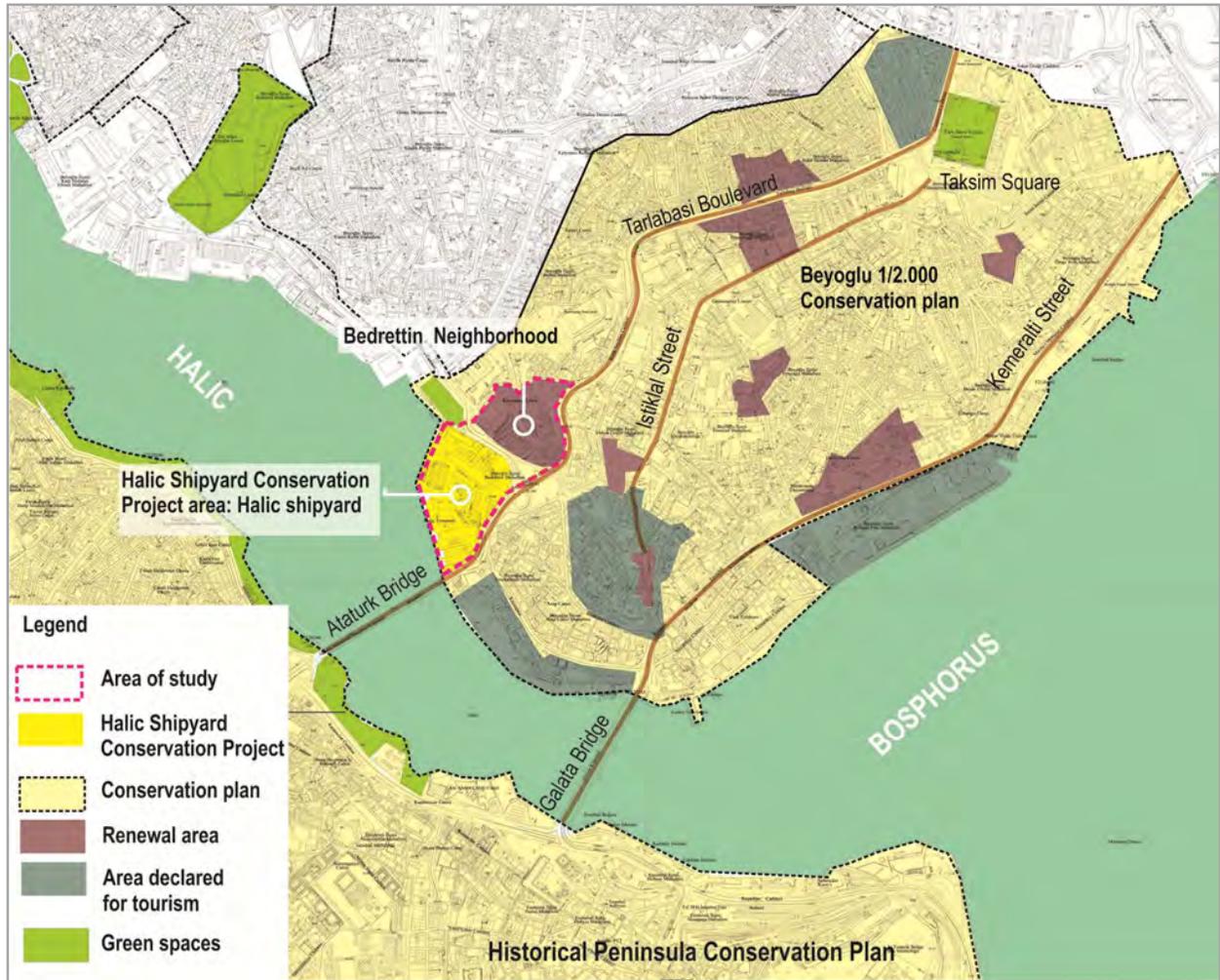


Fig. No. 40: Bedrettin Neighborhood Renewal Area and Halic Shipyard Conservation Project Area
 Source: author after the Conservation Plan of Beyoglu Municipality (2005)



Fig. No 41: Right: Renewal Plan of Bedrettin Neighbourhood; Left: the garden of a citizen
 Source: author, Date: 19.11.2013

These changes bring a strong opposition from the community, who is against this renewal project and afraid of displacement. Together with their muhtar, the community found a neighbourhood association named Bedrettin Neighbourhood Association.

This has the purpose to fight in court, as the only way of challenging decision-making, against the regeneration of their neighbourhood and all other regeneration projects that could affect them. All citizens of Bedrettin Neighbourhood signed a list opposing this intervention and the municipality's project was given to court. However, the results were not positive ones and this created mistrust between the community of Bedrettin Neighbourhood and municipality along with loss of hope towards the actions of the government.⁷¹ In this context, although the purpose of the urban renewal project seems to be in the name of upgrading the built environment and improving the living conditions of this poor community, the top-down approach along with the unwillingness of government to allow any participation from the citizens' side can be questioned.

The reason for opposition, from the citizens' perspective was not only the fear of displacement, but also the difference between the new proposed plans and their actual needs. As reason for this are the un-transparent processes of planning with no collaboration or participation from the community's side.

One of the many example shown by the community is the garden where children play sometimes with animals. This garden is a blank area of concrete parking lot in the new plans. This is just one of the examples of valuable social ties that can get lost in un-transparent planning process with no consideration to the actual social constructions and for the opportunities existing on the site, so, instead of being improved, an approach to planning reducing the projects to just transformation of physical space is favored. This is one representation of how planning system in Istanbul, Turkey fails to achieve the needs of the citizens (Fig.No. 41).

Public planning policy in Turkey gives rights of involvement in planning process just to the owners of the land and welcomes participation from the citizen's perspective at the end of the planning process. Still, studying the neighbouring community of Halic Shipyard Conservation Project, it was found that the citizens have been informed about the development of the shipyards and active in influencing the planning process. This was not made by public authorities, but by other actors engaged in opposition towards the regeneration of the shipyards.

From the interviews and questioners conducted in the neighbouring community it was found that the community is against the Halic Shipyard Conservation Project.⁷² The community doesn't believe that the project will be done for their interest and that will bring them job opportunities or other benefits of such. Also there is a lack of information regarding the project which proves the lack of transparency in planning.

The reason for being against the Halic Shipyard Conservation Project was according to the answers given by the community the following: *not being a development for their interest, the fear of displacement and because the area where they live in is renewal area*. The latter one is clearly defining that the renewal project made by government in the area of Bedrettin Neighbourhood is also affecting the perception towards the Halic Shipyard Conservation Project.

⁷¹ According to the Interview No. 31; Date: 19.11.2013; Place: Mayor Office of Bedrettin Neighbourhood, Bedrettin Neighbourhood site, Garden of a citizen. Length of the interview: 60 minutes. - (Annex No.01)

⁷² According to Questioners realized in the Bedrettin Neighbourhood; Date: 23.09.2013 and 09.11.2013-(Annex No.02)

The lack of information regarding the project makes the community come closer to Chamber of Architects, Neighbourhood Associations and Halic Resistance urban social movement ⁷³, the actors currently engaged in a fight against the waterfront regeneration of the shipyards. This was found out in the responses to the reasons of participating to meetings organized by Halic Resistance in the neighbouring communities.

In the questioners conducted during the meetings of Halic Resistance, besides the fear of displacement answers also as: “to learn the truth”, “because this project is being used strategically against us” were given.

Number of question	Answer of the community
2. I am a former shipyard worker:	Yes = 53% No = 46%
4. Do you know about the regeneration of the shipyards? If yes? From where?	Yes = 38,5% No = 62,5% Media, Bedrettin Neighborhood Association, Chamber of Architects
5. In which shipyards will be the Halic Shipyard Conservation Project?	Wrong answer= 33,3% No answer= 66,7%
6. For whom do you think the development at Haliç shipyard is most beneficial?	Tourists= 90,6% Citizens of Istanbul = 1,6% (1 answer)
7. Do you want the new development of the Haliç shipyard? If yes, why? If no, why?	Yes= 20% No = 80% • no answer • “displacement”; “my area is renewal area”; “is not made for us”;
9. Do you use the waterfront of Halic for recreational purposes?	Yes = 73% No = 27%
11. Is the new development of the Haliç shipyard going to lead to your displacement?	Yes = 87,5% No = 12,5%

Table 3: Questioners realized in Bedrettin Neighbourhood (Annex 02)

Source: author

Number of question	Answer of the community
1. Why did you come to Halic Resistance meeting? Other reasons:	<ul style="list-style-type: none"> • to support Halic Resistance : 40% • to inform myself : 60% • “to learn the truth”; “because this project is used strategically against us”
2. I live in the area of Haliç: If yes, what neighborhood?	Yes = 54% (Meeting in Neighborhood) Yes = 10% (Meeting at Chambers of Architects) Bedrettin

Table 4: Questioners realized at the meeting of Halic Resistance (Annex 02)

Source: author

⁷³ According to Questioners realized at the meeting of Halic Resistance: Panel for Halic Resistance in the Chamber of Architects building; Date: 20.09.2013 and Meeting in the KececiPiri Neighbourhood, in Boncuk Café, behind Halic Shipyards; Date: 25.10.2013; (Annex No.02)

IV.4.2. True needs of the citizens

Looking to Bedrettin Neighbourhood, one could see a condensed living environment, trapped between wide boulevards and with a great view towards the shore of Halic.(Fig.No.42- Photo 07)

Analyzing the built environment it can be seen through the narrow streets and lack of public spaces that it evolved organically and unplanned. This was in the period of industrialization, when “gecekondus” were built for satisfying the need of housing for the workers in the shipyards and other factories along Halic (see chapter IV.1., IV.2.).

The lack of public space and also green areas is a main loss for this neighbourhood. This is one of the main aspects that Halic Shipyard Conservation Project could improve. (Fig. No.42)

Although, as previously mentioned, the citizens of Bedrettin Neighbourhood are against the Halic Shipyard Conservation Project, in the questioners conducted in the neighbourhood⁷⁴, they responded to what they would want to see in the future development. It can be argued that when asked, the citizens are open to share their ideas, give input and also express their needs.

Outcomes of the questioners were, in order of their importance (Annex 02):

- green spaces
- culture and education facilities
- museum
- working shipyard
- hospitals⁷⁵

Therefore, according to the questioners, the citizens express their need of public space as the most burning issue along with functions as education and health or keep the production on site that will provide them jobs.

In the discussions with the community, especially with the group of mothers, mostly staying home and taking care of their children, the need of closer public space and green areas was again emphasized. It was found that families go to other parks along the Halic to make barbeques or just bring their children to play, this being the only recreational activity for these families. (Table 3) (see also chapter IV.2) The regeneration of Halic shipyard, is therefore a big opportunity for the community in terms of creating public space for recreation, improving the quality of their life considerably.

A way in which the community in interaction with the researcher thought of expressing their needs and show that they are open to the change and the regeneration of Halic shipyard when this is made to improve the quality of their life was a small workshop with the children from the neighbourhood.

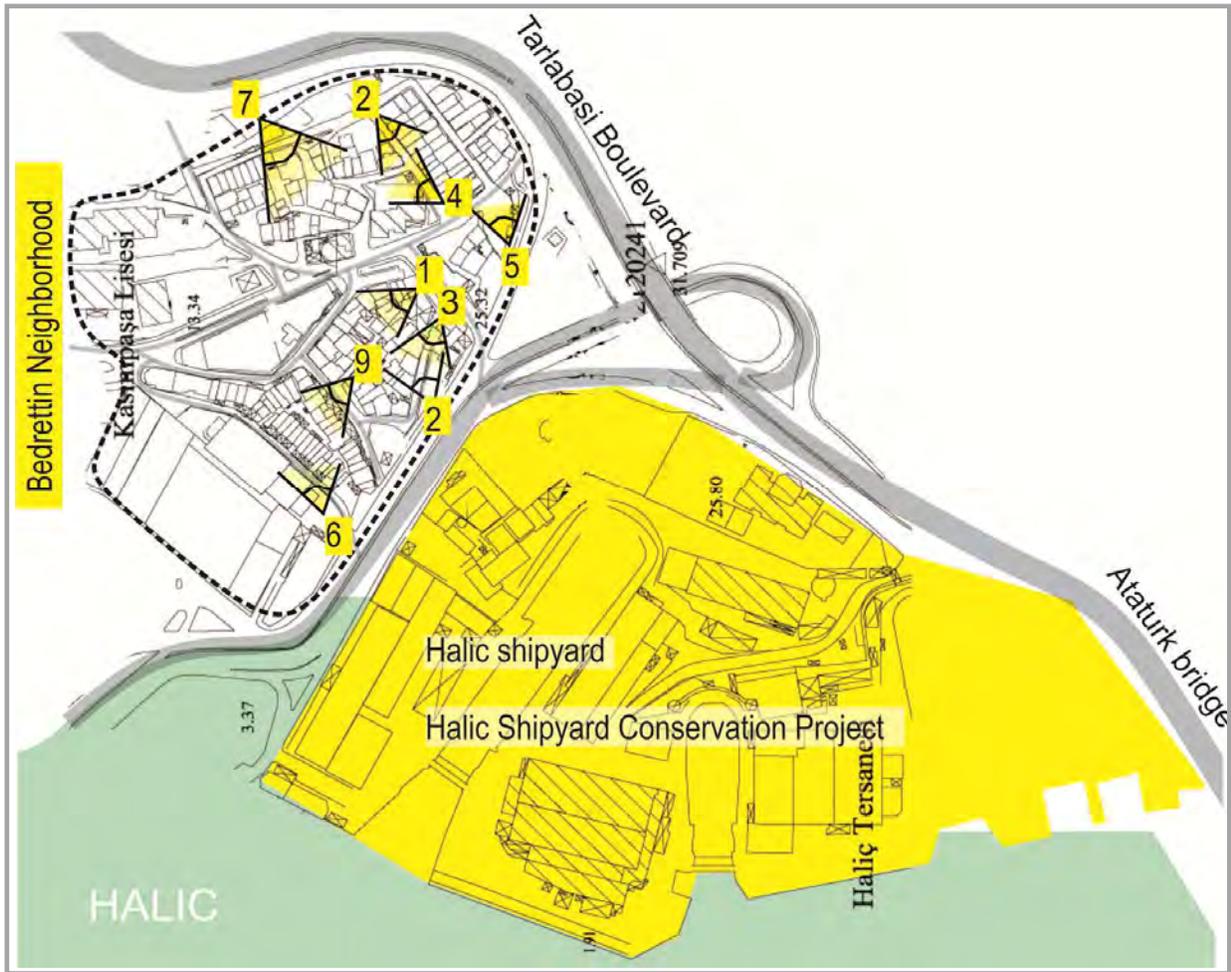
⁷⁴ According to Questioners realized in the Bedrettin Neighbourhood; Date: 23.09.2013 and 09.11.2013 (Annex No.02)

⁷⁵ According to Questioners realized in the Bedrettin Neighbourhood; Date: 23.09.2013 and 09.11.2013 (Annex No.02)

The findings from the perspective of the children, of what should be achieved with the Halic Shipyard Conservation Project are:

- parks
- theaters
- playgrounds
- space for fisherman to catch fish.⁷⁶

An intriguing vision of the children is the one of the "fisherman", a symbol of the waterfront of Istanbul which should not be blurred in the landscape of waterfront development for global economical gain given by projects in name of tourism and consumption.



⁷⁶ Workshop held at Ayse Ege Kiz Teknik ve Meslek Lisesi with teacher Dilek Tutuncu; Date: 11.11.2013; Hour: 10:00; Results of the drawings made by children and their names; (Annex No. 09)

Narrow streets



Process of change- gentrification



Deteriorated built environment



Fig. No. 42: Perspectives: Analysis on the urban tissue of Bedrettin Neighbourhood through photographs;
Source: author; Date of photographs: 23.09.2013; 19.11.2013; 11.11.2013

Summary: Bedrettin Neighbourhood

Taking into account the vulnerable position of the neighbourhood in terms of economical situation, the on-going gentrification process at Halic's waterfront and the renewal project in the agenda of the government, it can be argued that Halic Shipyard Conservation Project will contribute to this picture considerably, creating social and economical impacts on the community.

From the questioners conducted in the neighbourhood it is clear that the community is against Halic Shipyard Conservation project, the main reasons being in relation with the mistrust towards the regeneration projects initiated by the government, the lack of transparency in the planning processes, the lack of good quality information and the fear of displacement rather than the project itself or its outcomes. These aspects are also the reason why the neighbouring community is engaging with other actors in opposition.

The community of Bedrettin Neighbourhood is an important actor being the most affected by the project, but also by its potential to give inputs to the project. Due to the lack of consideration of this neighbourhood in the planning process the true benefiting outcomes of the project will not be achieved. Opportunities for more inclusive and transparent processes in planning can be found after analyzing the neighbouring community as the openness and interest of the community in participatory planning methods and in expressing their need. The community is not only in need of public green space which can be created with the Halic Shipyard Conservation Project, but also in need of programs and solutions for its vulnerable economical condition.

Halic Shipyard Conservation Project, if planned carefully, might satisfy and resolve some of the problems faced by the community, but this is possible only if the community is involved in the planning process.

V. ANALYSIS

V.1. Defining the actors: power and interest

The research analyzes the specific governance forms in which the latest development along Halic, the Halic Shipyard Conservation Project is being grafted, but also the new governance forms that arise in the opposition.

In this chapter, the approach to planning, power and interest of the actors involved, but also influencing the planning process of Halic Shipyard Conservation project is presented along with their relationships.

V.1.1. Actors involved in planning process

The involvement in the process of planning is given by different responsibilities and roles that these actors have in the Halic Shipyard Conservation Project. These are given by legal status, financial means, and ownership of the land, planning or design of the project. These responsibilities give the actors a certain power in the planning process of the project. Also they have different interests that influence the planning process; these interests were found out through the interviews conducted with their representatives.

The actors are: Istanbul Metropolitan Municipality (local government - city level), Directorate of History and Environment Protection (local government - city level), IDO (private company), Istanbul Metropolitan Planning (semi-public company) and the Conservation Board (representative of ministry) (see chapter IV.3.4.).

Istanbul Metropolitan Municipality (Istanbul Buyuksehir Belediyesi) is an important actor in the governance of Halic Shipyard Conservation Project, as the initiator, subsidizer of the project and the owner of the land. It can establish management aspects regarding the planning process and project outcomes. Istanbul Metropolitan Municipality decided that Department of Historic and Environment Protection, Istanbul Metropolitan Planning and IDO should be in contact and meetings three times a month are held between the three interested parties.⁷⁷ The interest of Istanbul Metropolitan Municipality is to open the area for public and create cultural activities that will contribute to the "Cultural Valley" vision of Halic. Inclusion of the neighbouring community or the citizens of Istanbul is not thought in the planning process and obstacles for this are shown by the interviewed as the legal framework not requesting it.⁷⁸

⁷⁷ . According to Interview No. 15 with Mr. Serdar Senol, representative of Istanbul Metropolitan Planning ; Date: 10.10.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour: 14:00; Interview lasted: 20min; No. 17 with Mr. Taner Avlamaz, representative of Department of History and Environment Protection; Date: 22.10.2013; Location: Department of History and Environment Protection Offices Hour: 12:22; Interview lasted 30 minutes (see Annex No. 01)

⁷⁸ According to Interview No. 18 with Mr. Mehmet Çakılcıoğlu, representative of Istanbul Metropolitan Municipality; Date: 22.10.2013; Location: Istanbul Metropolitan Municipality; Hour:15:00; Interview lasted 20min. (see Annex No. 01)

Department of Historic and Environment Protection (Tarihi Cevre Koruma Mudurlugu) is the representative body of Istanbul Metropolitan Municipality in the areas declared for conservation. It is empowered by the Decision No. 313 in 04/06/1999⁷⁹ and has a management role within the project, making sure that the project is accomplished in line with the requirements of the Law of Conservation (see chapter IV.1).

Although this department has such big power over the planning process, it is only focusing on the physical transformation of the area and regarding the outcomes, as the interviewed representing the Department of History and Environment Protection mentioned, it is a sure success that will represent the needs of Istanbulites:

"In my 18 years of experience I saw enough to know what should be done"; "There is still no opposition", he added.

Also regarding the neighbouring community, there is no thought of including them.⁸⁰ In the interviews with representatives of Department of History and Environment Protection there is a general need acknowledged regarding more inclusive planning processes within conservation projects, but not in the case of Halic Shipyard Conservation Project. The reason for this is that the ownership of the land belongs to Istanbul Metropolitan Planning and therefore is of no concern of the neighbouring community.⁸¹

IDO (Sehir Hatlari) is a private company of public transport on water, having currently the tender over the area of Halic Shipyard. IDO is included in the decision-making process by Istanbul Metropolitan Planning and it has therefore influence on the outcomes of the project, being interested in keeping a part of the land and the activity going on. However, from the interviews conducted it was ascertained that the inclusion of IDO in the Halic Shipyard Conservation Project is not through a private-public partnership and the final decision regarding the option of keeping the production being at Istanbul Metropolitan Municipality.⁸²

Istanbul Metropolitan Planning (Bimtas S.A.) is a semi-private company and also a research center for Istanbul Metropolitan Municipality. It has long lasting collaborations with academia, neighbourhood associations and wide experience in planning in Istanbul, being also it is the company that made the last Master plan of Istanbul (2009) and many other important development projects. In the Halic Shipyard Conservation Project, it has the role of making the plans and design, therefore having great power in the way the decided functions of the project are implemented. Istanbul Metropolitan Planning aims to create plans that will open the area of Halic Shipyard to the broad public with green spaces and will host cultural functions. During the interview with the representatives from Istanbul Metropolitan Planning, the need for collaborative planning and more transparent processes was pointed out, but also there were shown obstacles as economical reasons and also the contractual agreement that does not provide this.⁸³

⁷⁹ <http://www.ibb.gov.tr/tr-tr/kurumsal/birimler/tarihicevrekorumamd/Pages/AnaSayfa.aspx>

⁸⁰ Interview No. 17 with Mr. Taner Avlamaz, representative of Department of History and Environment Protection; Date: 22.10.2013; Location: Department of History and Environment Protection offices Hour: 12:22; Interview lasted 30 minutes (Annex No. 01)

⁸¹ According to Interview No.12 with Mrs. Oznur Renceber, representative of Department of Historic and Environment Protection and also in charge of Halic Shipyard Conservation Project; Date: 03.10.2013; Location: Department of Historic and Environment Protection; Hour: 10:00; Interview lasted 15 min.; No. 17 (Annex No.01)

⁸² According to Interview No. 12;15;17 (Annex No.01)

⁸³ According to Interview No.8 , representative of Istanbul Metropolitan Planning, Date: 26.09.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour:14:00; Interview lasted: 50 minutes; No.15; (Annex No.01)

Another perspective for the inclusion of civil society is given⁸⁴ as:

"the non-governmental organizations are not doing their job".

It can be argued that the planners of Istanbul Metropolitan Planning have accepted the link between government and the market and the emerging entrepreneurial governance forms of the today's society.

Conservation Board No. II, empowered by the Law of Conservation is a board representing the Ministry of Culture and Tourism and has a regulatory role mainly regarding the conservation aspects of the project. The members of this board are from a wide range of experts which serve this duty for 5 years⁸⁵. Still the members can be changed by the Ministry and another weak point of this board's accountability is that the number of academia involved diminished from five to two out of nine, remaining with an increasing number of private sector representatives and other bureaucrats. The interest of the Conservation Board No. II regarding the project is to assure the conservation of the monuments within the Halic shipyard site.⁸⁶

Actor	Role in the project	Power	Interest
Istanbul Metropolitan Municipality	• financial means, ownership of the land	• financial means, decision over land, planning process and the outcomes of the project	• open up to public, contribute to the "Cultural Valley" vision
Department of Historic Environment Protection	• management	• decision over the planning process and conservation of the monuments	• conservation of the shipyards and contribute to the "Cultural Valley" vision
Conservation Board No.II	• verifying all the plans in the project	• decision over the outcomes of the project and conservation of the monuments	• conservation of the shipyards
IDO	• tender of land	• influence decision over outcomes of the project	• keep production at site
Istanbul Metropolitan Planning	• planning and design	• influence over the planning process and outcomes of the project	• open to public, create green space and cultural functions

Table 5: Interest and power of actors involved in planning of Halis Shipyard Conservation Project

Source: author

⁸⁴ According to Interview No. 6, representative of Istanbul Metropolitan Planning, Date: 22.09.2013; Location: Istanbul Metropolitan Planning office; Hour: 09:00; Interview lasted: 20 min.

⁸⁵ According to Law of Conservation, Law No.2863 (2005) (in Turkish: Kültür ve Tabiat Varlıklarını koruma kanunu)

⁸⁶ Interview No.19: Prof. Dr. Iclal Dincer, member of Conservation Board; Date: 24.10.2013; Location: Yıldız Technical University, Hour: 12:00; Interview lasted 20 minutes. (Annex NO. 01)

V.1.2. Actors in opposition:

With the new more entrepreneurial forms of governance, also new arrangements articulating state - civil society relationship come forward (Swyngedow 2005).

In urban waterfront regeneration, urban social movements formalized as community groups or non-governmental organizations, coming often from the neighbouring communities and other interested or affected parties become a source of ideas and influence the pace and pattern of development. They encourage, restrain, warn and provide qualitative overviews (Krausse 1995; Cau 1996).

In the case of Halic Shipyard Conservation Project, new actors representing civil society come together in resistance and their approach to planning revealed in their actions influence the planning process. Therefore these actors have a certain power motivated by different interests in relation to this project. As mentioned in chapter IV.3.3, the privatization of Camialti and Taskizak shipyards brought together with it a strong body of opposition that rose also against Halic Shipyard Conservation Project.

These new actors engaged in opposition, are social movements representing partly defined groups of civil society, chambers of experts in field of planning and community organizations: Halic Resistance, Academia, Bedrettin Neighbourhood Association, Chamber of Architects, Chamber of Urban Planners, Chambers of Mechanical Engineers, The Lawyers Association, Union of Chambers of Turkish Engineers and Architects, Neighbourhood Associations and also political party - CHP are the ones observed and identified within the period of this research.

Three main groups of actors in this opposition are chosen to present their interests and roles as they have been most active since the beginning of the planning process: Chamber of Architects, Bedrettin Neighbourhood Associations and the platform where all and others meet, the social movement- Halic Resistance.

Chamber of Architects was chosen as it is the first actor which opposed to the regeneration of the shipyards and gave support to others that came along during the planning process. According to the 6235 Act of Union of Chambers of Turkish Engineers and Architects, the Chamber has the right to sue development projects which are not benefiting the rights of the society. The Chambers has gone to court against many urban regeneration projects. The main reason to be against this regeneration, from their perspective is that it will create displacement in the neighbouring community, the shipyards will not be conserved and moreover the project will not benefit the needs of the citizens.⁸⁷

Although the Chamber of Architects is militating for the interests of also neighbouring community, it is still a centralized institution that evaluates projects from its expert perspective and has a focus on the concern of conservation of heritage, the monuments existing on the site of Halic Shipyard. The Chamber is also criticized as being against all development projects and not seeking solutions, being in conflict with the government, outcome of

⁸⁷ Observation of the author in the discourse of the representatives of the resistance during Panel for Halic Resistance in the Chamber of Architects building; Date: 20.09.2013; Also Interview No.13- arh. Burak Kaan Yilmazsoy, representative of Chamber of Architects in the fight against the regeneration of the shipyards. Date: 06.10.2013; Hour: 09:00; Location: Chamber of Architects building, Interview lasted 30 minutes - (Annex No.01)

many law suits against regeneration projects.⁸⁸ Another attribute of the Chamber is that of helping the other actors in opposition, the urban social movements that appear against the projects providing them space to meet, experts in legal framework and other knowledge-based privileges. It was also the Chamber of Architects that informed interested parties such as Halic Resistance and Neighbourhood Associations about the existence Halic Shipyard Conservation Project.⁸⁹ Chambers of Architects appears to stand for more participatory and inclusive processes in planning, but regarding the regeneration of the shipyards the discourse tended to focus towards the cancelation of the projects and the danger of not conserving heritage, but not militating for inclusion, transparency and information. This has its roots in the mistrust towards:

*"the neo-liberal agenda of the government and all the mega-projects triggered by it."*⁹⁰ (Fig. No.44)

Another opposing party to Halic Shipyard Conservation Project is the **Bedrettin Neighbourhood Association**, as non-governmental organizations funded in 2005 in order to fight with legal means against urban regeneration project for the community of Bedrettin Neighbourhood (see chapter IV.3.5. As Mr. Cem Tuzun, the representative of Beyoglu Neighbourhood Associations, explains:

*"to defend the rights of the citizens against a neoliberal agenda of the government"; "to keep surviving in our neighborhoods".*⁹¹

More specifically as revealed from the interviews with its representatives, this associations are providing information and support to the community by organizing meetings, being in touch with other Neighbourhood Associations concerning collective interest and fight in legal means against urban regeneration projects, which were clearly understood by the Istanbulities as equal to a degree of displacement for them. The Neighbourhood Associations are activating in the district of Beyoglu, but also in other districts as a response to the mass urban regeneration projects happening in Istanbul, that give no rights for participation to the citizens, creating major social and economical impacts.

The Neighbourhood Association activating against Halic Shipyard Conservation Project is the Bedrettin Neighbourhood Association.⁹² The aim of Bedrettin Neighbourhood Association is to fight in court against any regeneration project that could put in danger of displacement the community. This is also the reason why Bedrettin Neighbourhood is engaging in opposition towards Halic Shipyard Conservation Project.

⁸⁸ According to interviews made with representatives of government, Interview No..12 with Mrs. Oznur Renceber, representative of Department of Historic and Environment Protection and also in charge of Halic Shipyard Conservation Project; Date: 03.10.2013; Location: Department of Historic and Environment Protection; Hour: 10:00; Interview lasted 15 min.; No.17 with Mr. Taner Avlamaz, representative of Department of Historic and Environment Protection; Date: 22.10.2013; Location: Department of History and Environment Protection offices Hour: 12:22; Interview lasted 30 minutes; (Annex No.01)

⁸⁹ Observation of the author in the discourse of the representatives of the resistance during Panel for Halic Resistance in the Chamber of Architects building; Date: 20.09.2013; Also Interview No.13-(Annex No.01)

⁹⁰ Interview No.13- arh. Burak Kaan Yilmazsoy, representative of Chamber of Architects in the fight against the regeneration of the shipyards. Date: 06.10.2013; Hour: 09:00; Location: Chamber of Architects building, Interview lasted 30 minutes - (Annex No.01)

⁹¹ Interview No. 22 with Mr. Cem Tuzun, representative of Beyoglu Neighborhood Associations; Location: Istanbul Technical University; Date: 06.11.2013; Hour: 09:30; Interview lasted 25 minutes- (Annex No.01)

⁹² Interview No. 24 with Mr. Suleyman Songur, representative of Bedrettin Neighbourhood Association; Date: 7.11.2013; Location: Bedrettin Neighborhood; Hour: 12:00; Interview lasted 30 minutes; - (Annex No.01)

"We want to defend the place where we live, the place where we worked so much for. We took our water from the polluted Halic and we survived Dalan's demolitions. We don't want to go from here and we will fight against this neoliberal agenda." says Suleyman Songur, representative of Bedrettin Neighbourhood.⁹³

Halic Resistance urban social movement is the platform where all interested parties meet and militate against the regeneration of the shipyards and it is constituted and supported by: the Chamber of Architects, Chambers of Mechanical Engineers, Chamber of Urban Planners, The Lawyers Association, Union of Chambers of Turkish Engineers and Architects, Neighbourhood Associations, representatives from academia, from the political party- CHP and civil society. This social movement militates for: *the importance of the shipyards from the conservation point of view* and also its *production potential*. Moreover it is against the "clear neo-liberal transformation of the shipyards".⁹⁴ One of the initiators of the movement, Dr. Arh. Gul Koksall, calls these urban regeneration projects as:

"the hegemony of the government"⁹⁵.

The Resistance has been active in organizing several meetings with the neighboring community, but also panels for the broader public for informing interested citizens regarding the development of the shipyards.⁹⁶ (Fig. No.44)

As a core, a board was created from representatives of: academia, Chamber of Architects, Chambers of Mechanical Engineers, Bedrettin Neighbourhood Association and former workers at the shipyards. The Halic Resistance depends on the Chamber of Architects for its legal fight, being the institution with the right to sue the urban regeneration projects.⁹⁷ Decisions are taken during meetings or in innovative ways through social media and mail groups (halicdayanismasi@googlegroups.com; facebook: Halic Dayanismasi). The number of active members is increasing along with the activity of the movement (200 members on the mail group; 1500 on facebook), from the first meeting of 10 people (11.09.2013- Chamber of Architects Offices) to 30 people on the second (23.09.2013- Boncuk Café Fig. No.45), 100 people on the third (20.09.2013 - Panel in the building of Chamber of Architects-Fig. No.44) and fourth (25.10.2013- Okmeydani meeting-150 peoples) (Fig. No. 45).

The Halic Resistance receives information from informal means about the urban waterfront regeneration of Halic shipyard and details about planning processes, sharing it further with its members and trying to reach a broader public, being always in contact with the media:

- 21.11.2013 - official press release⁹⁸;
- 26.11.2013 - participated at HalkTV to the Program: "Semra Topcu ile Gune Baslarken"

⁹³ Interview No. 24 - (Annex No.01)

⁹⁴ Interview No. 14 with Mrs. Gul Koksall, representative of Halic Resistance; Date: 08.10.2013; Location: Kadikoy; Hour: 15:00; Interview lasted 35 minutes.- (Annex No.01)

⁹⁵ Interview No. 14.- (Annex No.01)

⁹⁶ List with the activity of Halic Resistance- until 04.12.2013 (Annex No.11)

⁹⁷ According to Interview No.13- arh. Burak Kaan Yilmazsoy, representative of Chamber of Architects in the fight against the regeneration of the shipyards. Date: 06.10.2013; Hour: 09:00; Location: Chamber of Architects building, Interview lasted 30 minutes - (Annex No.01)

⁹⁸ Press release from Halic Resistance- (Annex No.11)

Also on 19.11.2013 a petition to Conservation Board regarding the clearance of Taskizak and Camialti shipyards was given as a violation of the Law of Conservation. This event builds on the efficiency of the movement to report any violation to the law. In addition to the aforementioned, because of the informal means in which the resistance is reaching the information, false beliefs can be spread to wide public. Also the recent evolution of the movement is turning in a more closed entity, as it organizes a Panel event for the anniversary of 559 years (11.12.2013) from the existence of the Halic Shipyard, but the entrance is only possible by invitation⁹⁹.

Participants of the Halic Resistance

From the questioners realized with the participants of the Halic Resistance meetings, a wide range of actors against the regeneration of the shipyard, with different interests, can be observed: academia, students, reporters, architects, engineers, urban planners, artists, former workers of shipyards, citizens from neighboring communities. ¹⁰⁰ (Annex 02)

The results of the questioners realized at Halic Resistance meetings revealed the reasons of the participants to be against the projects:

- not benefiting the interests of citizens of Istanbul;
- the importance of the conservation of the shipyards;
- danger of displacement of the neighbouring community.
- keeping the production on site.

When the answers given by the representative of the movement are compared with the answers given by the participants, it can be observed that the participants have also other reasons to be against the project and engage in resistance.

Also 45% of the participants come to the meetings not only to support the resistance, but also to inform themselves about the regeneration projects. Therefore, the need of information is underlined regarding these projects and here is the point where this kind of movements gain popularity for being open to participation and sharing knowledge.(Table 6)

As a conclusion Halic Resistance is an urban social movement, having strong horizontal relations, being efficient in monitoring the development of the shipyards and calling responsible bodies to action when any law is broken. It also shares information with its members and with the broad public and supports the neighboring community by informing them about the legal process. Still, Halic Resistance has informal means of reaching information which cannot be always valid and it is also depended of the Chamber of Architects for its legal fight against the projects.

⁹⁹ Information from the e-mail group of Halic Resistance- see Annex: email with invitation to Panel for the anniversary of 559 years of Halic Shipyard (11.12.2013)

¹⁰⁰ According to Questioners realized at the meeting of Halic Resistance: Panel for Halic Resistance in the Chamber of Architects building;Date: 29.09.2013; Meeting in the KececiPiri Neighborhood, in Boncuk Café, behind Halic Shipyards; Date:20.09.2013 and Meeting at Okmeydani Neighborhood in a wedding hall, behind Halic Shipyards ; Date: 25.10.2013 (Annex No.02)

Number of question	Answer of the community
1. Why did you come to Halic Resistance meeting?	<ul style="list-style-type: none"> • to support Halic Resistance : 55% • to inform myself : 45%
2. I live in the area of Halic: If yes, what neighborhood?	Yes = 94,11% (Meeting in Neighborhood) Yes = 37% (Meeting at Chambers of Architects) Bedrettin, Kecepiri, Kulaksiz, Camikebir, Halicoglu, Sutluge
3. I am a former shipyard worker:	Yes = 28% No - no answer
4. If you are not a former shipyard worker, what is your profession?	academia, architect, student, reporter, engineer, urban planner, artist

Table 6: Questioners realized at the meeting of Halic Resistance (Annex 02)

Source: author



Fig. No. 43 : Panel for Halic Resistance in the Chamber of Architects Offices; On right: Participant filling a questionnaire for this research

Source: author

Date: 20.09.2013

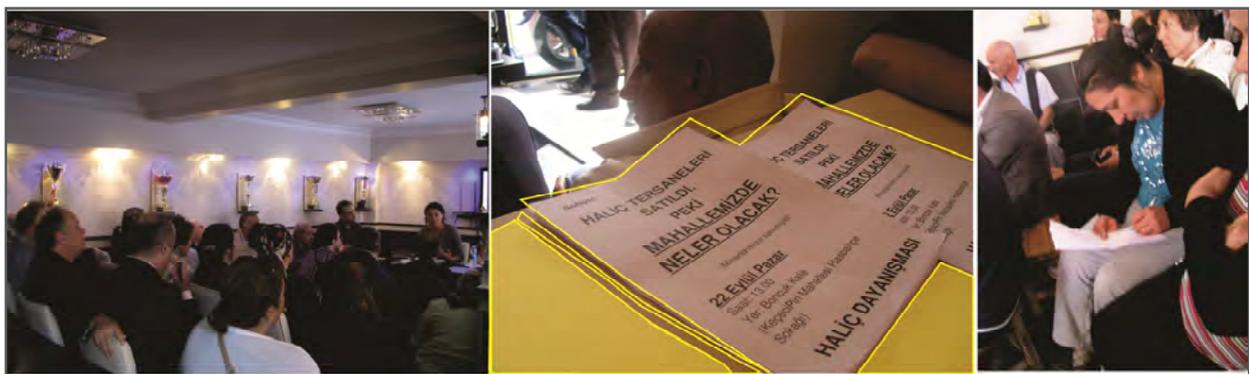


Fig. No.44: Meeting in the KececiPiri Neighbourhood, in Boncuk Café, behind Halic Shipyards

From left to right: Presentation made by representatives of Halic Resistance about the impacts of the shipyards development on the neighbourhoods; Poster- "Halic Shipyards have been sold, what is going to happen to our neighbourhood?"; Participant filling a questionnaire for this research

Source: author; Date: 23.09.2013



Fig. No. 45 : Meeting of Halic Resistance in Okmeydani Neighbourhood, in a wedding hall, behind Halic Shipyards
 Source: author; Date: 25.10.2013

Actor	Reason for opposing	Power	Interest
Bedrettin Neighborhood Association	<ul style="list-style-type: none"> • impact of the project on Bedrettin Neighborhood, displacement of the existing population 	<ul style="list-style-type: none"> • inform citizens about the planning process, fight in court against the 	<ul style="list-style-type: none"> • cancelation of the project
Chamber of Architects	<ul style="list-style-type: none"> • neo-liberal agenda of the government, not a proper conservation of the monuments, impact of the project on neighboring community, displacement of the existing population 	<ul style="list-style-type: none"> • inform citizens about the planning process and legal framework, fight in court against the project, offer support to others in resistance, create debate, involve the media 	<ul style="list-style-type: none"> • conservation of the shipyards
Halic Resistance	<ul style="list-style-type: none"> • neo-liberal agenda of the government, not a proper conservation of the monuments 	<ul style="list-style-type: none"> • inform citizens about the planning process and legal framework, monitor the planning process and report and defiance of the law, create debate, involve the media 	<ul style="list-style-type: none"> • conservation of the shipyards, keep production

Table 7: Interest and power of the resistance in planning of Halis Shipyard Conservation Project
 Source: author

V.1.4. Relationships of the actors

Relationships of the actors are "*crucial in understanding the direction of the planning processes.*"(Nuisl and Heinrichs 2010). The relationships were established as outcome of the interviews conducted by the researcher and through participatory observation.

When mapping the relationships in the Halic Shipyard Conservation Project ¹⁰¹, there are two clusters of actors that do not come together, this situations also reflecting on the clash of interests and gap between civil society representatives and the government. (Fig. No.47)

One group represents the actors involved directly in the planning process and the other represents the strong opposition.

The first ones has hierarchical vertical relationships by territorial responsibility of different governmental bodies, market based relationships by contractual agreements. Istanbul Metropolitan Municipality is the most powerful actor, whom others are subordinated to. Exception to this is the Conservation Board No. II, representing the Ministry of Tourism and Culture. According to the Law of Conservation, the Department of History and Environment Protection is subordinated to Istanbul Metropolitan Municipality.

IDO, the private investor who has in present the tender over the land of Halic shipyard has a contractual agreement with Istanbul Metropolitan Municipality and this is also the reason why it is in relation with the actors involved in the planning process. Another subordinate actor to Istanbul Metropolitan Municipality is the Istanbul Metropolitan Planning. Between Department of History and Environment Protection and Istanbul Metropolitan Planning is a contractual agreement. Although this actor has no power in decision-making, it has a comprehensive overview of the planning process, being linked to all the other actors involved in the planning process.

The other group in opposition to the project is represented by collaborative and horizontal relationships of the non-governmental organizations, social movements and other civil society representatives. Analyzing the actors in opposition and the horizontal network-like relations, overlapping interconnections among them can be observed. The boundaries between these actors are hard to be defined as they cooperate and interconnect with each other rapidly, using innovative means of communication in exchanging of opinions and in deciding common action. Halic Resistance is influenced by the strong connection with Chamber of Architect, former shipyards workers, Chamber of Mechanical Engineers and Bedrettin Neighbourhood Association. This is possible due to its board members representing these groups, this revealing also the direction in which the resistance is pushed and where its power and interest comes from.¹⁰²

The connection of Neighbouring Community with any of the other actors from the opposition is done through Bedrettin Neighbourhood Association, this making the association an important actor, through which neighbouring community has an influence in the opposition created.

¹⁰¹ According to computer mapping on Graphcommons (dynamic mapping of actors according to their collaboration for analyzing the connections and the actors)-Also the account and password of this site is given- (see Annex No.10)

¹⁰² According to Interview No. 14 with Mrs. Gul Koksall, representative of Halic Resistance; Date: 08.10.2013; Location: Kadikoy; Hour: 15:00; Interview lasted 35 minutes.- (Annex No.01)

According to the interviews regarding the relationships of collaboration within the resistance created, Chamber of Architects is the most powerful actor.¹⁰³ This is not only due to its big network, but also due to the fact it has the "Tüzük" (regulation right to sue any urban planning/ architectural project) and due to the capacity of offering help to all other actors involved in resistance to urban regeneration projects.¹⁰⁴ Following Chamber of Architect, Halic Resistance is the second one and the relationship between the two is based on mutual trust and strong collaboration, as seen in the previous chapter.

When the main actors from opposition, and ones involved in the planning process are considered for their relationship, there is a long lasting conflict between them which resulted from the interviews conducted with representatives of both sides, this making also harder for the two groups to come together.¹⁰⁵ It can be argued that even though the resistance is engaging with the community into a fight against the urban regeneration agenda of the government, undertaking an advocacy planning role, it is also creating a barrier between state and citizens.

¹⁰³ According to Interviews with actors excluded in the planning process (Annex 01)

¹⁰⁴ No.13- arh. Burak Kaan Yilmazsoy, representative of Chamber of Architects in the fight against the regeneration of the shipyards. Date: 06.10.2013; Hour: 09:00; Location: Chamber of Architects building, Interview lasted 30 minutes - (Annex No.01)

¹⁰⁵ No.13- arh. Burak Kaan Yilmazsoy, representative of Chamber of Architects in the fight against the regeneration of the shipyards. Date: 06.10.2013; Hour: 09:00; Location: Chamber of Architects building, Interview lasted 30 minutes; No.8, representative of Istanbul Metropolitan Planning, Date: 26.09.2013; Location: Istanbul Metropolitan Planning- Bimtas Headquarters; Hour:14:00; Interview lasted: 50 minutes; No.17 with Mr. Taner Avlamaz, representative of Department of Historic and Environment Protection; Date: 22.10.2013; Location: Department of History and Environment Protection offices Hour: 12:22; Interview lasted 30 minutes; - (Annex No.01)

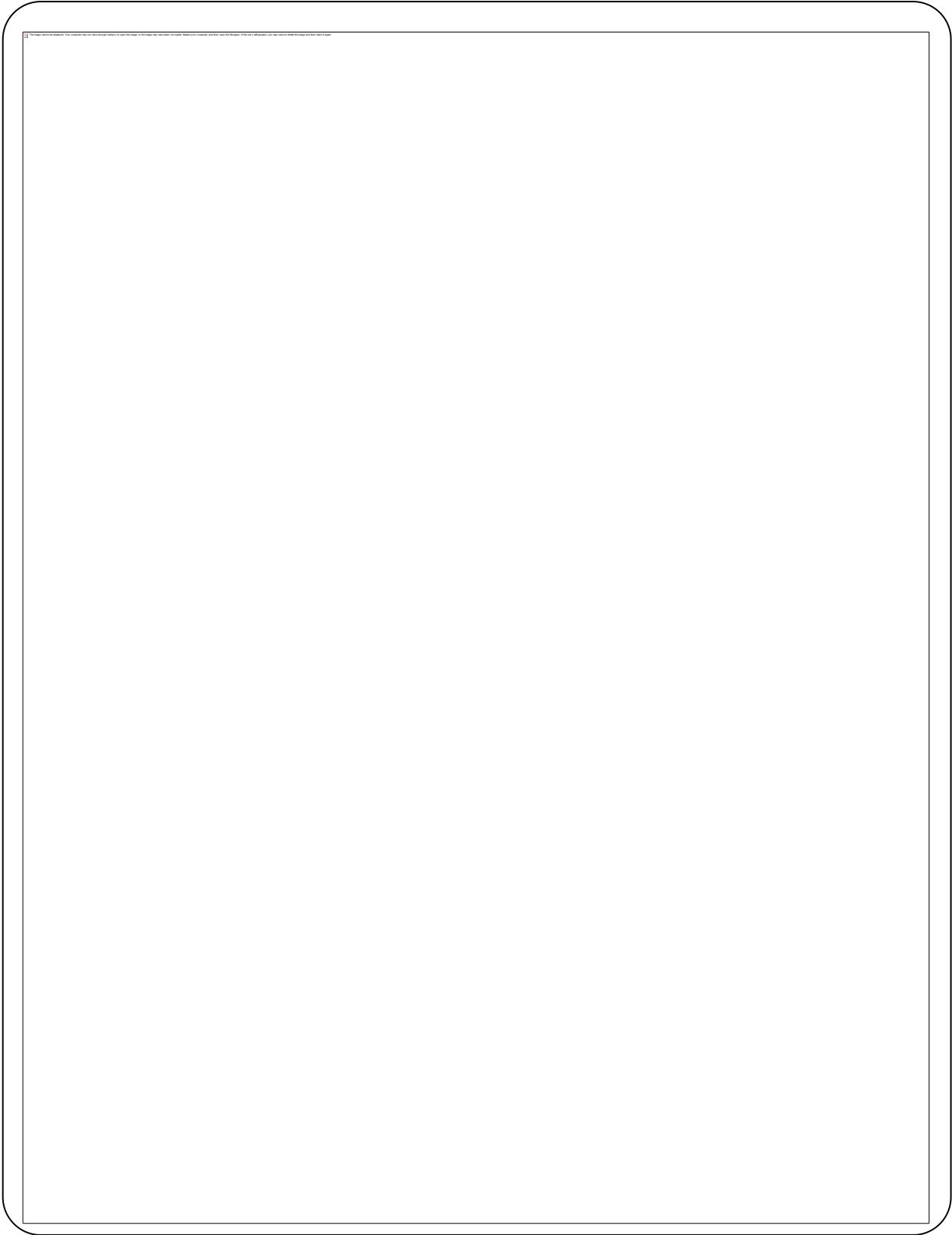


Fig No. 46: Relations among actors in Halic Shipyard Conservation Project; Source: author (adapted after computer mapping with graphcommons: <http://graphcommons.com/graphs/1417>)

Summary: defining the actors

Having analyzed the actors involved in the planning process of Halic Shipyard Conservation Project by their power and interest, and their approach to planning, the most influential actors on project outcomes are central government and the local government at metropolitan level: Conservation Board II and Istanbul Metropolitan Municipality. Therefore, it was found that the project has a focus on a physical regeneration and conservation of the shipyards. Istanbul Metropolitan Municipality, having the interest in adding this project to the "Cultural Valley" vision, is also subsidizing the project, which makes it the most influential actor with power of decision over the planning process. There is proof of an entrepreneurial position of the government, as private interests are included in the planning process, but not under the form of a public-private partnership. Hence, the approach to planning remains in a top-down governmental manner.

The new actors engaging in resistance have no power in decision making over Halic Shipyard Conservation Project, but they have influence on the planning process due to their actions. Opposing groups have different interests which bring them together in the fight against the Halic Shipyard Conservation Project. The collaborative networks and their innovative ways of decision taking makes them strong actors that have to be taken into account. These collaborations can challenge or conceivably stop the project. Opposition can be seen as an opportunity in increasing democracy, challenging the project by creating debate and trying to reach a broader public, being always in contact with the media. Still, active actors in resistance have also hierarchical governance structures: Chamber of Architects- is centralized institution; Halic Resistance- has a board, this raising questions regarding the democratic ways promoted or whether they can represent the interest of all citizens of Istanbul.

Their demands in the project cannot be taken as indicator for the needs of the all citizens of Istanbul; rather they can be used as an indicator to the need of change in the planning process towards more transparent and inclusive one and can be used to improve the project.

V.2. Stakeholder Analysis

V.2.1. I Stakeholder Analysis

A stakeholder analysis is created, reflecting on the study made in the previous sub-chapter over the power and interest of the actors along with their relationships and approach to planning.

First a stakeholder analysis of the Halic Shipyard Conservation Project is done to portray the actors involved in the planning process, empowered by rights of ownership, legal means, responsibilities in the planning process and economical means (Fig. No.49). The ones involved in the planning process are:

- Istanbul Metropolitan Municipality - with decision over the planning process and project outcomes
- the Conservation Board No. II (representing the Ministry of Culture and Tourism) - with decision over the project outcomes
- IDO (a private company having the tender of the land)- with influence over the project outcomes
- Istanbul Metropolitan Planning (research center- belonging to Bimtas, a private company and Istanbul Metropolitan Municipality)- in charge in designing the plans and implementation phase- with influence over project outcomes

To the previous stakeholder analysis of the Halic Shipyard Conservation Project done to portray the actors involved in the planning process is completed by adding the civil society representatives opposing to the project, as clearly influencing the planning process by their actions and being part of the governance of the project.

In opposition citizens are represented by:

- urban social movements: Halic Resistance;
- non-governmental organizations: Chamber of Architects, Bedrettin Neighbourhood Association, Chambers of Mechanical Engineers, Chamber of Urban Planners, The Lawyers Association, Union of Chambers of Turkish Engineers and Architects, Neighbourhood Associations;
- academia
- a political party- CHP

Although the private sector is included to the governance of Halic Shipyard Conservation Project, the core is represented by the government. This reveals also the top-down governmental approach to planning. There is no empowerment of the citizens of Istanbul, although this is a public project and made for their benefit. The most interested ones in this development, the citizens of Istanbul are excluded from the planning process and the purpose and outcomes of the project can be argued accordingly. Another actor that is missing is the local government, Beyoglu Municipality, the district where the project is done, this cutting the link between the local dynamics.

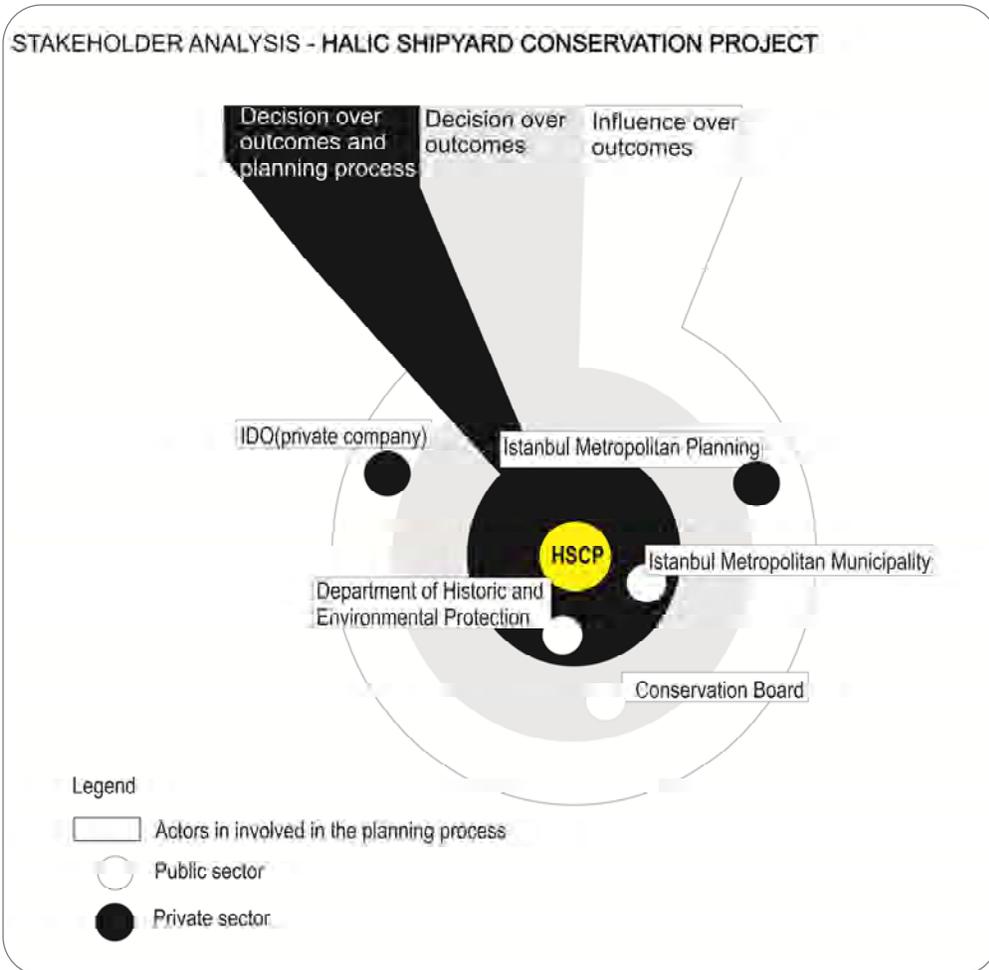


Fig No. 47: Stakeholder analysis;
Source: author

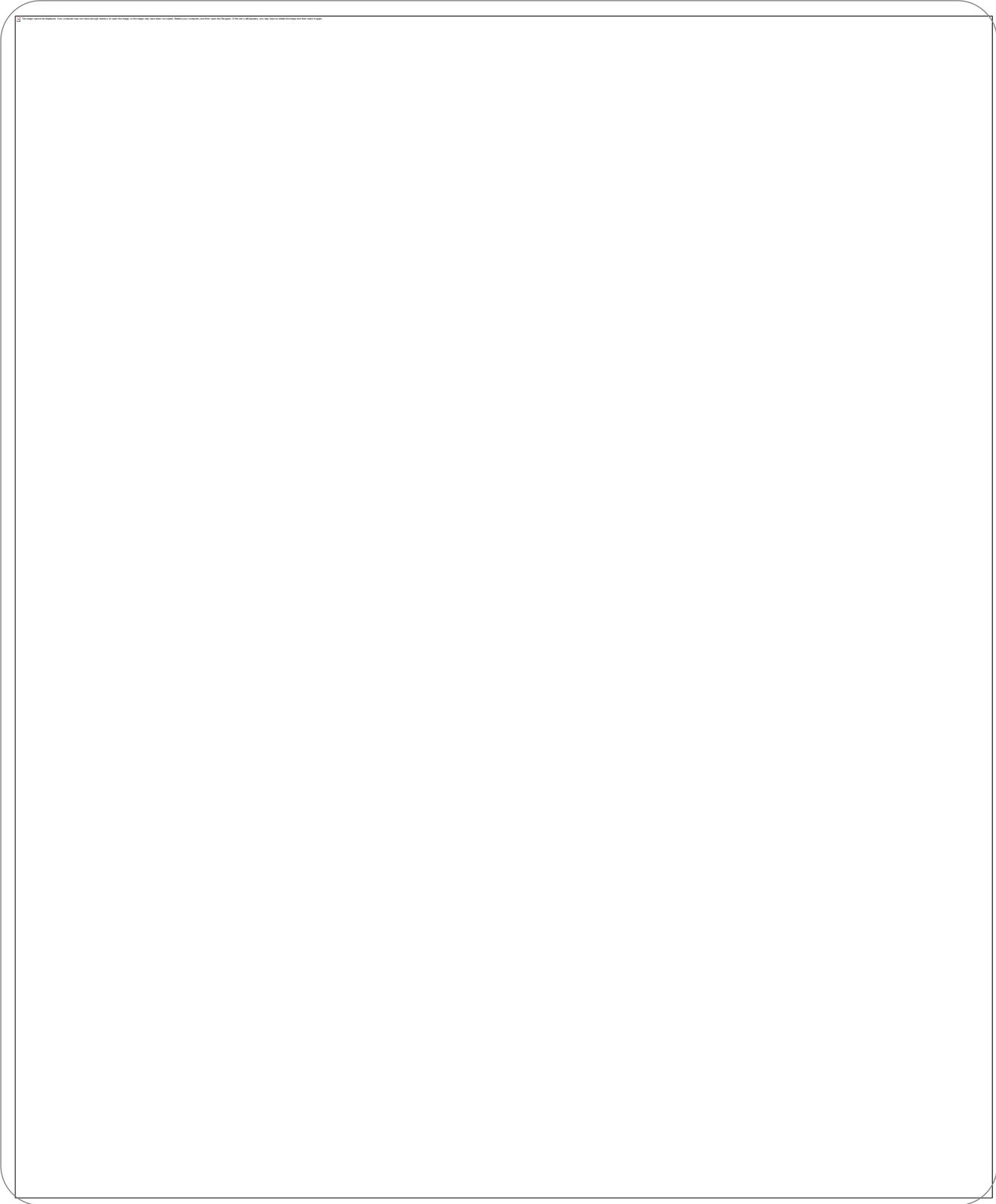


Figure 48: Stakeholder Analysis
Source: author

V.2.2. II Stakeholder Analysis:

A second stakeholder analysis has been developed as an outcome of the questionnaires and interviews realized with representative of the institutions involved in the planning process, but also with the representatives of the social movements, civil society, neighbouring community, non-governmental organizations, planning experts and academia- mostly all 91 total participants to the interviews and questionnaires in this research. (Annex 02).

This stakeholder analysis is described in the methodology section of this thesis (chapter I.5.) The method was taken from the study: Governance and Multi stakeholder Processes by Nancy Vallejo and Pierre Hauselmann (2004)- a product of the Sustainable Commodity Initiative, a joint venture of the United Nations Conference on Trade and Development and IISD.

The purpose was to find first the most interested and most powerful actors in the planning process. Than recommendations are given according to the methodology and the results from the questioners are represented in the matrix below.

- The actors with high interest in Halic Shipyard Conesevation Project are: neighbouring community, citizens of Istanbul, Istanbul Metropolitan Municipality and Ministry of Culture and Tourism.
- The actors with high power in Halic Shipyard Conesevation Project are: Istanbul Metropolitan Municipality and Ministry of Culture and Tourism
- The actors with high interest and high power in Halic Shipyard Conesevation Project are: Ministry of Culture and Tourism and Istanbul Metropolitan Municipality.

The results of this stakeholder analysis brings a clear image of the perception of the ones involved in the planning process in Istanbul, but also the ones in resistance and that is, the need to include the citizens of Istanbul in the planning process.

This matrix certifies the previous stakeholder analysis done by the researcher and also reveals the opinion of the actors involved in planning processes in the context of Istanbul. By this matrix it is clear and it also resulted rom their answers to the questioners, that the citizens of Istanbul (being the most interested) and the neighbouring community (being the most interested and affected party) are essential to be involved in the planning process of the regeneration of the shipyards.

Also the most powerful actors in the planning process are seen: the Istanbul Metropolitan Municipality and Ministry of culture and tourism, which certifies the top-down heavy handed governmental approach to planning in the case of Halic Shipyard Conservation Project.

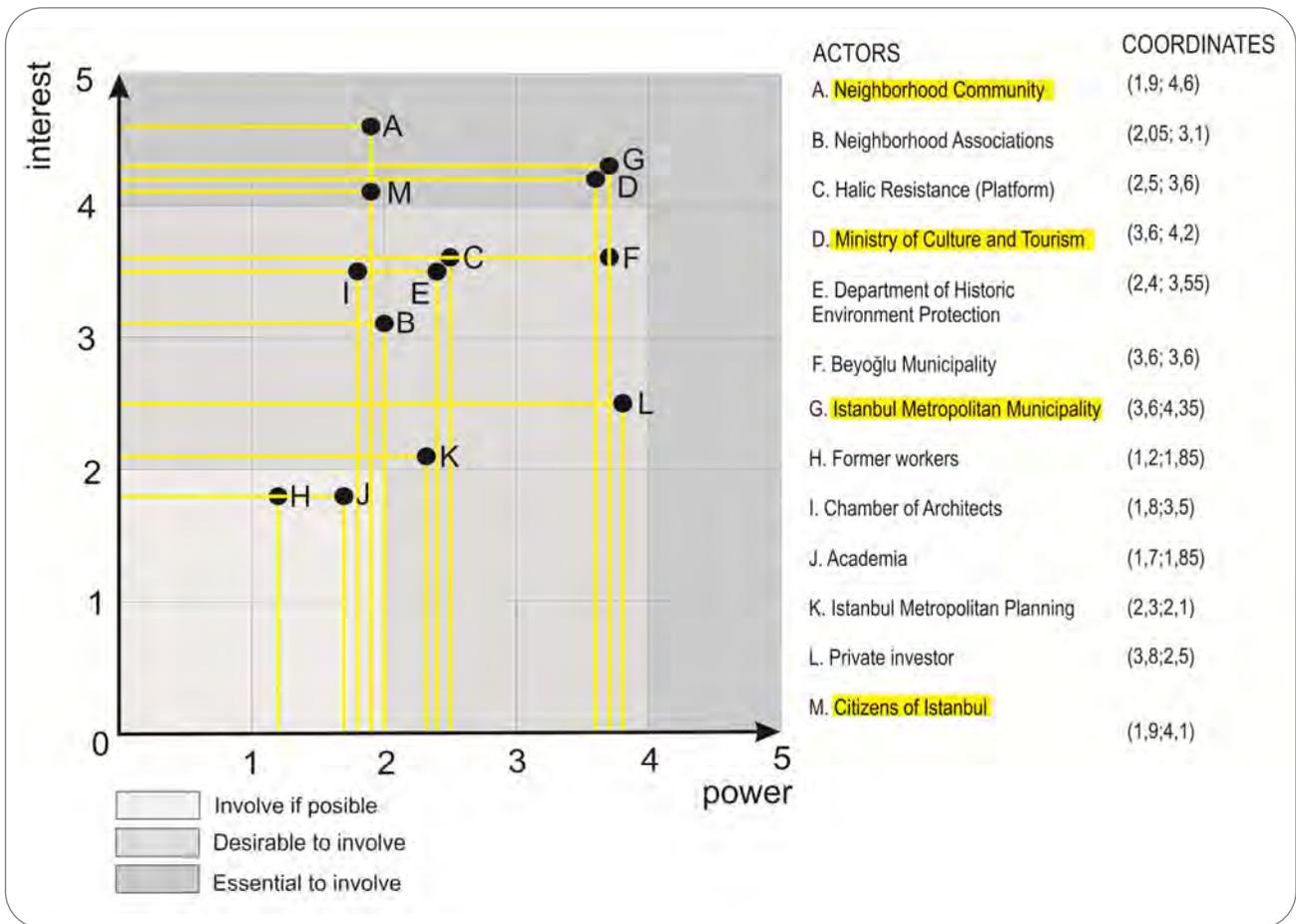


Fig No. 49: Stakeholder analysis made with the help of civil society
 Source: author

V.3. Evaluating the planning process of Halic Shipyard Conservation Project

Halic Shipyard Conservation project is initiated and subsidized by Istanbul Metropolitan Municipality, but the central government has regulatory power over the project outcomes, due to the special national laws designated for urban regeneration. Private sector is added to the decision-making process by Istanbul Metropolitan Municipality, but local government, Beyoglu Municipality, the district in which the project is done, is missing from the planning process. Although the project is made for the public interest, it was found that there is no consideration of giving information or chance for participation to the most interested parties: the neighbouring communities or the citizens of Istanbul.

Looking at the decision-making process, the first attempt to officially create a plan for regenerating the area of Halic shipyard was together with Camialti and Taskizak shipyards, but as a result of the deficiencies in legal framework giving total rights to owners of land and central government, the latter ones were privatized. This privatization brought together a strong resistance from the side of civil society represented by urban social movements and non-governmental organizations. The lack of information and broadly-based rights of influence are manifested by this opposition that is part of a broader fight against the "neo-liberal agenda of the government". The neighbouring community's need of information and the lack of trust towards projects initiated by the government bring it closer to the actors in resistance which provide the community support. The collaborative networks and their innovative ways of decision taking can challenge and even conceivably hazard the project.

The planning process of this particular urban waterfront regeneration was found therefore as not inclusive, not transparent and not giving opportunity to challenge decision-making in the planning process. Therefore, it can be argued that what could be a good project creating public space and reconnecting the urban issue of Beyoglu district with its waterfront, will fail to reach its true potential in benefiting the neighbouring community and also the broad public of Istanbul. This due to its exclusive governance, the top down approach to planning and the legal framework given by the national policy on urban regeneration.

Time-line: regeneration of Halic shipyard- on-going planning process :

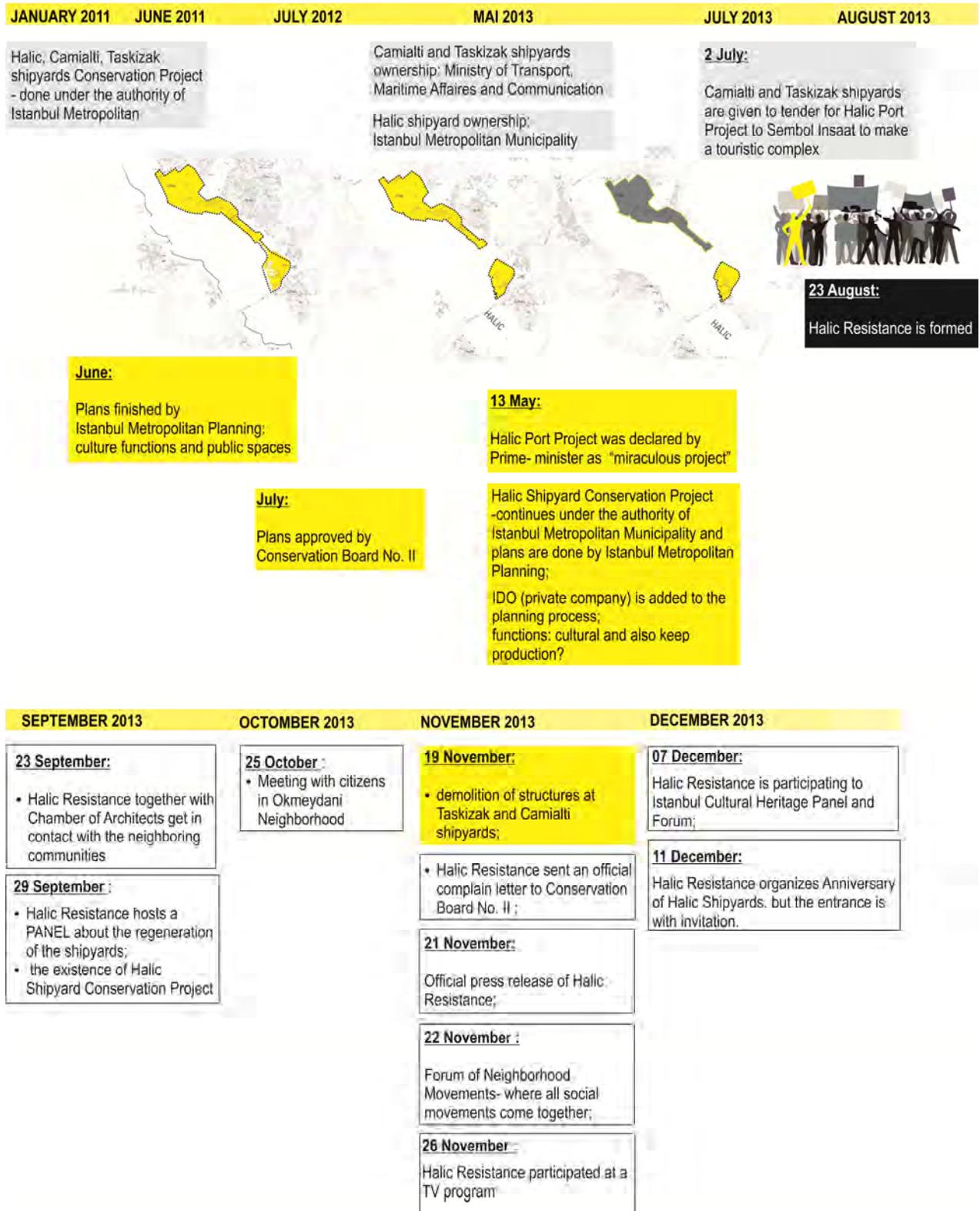


Fig. No. 50: Time-line planning process; Source: author

VI. CONCLUSIONS, RECOMMENDATIONS AND DISCUSSIONS

After going through the whole study, this chapter provides a comprehensive overview of the research done, place-specific recommendations for the case study are presented, the thesis is concluded reflecting upon the example of urban waterfront regeneration in the context of Istanbul and further areas of research are designated.

VI.1. Overview of the thesis

The goal of this research was to contribute to the more general, theoretical contention on urban waterfront regeneration in developing countries, in understanding their dimensions in terms of governance and planning.

Therefore, this thesis tackled dimensions of urban waterfront regeneration in Istanbul, Turkey by studying the most recent initiative of urban waterfront regeneration along Halic /The Golden Horn: the regeneration of Halic shipyard, Halic Shipyard Conservation Project. The aim was to evaluate to which extend the top-down governance forms, but also bottom-up grass root empowerment influence the planning process and project outcomes, giving recommendations for the further development of the planning process. The research analyzed the specific governance forms in which the latest development along Halic, the Halic Shipyard Conservation Project, was being grafted, but also the opposition that arouse along with them. The second aim was to evaluate the urban waterfront regeneration project studying its impact on the neighboring community. Bedrettin Neighbourhood was chosen for analysis, as being the closest community next to Halic shipyard and its approach to planning along with its needs were presented.

The overarching goal was accomplished through specific objectives, which will be reviewed in parallel with the findings of the research.

1. To review literature on the urban waterfront regeneration phenomenon to find its main characteristics and conduct an in-depth critical analysis on international case studies providing support to inform the evaluation of the case study of this research.

The study of an urban waterfront regeneration project needed a grounded understanding of the phenomena, whose main characteristics were presented through literature review, followed by a critical study of different international urban waterfront regeneration projects that was used to evaluate the case study chosen for empirical research, the recent development along Halic: Halic Shipyard Conservation Project. Findings were that urban waterfront regeneration projects are often governmental initiatives in re-designing the city, their final goal being economical gain. They have separate management bodies, directly linked to the government, which brings them consistent public subsidies and makes the projects undertake a special treatment in terms of planning and legal framework. Private sector is involved as an important actor in decision-making process through private-public partnerships, part of the management body or further by privatization. Often low-income neighboring community is ignored, the project contributing to exacerbation of social and economical inequalities in the city. Urban waterfront regeneration leads to conflict between many interested parties. The new actors engaging in resistance to urban waterfront regeneration projects, motivated by values as public open space at water's edge or loss of cultural values and identity, have the power to shape the planning process, outcomes or even stop the project. Therefore in the empirical research a special attention was given to the opposition created, but also to the neighbouring community (chapter II),

2. To review theoretical concepts of urban governance and the changing new forms of urban governance that influence planning, furthermore, following the discourse interaction of governance and planning, to find pillars to study governance and normative to evaluate the overall planning process.

As the theoretical framework that underpins this study is derived from the discourse on new forms of urban governance, the third chapter of this thesis defines urban governance by understanding its evolution: the re-scaling of government and its functions, the engagement of new actors from civil society in shaping decision-making. Following, as a consequence of the changes in urban governance along with the struggle for more socially just and inclusive planning processes, the work of Patsy Healey (1997, 2006) was presented with an emphasis on planning as governance activity and the emphasis on the planning process rather than results. In the last part of this chapter, an understanding of governance was presented in the current thinking of spatial planning, to find analytical tools that can inform and support the case study of this research. These were identified as: the legal framework, the decision-making process, the actors involved or ignored from the planning process and their relations (Nuisl and Heinrichs 2010) (chapter III).

3. To study the latest urban waterfront regeneration along Halic, the regeneration of Halic shipyards: Halic Shipyard Conservation Project, in Istanbul, Turkey. This third objective was structured into five sub-objectives.

Chapter IV. focused on urban waterfront regeneration in Istanbul with the example of Halic/ The Golden Horn, specifically with the study of the recent development along it, the regeneration of Halic Shipyard: Halic Shipyard Conservation Project.

3.(1). To study Istanbul's urban regeneration policies and the institutional framework at city and national level providing understanding of the context facilitating urban waterfront regeneration.

To understand the planning process of the regeneration of Halic's waterfront, a reflection was done upon the peculiarities of Istanbul's urban regeneration policies and the institutional framework at city and national level that facilitated it: Istanbul, Turkey has been experiencing a neo-liberal reconfiguration that is now in its final stage. In this context, urban regeneration is used as a tool for development and while the purpose of the projects seem to be in the name of upgrading the built environment and improving the living conditions of the poor, the top-down approach, reduces the projects to just transformation of physical space, neglecting the social, economical and environmental dimensions along with the unwillingness of government to allow grassroots participation become the focus of discontent and protest.

3.(2). To study the regeneration process of Halic's waterfront, from a governance perspective, outcomes, main critiques of the approach to planning and the current state to inform the evaluation of the Halic Shipyard Conservation Project.

The process of regeneration of Halic's waterfront since 1980's revealed itself as a contested top-down planning approach and an overview of the projects along Halic's waterfront proved that instead of resolving the social burning issues of the low-income neighbourhoods, populated by former ship and dock workers, they have been used for economical and political gain by central and local government. This is an attempt to change Istanbul's image through a waterfront designated for cultural and other consumption based activities that would represent the city in the global

agenda. The waterfront of Halic is still in on-going process of transformation, being the focal point of multiple urban regeneration projects initiated by the government, but also due to a process of gentrification under the market forces. Still, it represents an enormous opportunity in terms of public space for a congested global city as Istanbul and its citizens, but mostly for the low-income neighboring communities which must be studied in relation to any intervention done at the waterfront.

3.(3). To study governance forms in urban waterfront regeneration of Halic shipyard, Halic Shipyard Conservation Project: Who is included in the planning process of Halic Shipyard Conservation Project and what is the level of decision-making? What are the consequences of the governance forms of Halic Shipyard Conservation Project on the planning process and project outcomes? What are the consequences of the opposition on the planning process and outcomes of Halic Shipyard Conservation Project?

The particular legal framework and planning requirements of the area indicated the local government at metropolitan level and central government as part of the decision making process. The decision-making process of Halic Shipyard Conservation Project was analyzed and revealed the consequences of the current planning system in Istanbul: un-transparent planning processes and a legal framework giving rights to the central government over the local government at district level that, in this case, have led to privatization of public property and defiance of planning regulations, consequently raising discontent and resistance towards the project. A critical evaluation of the power and interest along with the relationships of the actors involved in the planning process, but also the ones in the opposition that arise along was undertaken. Findings were that most powerful actors involved in planning process represent government at metropolitan and national level and their interest considers a physical regeneration and creating a new image of the waterfront in line with the global trends of culture designated activities. Although the actors in resistance agree on the conservation aspects of regeneration, they question the planning process. They warn about the impact on the neighbouring community or the option of keeping the production on site, along with pointing to a neo-liberal agenda of the government. The actors involved in resistance influence the planning process by their actions and also have the potential to challenge and conceivably stop the project. Still, the opposition and its specific demands do not represent the interest of the whole citizens of Istanbul which are not informed or considered in the planning process.

3.(4). To study the neighbouring community of Halic shipyard to evaluate the impacts of Halic Shipyard Conservation Project and their approach to planning: What impacts will the Halic Shipyard Conservation Project create on the neighbouring community? Is the neighbouring community included in the planning process? Is the neighbouring community accepting or opposing to Halic Shipyard Conservation Project and why? What are the needs of neighbouring community that can be satisfied by the Halic Shipyard Conservation Project?

The second aim of this research was to evaluate the urban waterfront regeneration project by studying the impact on the neighbouring community. A low-income neighbourhood in struggle of displacement due to multiple factors was found. The neighbourhood is in danger of displacement due to a renewal project triggered by the government and to a process of gentrification outcome of the market forces. The need for public space and social programs was identified and it was ascertained that the Halic Shipyard Conservation Project will increase the existing social and economical problems. The community is not included in the planning process and its approach to planning is of resistance to the project, main reasons being the mistrust towards the regeneration projects initiated by the government, the lack of transparency in the planning processes, the lack of good quality information and the fear of displacement rather than the project itself or its outcomes. These aspects brought the community closer to the other

actors engaged in opposition. The community is not only in need of public green space which can be created with the Halic Shipyard Conservation Project, but also in need of programs and solutions for its vulnerable economical condition.

3.(5). To evaluate the planning process of Halic Shipyard Conservation Project and provide recommendations: Who is excluded in the planning process and decision making process? What should be the further development of the project?

Concluding to the analysis of Halic Shipyard Conservation Project, and the evaluation of the whole planning process, a top-down approach to planning was discovered, one that is not transparent and not giving opportunity for participation or to challenge decision-making to the most affected and interested: to the neighbouring community or to the citizens of Istanbul. The project is focused on a physical transformation, not taking into account social aspects and is dictated by a national policy on urban regeneration, which also gives great power of decision in the planning process to the central government and excludes local governmental bodies such as district municipalities.

Taking into account the aforementioned, it can be argued that the planning process of Halic Shipyard Conservation Project, but also current planning practices in Istanbul demand a change to more inclusive and transparent processes. Clear adjustments are needed within the special laws, designated by the national urban regeneration policy, which foster these kinds of developments and planning processes.

VI.2. Recommendations

In term of urban waterfront regeneration there is a clear need for success not only by those at the top. Levine suggests equity in planning and democratized redevelopment agenda process that target residents in greatest need and policies that better link this regeneration to neighbourhood's economic needs (Levine 1987b). Unfortunately there is no necessary linkage between economic growth and social equity.

The case study of this research, Halic Shipyard Conservation Project can be an urban waterfront regeneration project that satisfies the needs of neighbouring community and also the citizens of Istanbul if the further planning process is taking a more inclusive approach.

The top down-governance forms have to combine with the bottom-up governance forms in order to achieve a physically and socially successful development. The citizens of Istanbul must be informed and included in the decision-making process within the planning process. The local governmental body, the Municipality of Beyoglu has to be incorporated into the planning process, defining the link with the citizens from the district in which the project is done.

Taking into account the importance of the area by its location and accesabilty, but also its cultural and historical value at local, national and international level there is a need in having a broader voice of influence and expertise into decision-making from various planning experts and academia. The management bodies in urban waterfront regeneration were found of great importance, scholars designating them as the reason for succes of these interventions. The narrow approach to urban regeneration focusing on physical transformation given by the national policy, verified by Conservation Boar No.II and managed by the Department of Historic Environment Protection has to be enlarged and has to take into consideration more factors through impact assessment studies of social and environmental aspects.

For the further planning process, good quality information, about the project, planning process, decision-making process and results, along with request of opinion from the citizens must be distributed through multiple means: media, Istanbul Metropolitan Municipality web-site, Department of Historic and Environmental Protection web-site, Istanbul Metropolitan Planning web-site, banners and posters close to the site and on the site of the project.

In order to give all interested parties in the planning process a chance to challenge decision-making, plans and design must be debated and improved throughout the process, therefore, meetings and forums can be held and also a voting system can be applied.

Istanbul Metropolitan Planning is an important actor, already engaged in the planning process, and that has experience in collaborating with academia and non-governmental organizations. Various civil society representatives, non-governmental organizations and academia can come together under the umbrella of this research center. Interested parties found in this study were numerous in the opposition raised against the project: Academia, Chambers of Architects, Chambers of Urban Planners, Neighbourhood Associations; Chambers of Mechanical Engineers, The Lawyers Association, Union of Chambers of Turkish Engineers and Architects. Their different interests in the project cannot be taken as indicator for the needs of all the citizens of Istanbul, but can be used as warning and opportunity to enrich the project.

Lastly, the project has to include the neighbouring community in the planning process and its needs considered. By including the community in the planning process, the project can also resolve old social and economical problems left heritage since the forced deindustrialization of the area, thus, creating more heterogeneous environments in the city. The project can help to improve the quality of life for the neighbouring community with creation of: public green spaces, culture and education facilities, health facilities and also playgrounds for children. Also job creation is proposed, but this only by keeping production going at the shipyard. It has been proved in other waterfront regeneration projects around the world that the jobs from cultural, tourism and other retail activities were absorbed by middle income population. All these points can be achieved only by involving directly the community in the planning process and in the implementation phase. It was found that the neighbouring community is open to communication, and is willing to give input that will enrich the projects outcomes and therefore it can be engaged into participatory planning methods in the further planning process.

All the previously mentioned recommendations are for the further development of the planning process of the regeneration of Halic shipyard. If these should have been applied from the start of the project, the bid for the plans and design, which was taken by the Istanbul Metropolitan Planning, should have been part of these transparent processes.

VI.3. Conclusion: urban waterfront regeneration in Istanbul

This research presented dimensions of urban waterfront regeneration in Istanbul and studied the latest development along Halic/ The Golden Horn, the regeneration of Halic shipyard: Halic Shipyard Conservation Project (Haliç Tersanesi Rölöve, Restitüsyon, Restorasyon, Yeni Kullanım ve Peyzaj Projesi).

At the first glance, urban waterfront regeneration in the context of Istanbul reveals the same features of the popular contested cases of North and Western examples. The privileged governance structures identified in the literature review of urban waterfront regeneration projects aiming economical gain over the conception of a new city image and planning focusing on mostly physical transformation, ignoring the social problems of the neighbouring sites and not taking the opportunity to resolve them can be seen also in the case of Halic Shipyard Conservation Project.

However, the form in which these outcomes reveal themselves, are different. Much of the literature on urban waterfront regeneration warns about the entrepreneurial governance forms, the private-public partnerships and the active role of private sector in the development of the projects, which lead to displacement of the communities, gentrification and other negative impacts. In the case of Halic Shipyard Conservation Project - initiated and subsidized by the government, Istanbul Metropolitan Municipality - factors leading to these results are the un-transparent, top-down approach to planning and a national policy of urban regeneration.

In contrast with other urban waterfront regeneration projects in the literature review, which reveal citizens struggle with displacement, job opportunities, social housing opportunities and public space at waterfront as reasons for opposition, the case study presents other encompassing motivations. The strong and constantly growing opposition in the case of Halic Shipyard Conservation Project is also part of a leading strategy of the citizens of Istanbul to get back the rights to the city. This is owed to long term accumulation of tensions facing the current urban planning practices in Istanbul, Turkey. The resistance, therefore, is not outcome of the particular regeneration of Halic shipyard or the privatization of the other two shipyards, Camialti and Taskizak shipyards (part of Halic Shipyards-Tersane-i Amire Arsenal), but rather of a bigger picture of urban regeneration projects done in Istanbul.

Hence, Halic Shipyard Conservation Project is a waterfront regeneration project made for public interest, but the rights of the future users of the space, of the neighboring community and mostly of the citizens of Istanbul are in this way lost behind a neo-liberal agenda of the central and local government, un-transparent planning processes and the fight of the strong opposition parties gaining ground of governance landscape.

VI.4. Final remarks and further areas of research

Studying the regeneration of the Halic shipyard, aspects of the planning practices in Istanbul along with its governance dynamics came forward. This study was limited to the time-frame: 1.09- 1.12.2013 and therefore a further study of the process can reveal: weather the resistance will stop the project, the project initiators will engage in collaboration with the community living nearby the project or the Bedrettin Neighborhood will be displaced like other examples along Halic. Considering the impacts given by the Halic Shipyard Conservation Project, Bedrettin Neighbourhood was chosen for analysis as a sample of the territory and further research is needed, as the development will have an impact on a broader area.

Whereas considering the bigger picture of urban regeneration: if the citizenship struggle of Istanbulities will overcome and change the current approach to planning of an entrepreneurial government and the market forces, is another question that we should pursue. However, what we are facing in the case of Istanbul can be resolved just by democratic mechanisms within the planning process, by understanding the territory as political and social construction. We have to focus on change and how to make it happen because as one of the respondents explained, we want to "*keep surviving in our neighbourhoods*".¹⁰⁶

Under current conditions, urban waterfront regeneration in the context of Istanbul presents a different picture from a number of similar interventions of this type studied in the existing literature. In order to come with a comprehensive theoretical framework that explains present-day urban waterfront regeneration and how these kinds of mega-projects shape urban spaces, it necessitates the analysis of different localities in distinct geographical settings.

¹⁰⁶ Interview No. 22 with Mr. Cem Tuzun, representative of Beyoglu Neighborhood Associations; Location: Istanbul Technical University; Date: 06.11.2013; Hour: 09:30; Interview lasted 25 minutes- (Annex No.01)

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ANNEXES

ANNEX NO. 01- INTERVIEWS:

Following are some examples of interviews. The rest of the interviews are on the attached CD to this document. The interviews were held in Turkish language and transcribed in English by the author within the same day of the interview.

- **Interviews with the institutions involved in the planning process:** Bimtas- Istanbul Metropolitan Planning; Department of Historic and Environment Protection; Istanbul Metropolitan Municipality; Conservation Board No. II;
The questions are also adapted during the interview in relation to the information received by the respondent and also to the institution that the respondent is representing;
- **Aim:** find the approach to planning; find the role and responsibilities during the planning process; find the vision towards the regeneration of the shipyards; find the decision making process;
- **Number of the interview , name of the respondent and the institution:**
No. 08 (arh. Yesim Yuksel- representant of Bimtas- Istanbul Metropolitan Municipality);
No. 12 (arh. Oznur Renceber/ Ozdemir- Department of Historic and Environment Protection);
No. 15(Serdar Senol- director of Bimtas- Istanbul Metropolitan Planning);
No. 18 (arh. Mehmet Çakılcıoğlu- representative of Istanbul Metropolitan Municipality);

Planning process:

1. What is the role/ responsibility of the institution in the planning process of Halic shipyard?
2. How did you start working at the three shipyards (Halic Camialti and Taskizak)?
3. When did you start working at the three shipyards (Halic Camialti and Taskizak)?
4. Why did you stop working at the other two shipyards (Camialti and Taskizak)? Was the project already approved?

Decision making- process:

1. Who is involved in the decision making process of the planning?
2. What are the roles and power of decision in the planning process or project outcomes of these actors? (institutions, private investor, NGOs, citizens, etc.)
3. Who has the most decision power over the whole planning process from all the institutions involved?

Legal framework:

1. What are the laws on the base of the regeneration of the shipyards?
2. Is the area of the shipyards protected area? Is there any interference in privatizing a conservation area?
3. Do the area of all three shipyards have plans 1/1000 or 1/5000?
4. What are the regulations provided by the plans for the area of all three shipyards? (1:1000/ 1:5000)

Project/ Participation:

1. Who has initiated the project? Who is providing the financial aspect?
2. Who are the beneficiaries of this project? For whom is this project mainly planned?
3. What were the main leading principals of this plan? Examples: sustainability, keeping the seashore opened for public, etc? Who decides these principals?
4. Does the project have social, economical and environmental impact assessment studies? Is this an important feature of the plan?

5. Are the citizens included in the planning process? Do you consider participatory planning methods to improve the project to the needs of the users?
6. At what stage of the planning process are the people going to be informed about the project? example: informing people before the project? informing people after approval of project? after design? presenting the design?
7. Why are the citizens of Istanbul not included in the planning process?
8. Are there any linkage between the shipyard and the neighborhoods around? Do people around the shipyards used to work there? Do you consider them in the planning process?
9. What are the main functions planned and what is the vision of the project and strategy to respond to the needs of the citizens of Istanbul?
10. Do you think the Halic Port Project will create effects on the neighboring communities? Do you think it will impact them in social or economical means? Do you think the population will be displaced? But what about Halic Shipyard Conservation Project? Do you think that your project will impact the neighboring communities?

Relations:

1. Are you requested to cooperate with other institutions like: Chambers of Urban Planners/ Architects, other NGOs, Neighborhood Associations, etc? Do you cooperate with other institutions for this project? Do you use the expertise of the academia?

- **Interview with representative of Conservation Board No. II; Conservation Board No. II is and institution linked to the Ministry of Culture and Tourism :**

Interview No:	19
Date; Hour; Duration; Location;	24.10.2013; 12:00; 20 min; Yildiz Technical University Campus
Name:	Dr. Iclal Dincer
Institution:	Conservation Board; Renewal Board; Yildiz Technical University
Profession	Urban planner; researcher

1. What is the role/ responsibility of the institution in the planning process of Halic Shipyard Urban Conservation Project?
2. What are the criteria of evaluating the projects?
3. What are the normative tools as a project being defined as conserved area or renewal area is taken out from the development type of planning and it has no plans to follow?
4. What are the main steps followed and who is in charge of the decision in the Conservation Board?
5. Are the surroundings of the project also analyzed to indentify impact assessment of any type: environmental, social, etc.?
6. Who are the members? What institutions send their representatives? What percentage is from governmental side, private and academia?

- **Interview with representative of Beyoglu Municipality, the district municipality where Halic Shipyard Conservation Project is made; Beyoglu Municipality is not included in the planning process:**

Interview No:	27
Date; Hour; Duration; Location;	15.11.2013; 12:30; 10 min.; Beyoglu Municipality
Name:	Gizem Askun
Institution:	Beyoglu Municipality
Profession	architect

1. **What is the role/responsibility of Beyoglu Municipality in the planning process of the regeneration of the shipyards? Why is the Municipality not involved in the planning process?**
2. **Did Beyoglu Municipality make the 1/1000 Plans for the shipyards?**

- **Interviews with the institutions excluded in the planning process:** Beyoglu Municipality, Beyoglu Neighbourhood Associations; Bedrettin Neighbourhood Association; Chambers of Architects; Chambers of Urban Planners; Halic Resistance (social movement); Neighbouring Community (represented by "muhtar"= mayor of the neighbourhood); (The questions are also adapted during the interview in relation to the information received by the respondent)
- **Aim:** find the approach to planning of the organizations; find the role and the actions during the planning process; find their motivation and arguments for their positions in the planning process; find the way the organization is functioning
- **Number of the interview , name of the respondent and the institution:**
 No.: 10: Tansel Timur- representant of Halic Resistance);
 No. 13 Burak Kaan Yilmazsoy (representing Chambers or Architects);
 No. 14 (Gul Koksal- representing Halic Resistance);
 No. 22 (Cem Tuzun- representing Beyoglu Neighborhood Associations);
 No. 24 (Suleyman Songur- representing Bedrettin Neighborhood Association);

Prepared template of questions, that was also adapted during the interview in relation to the information received by the respondent.

1. What is the role/ responsibility of the organization in the planning process of the regeneration of the Halic shipyards?
2. What is the reason for being against the regeneration of the shipyards?
3. Are you in touch with the neighboring community? How are you helping the community in this process? Do you think the community will be affected?
4. What are the actions of the organization in the planning process of the regeneration of the Halic shipyards?
5. Are you in touch with any governmental institution?
6. Are you cooperating with other organizations for the fight against the regeneration of the shipyards?
7. How is the decision-making process within this organization?

Interview No:	14
Date; Hour; Duration; Location;	08.10.2013; 15:00; 35 min; Kadikoy- office of Gul Koksal
Name:	Gul Koksal
Institution/organization:	Kocaeli University; Halic Resistance
Profession	architect

1. What is the role/responsibility of the organization in the planning process of the regeneration of the Halic shipyards?
2. What is the reason for being against the regeneration of the shipyards?
3. Are you in touch with the neighboring community? How are you helping the community in this process?
4. Are you in touch with any governmental institution?
5. Are you cooperating with other organizations for the fight against the regeneration of the shipyards?
6. How is the decision-making process within this organization?

Interview No:	13
Date; Hour; Duration; Location;	06.10.2012; 09:00; 30min; Chamber of Architects
Name:	Burak Kaan Yilmazsoy
Organization:	Chamber of Architects
Profession	architect

1. What is the role/responsibility of the organization in the planning process of the regeneration of the Halic shipyards?
2. Are you in touch with the neighboring community? How are you helping the community in this process? Do you think the community will be affected?
3. What are the actions of the organization in the planning process of the regeneration of the Halic shipyards?
4. Are you in touch with any governmental institution?
5. How do you get the information about the planning process if you are not in touch with any governmental institution and also the planning process is not transparent?

Interview No:	22
Date; Hour; Duration; Location;	06.11.2012;09:30; 25 min; Istanbul Technical University
Name:	Cem Tuzun
Organization:	Beyoglu Neighbourhood Associations
Profession	Engineer

1. What is the role/responsibility of the organization in the planning process of the regeneration of the Halic shipyards? When was the organization created?
2. What is the reason for being against the regeneration of the shipyards?
3. Are you in touch with the neighbouring community? How are you helping the community in this process? Do you think the community will be affected?

4. Are you in touch with any governmental institution?
5. Is there any other administrative government body to cope with neighbourhood's problems and needs?
6. Are you cooperating with other organizations for the fight against the regeneration of the shipyards?
7. How is the decision-making process within this organization?

Interview No:	24
Date; Hour; Duration; Location;	07.11.-12:00; 30 min.; Bedrettin Neighborhood
Name:	Suleyman Songur
Organization:	Bedrettin Neighbourhood Association
Profession	Retired worker

1. What is the role/responsibility of the organization in the planning process of the regeneration of the Halic shipyards? What are the actions of the organization in the planning process of the regeneration of the Halic shipyards?
2. What is the reason for being against the regeneration of the shipyards?
3. Is the whole neighbourhood against the project?
4. Are you in touch with any governmental institution?
5. Are you cooperating with other organizations for the fight against the regeneration of the shipyards?
6. How is the decision-making process within this organization?

ANNEX NO.02- QUESTIONNAIRES:

• **Questionnaires for the participants of Halic Resistance Events**

Meeting name	Date	Location
Meeting with the community	20.09.2013	KececiPiri Neighbourhood, at Boncuk Café
Panel for Halic Resistance	29.09.2013	Chamber of Architects building

1. Why did you come to Halic Resistance? to support Halic Resistance to inform myself

Other reasons:.....

2. I live in the area of Halic: Yes No

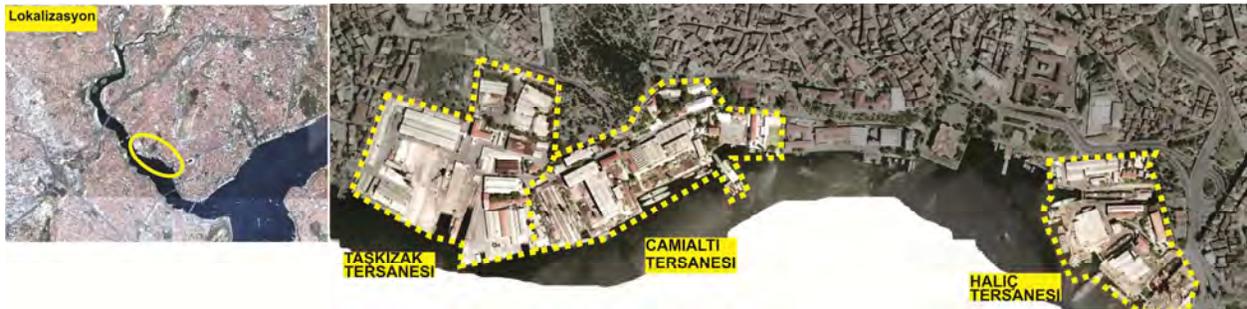
If yes, what neighborhood? ..

3. I am a former shipyard worker: Yes No

If yes, which one? Halic Camialtı Taşkızak

4. If you are not a former shipyard worker, what is your profession?

5.



In which shipyards will be the Halic Shipyard Conservation Project?

Hali Camialtı Taşkızak

In which shipyards will be the Halic Port Project?

Hali Camialtı Taşkızak

6. For whom do you think the development at Halic shipyard is most beneficial?

- citizens of Istanbul
- citizens of Beyoglu District
- Bedrettin community
- tourists
- other:.....

7. What could be the benefits of the project ? Please evaluate the project from the following perspectives:

Social:

Economical:

Environmental:

Cultural (the conservation aspect):

8. What could be the negative impacts of the project? Please evaluate the following project from the perspectives:

Social:

Economical:

Environmental:

Cultural (the conservation aspect):

9. Do you want the new development of the Haliç shipyard?

Yes If yes, why?.....

No If no, why?.....

10. What is the most important aspect to be taken into account in the regeneration of the Halic shipyard?

.....

11. Do you think the new development of the Haliç shipyard will have an impact on the neighbouring communities?

Yes No

12. Do you think that the new development of the Haliç shipyard leads displacement of the neighbouring communities?

Yes No

13. What do you want to have for the new development of the Haliç shipyard? Give marks as in school from 1 to 5. The most important for you will be marked with 5.

- | | |
|--------------------------|-----------------------------------|
| <input type="checkbox"/> | a. Green open space at waterfront |
| <input type="checkbox"/> | b. Commerce area |
| <input type="checkbox"/> | c. Education |
| <input type="checkbox"/> | d. Cultural activities and museum |

- | | |
|--------------------------|---------------------|
| <input type="checkbox"/> | e. Congress center |
| <input type="checkbox"/> | f. Working shipyard |
| <input type="checkbox"/> | g. Tourism complex |
| <input type="checkbox"/> | h. other |

Your suggestion:

14. Give marks as in school from 1 to 5 for the following entities with "power" or "interest". The most important for you will be marked with 5.

Definition for:

the ones with "power" = the ones with power over decision-making, with power in influencing the project, providing financial support and with special knowledge that can help the project

the ones with "interest" = the ones that will have a certain gain, the ones affected by the project by being in proximity and the ones affected by the project, but not being in proximity.

Who is the most powerful in the planning process of the project in the Halic shipyard area? Give marks as in school from 1 to 5. The most important for you will be marked with 5.

	a. Neighbouring community		g. Private investors
	b. Neighbourhood associations'		h. Former workers
	c. Halic Resistance		i. Chamber of Architects
	d. Ministry of Culture and Tourism		j. Conservation Board
	e. Directorate of History and Environmental Protection		k. Istanbul Metropolitan Planning
	f. Beyoğlu Municipality		l. Istanbul Metropolitan Municipality
			m. Citizens of Istanbul

Who is the most interested in the transformation of the Halic shipyard? Give marks as in school from 1 to 5. The most important for you will be marked with 5.

	a. Neighbouring community		g. Private investors
	b. Neighbourhood associations		h. Former workers
	c. Halic Resistance		i. Chamber of Architects
	d. Ministry of Culture and Tourism		j. Conservation Board
	e. Directorate of History and Environmental Protection		k. Istanbul Metropolitan Planning
	f. Beyoğlu Municipality		l. Istanbul Metropolitan Municipality
			m. Citizens of Istanbul

15. If you have any other points of view please write here freely.

.....

.....

- Questionnaires conducted in the neighbouring community

Date :	Location
23.09.2013	Bedrettin Neighbourhood
09.11.2013	Bedrettin Neighbourhood

Please chose one of the following options:

1. I live in the area of Haliç: YES NO

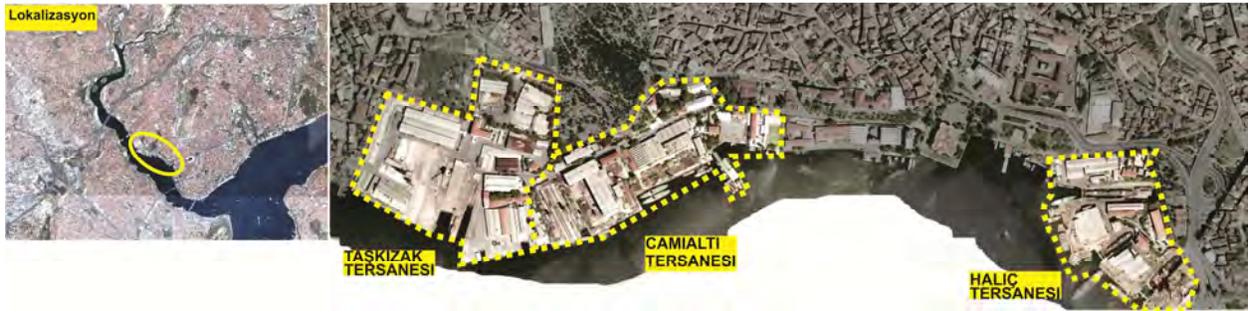
2. I am a former shipyard worker: YES NO
If yes, which one? Haliç Camialtı Taşkızak

3. If you are not a former shipyard worker, what is your profession?

4. Do you know about the regeneration of the shipyards? YES NO

If yes? From where?

5.



In which shipyards will be the Haliç Shipyard Conservation Project?

Haliç Camialtı Taşkızak

In which shipyards will be the Haliç Port Project?

Haliç Camialtı Taşkızak

6. For whom do you think the development at Haliç shipyard is most beneficial?

- citizens of Istanbul
- citizens of Beyoğlu District
- Bedrettin community
- tourists

7. Do you want the new development of the Haliç shipyard?

- Yes If yes, why?.....
- No If no, why?.....

8. Do you use the waterfront of Halic for recreational purpose? YES NO

9. Do you use the waterfront of Halic for fishing? YES NO

Other purposes:

10. Is the new development of the Haliç shipyard lead to your displacement?

- Yes No

11. Do you think the new development will bring you jobs?

- Yes No

12. Who is developing the area of Halic shipyard?

.....

13. What do you want to have for the new development of the Haliç shipyard? Give marks as in school from 1 to 5. The most important for you will be marked with 5.

- | | | | |
|--------------------------|-----------------------------------|--------------------------|---------------------|
| <input type="checkbox"/> | a. Green open space at waterfront | <input type="checkbox"/> | e. Congress center |
| <input type="checkbox"/> | b. Commerce area | <input type="checkbox"/> | f. Working shipyard |
| <input type="checkbox"/> | c. Education | <input type="checkbox"/> | g. Tourism complex |
| <input type="checkbox"/> | d. Cultural activities and museum | <input type="checkbox"/> | h. other |

Your suggestion:

14. Give marks as in school from 1 to 5 for the following entities with "power" or "interest". The most important for you will be marked with 5.

Definition for:

the ones with "power" = the ones with power over decision-making, with power in influencing the project, providing financial support and with special knowledge that can help the project

the ones with "interest" = the ones that will have a certain gain, the ones affected by the project by being in proximity and the ones affected by the project, but not being in proximity.

Who is the most powerful in the planning process of the project in the Halic shipyard area? Give marks as in school from 1 to 5. The most important for you will be marked with 5.

- a. Neighbouring community
- b. Neighbourhood associations
- c. Halic Resistance
- d. Ministry of Culture and Tourism
- e. Directorate of History and Environmental Protection
- f. Beyoğlu Municipality

- g. Private investors
- h. Former workers
- i. Chamber of Architects
- j. Conservation Board
- k. Istanbul Metropolitan Planning
- l. Istanbul Metropolitan Municipality
- m. Citizens of Istanbul

Who is the most interested in the transformation of the Halic shipyard? Give marks as in school from 1 to 5. The most important for you will be marked with 5.

- a. Neighbouring community
- b. Neighbourhood associations
- c. Halic Resistance
- d. Ministry of Culture and Tourism
- e. Directorate of History and Environmental Protection
- f. Beyoğlu Municipality

- g. Private investors
- h. Former workers
- i. Chamber of Architects
- j. Conservation Board
- k. Istanbul Metropolitan Planning
- l. Istanbul Metropolitan Municipality
- m. Citizens of Istanbul

15. If you want to add anything please write here freely.

.....

.....

- **Focus group:** Planners at Istanbul Metropolitan Planning; Interviews of Academia: No. 01 (Prof. Murat Cemal Yalcintan- Mimar Sinan University); No. 21 (Prof. Yasar Adanali- Stuttgart University); Master Students from Istanbul Technical University and Mimar Sinan University, Istanbul

1. Area of expertise:.....

2. What is the importance of regeneration in governmental policy?

For which of the following reasons is urban regeneration usually implemented?

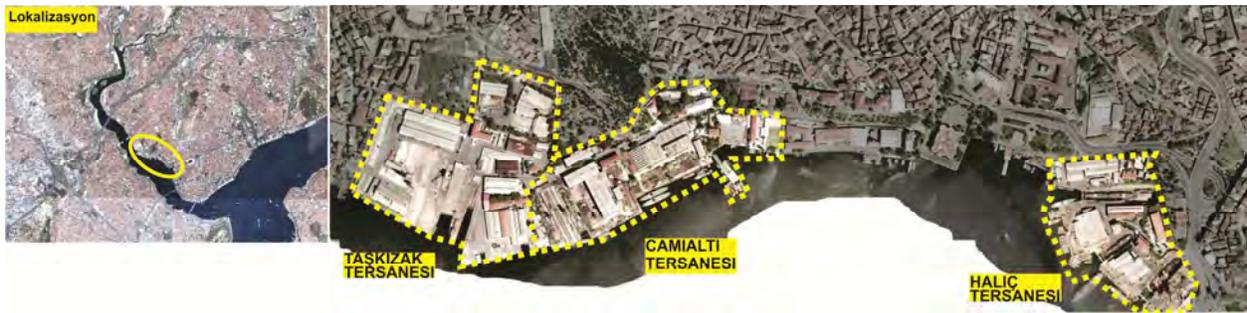
- creating new spaces in central areas
- creating social mixing

- recovering and conservation of old urban districts
- recovering and conservation of shipyards, industrial sites, docklands
- gentrification
- modernizing and improving the existing housing stock
- social dimensions: raising quality of life for the deprived or underprivileged population
- combating climate change

3. Name a successful urban regeneration project:

4. Within urban policies, how important is urban regeneration in comparison to common urban development by building on vacant land?

- complementing practice
- key practice for development
- complementing practice
- secondary practice
- not used



5. In which shipyards will be the Halic Port Project?

- Hali Camialtı Taşkızak

6. In which shipyards will be the Halic Shipyard Conservation Project?

- Hali Camialtı Taşkızak

7. In which shipyards will be the Halic Port Project?

- Hali Camialtı Taşkızak

8. Please evaluate the Halic Port Project project from the following perspectives:

Social impact:

Economical impact:

Environmental impact:

Cultural (the conservation aspect):

Planning Process:

Participation of civil society:

9. Please evaluate the Halic Port Project project from the following perspectives:

Social impact:

Economical impact:

Environmental impact:

Cultural (the conservation aspect):

Planning Process:

Participation of civil society:

10. What are the social impacts of urban regeneration projects? Who is the most affected groups in the urban regeneration projects?

.....

11. What do you want to have for the new development of the Haliç shipyard? Give marks as in school from 1 to 5. The most important for you will be marked with 5.

- a. Green open space at waterfront
- b. Commerce area
- c. Education
- d. Cultural activities and museum

- e. Congress center
- f. Working shipyard
- g. Tourism complex
- h. other

Your suggestion:

12. Give marks as in school from 1 to 5 for the following entities with "power" or "interest". The most important for you will be marked with 5.

Definition for:

the ones with "power" = the ones with power over decision-making, with power in influencing the project, providing financial support and with special knowledge that can help the project

the ones with "interest" = the ones that will have a certain gain, the ones affected by the project by being in proximity and the ones affected by the project, but not being in proximity.

Who is the most powerful in the planning process of the project in the Halic shipyard area? Give marks as in school from 1 to 5. The most important for you will be marked with 5.

- a. Neighbouring community
- b. Neighbourhood associations
- c. Halic Resistance
- d. Ministry of Culture and Tourism
- e. Directorate of History and Environmental Protection
- f. Beyoğlu Municipality

- g. Private investors
- h. Former workers
- i. Chamber of Architects
- j. Conservation Board
- k. Istanbul Metropolitan Planning
- l. Istanbul Metropolitan Municipality
- m. Citizens of Istanbul

Who is the most interested in the transformation of the Halic shipyard? Give marks as in school from 1 to 5. The most important for you will be marked with 5.

<input type="checkbox"/>	a. Neighbouring community	<input type="checkbox"/>	g. Private investors
<input type="checkbox"/>	b. Neighbourhood associations	<input type="checkbox"/>	h. Former workers
<input type="checkbox"/>	c. Halic Resistance	<input type="checkbox"/>	i. Chamber of Architects
<input type="checkbox"/>	d. Ministry of Culture and Tourism	<input type="checkbox"/>	j. Conservation Board
<input type="checkbox"/>	e. Directorate of History and Environmental Protection	<input type="checkbox"/>	k. Istanbul Metropolitan Planning
<input type="checkbox"/>	f. Beyoğlu Municipality	<input type="checkbox"/>	l. Istanbul Metropolitan Municipality
		<input type="checkbox"/>	m. Citizens of Istanbul

13. If you have any other points of view please write here freely.

.....

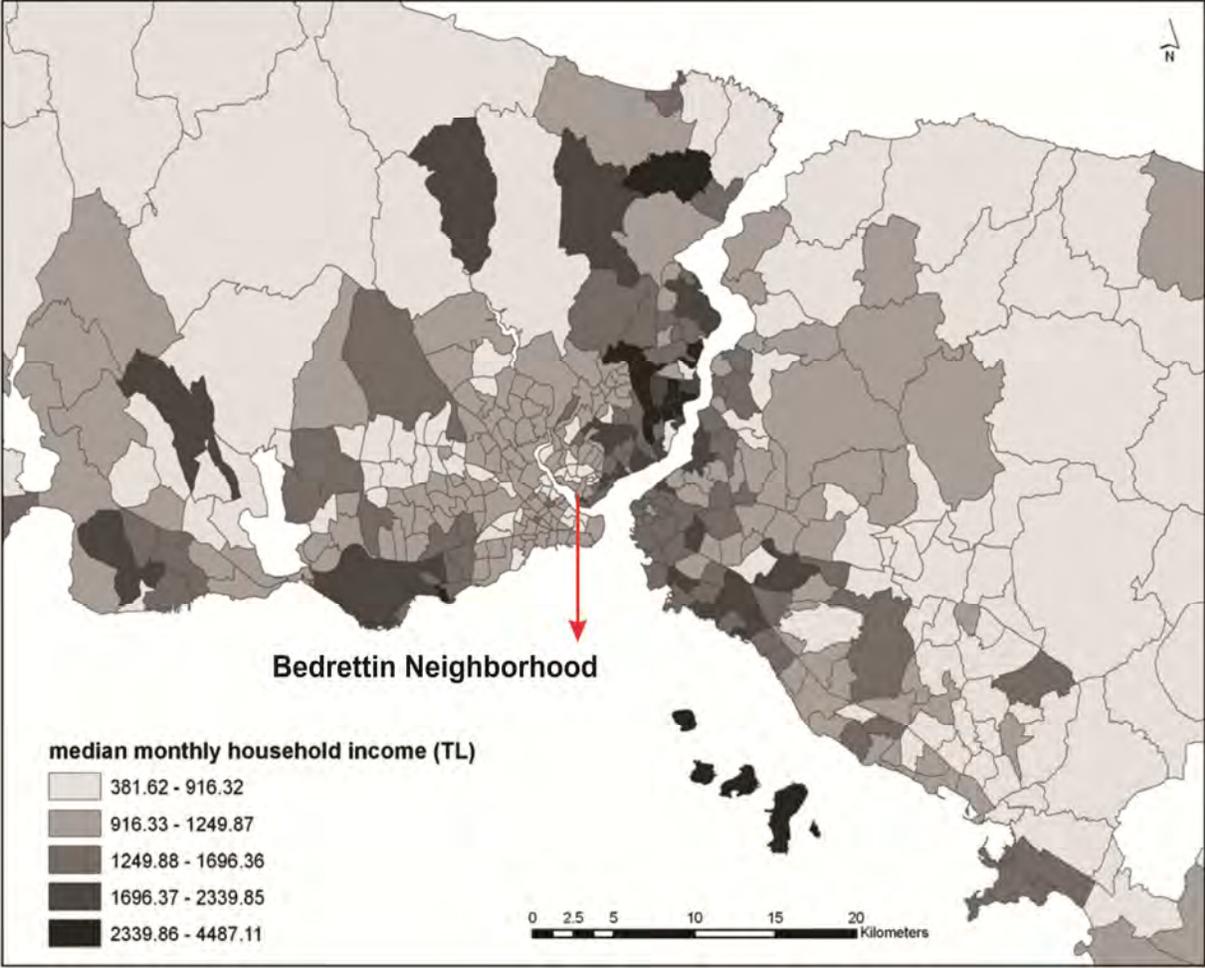
.....

ANNEX NO.06- Conservation Plan of Beyoglu (2005) 1:2000

Halic shipyard is designated for cultural functions, which is represented with the color light blue in plan (in Turkish- Kültürel. Tesis Alanları)



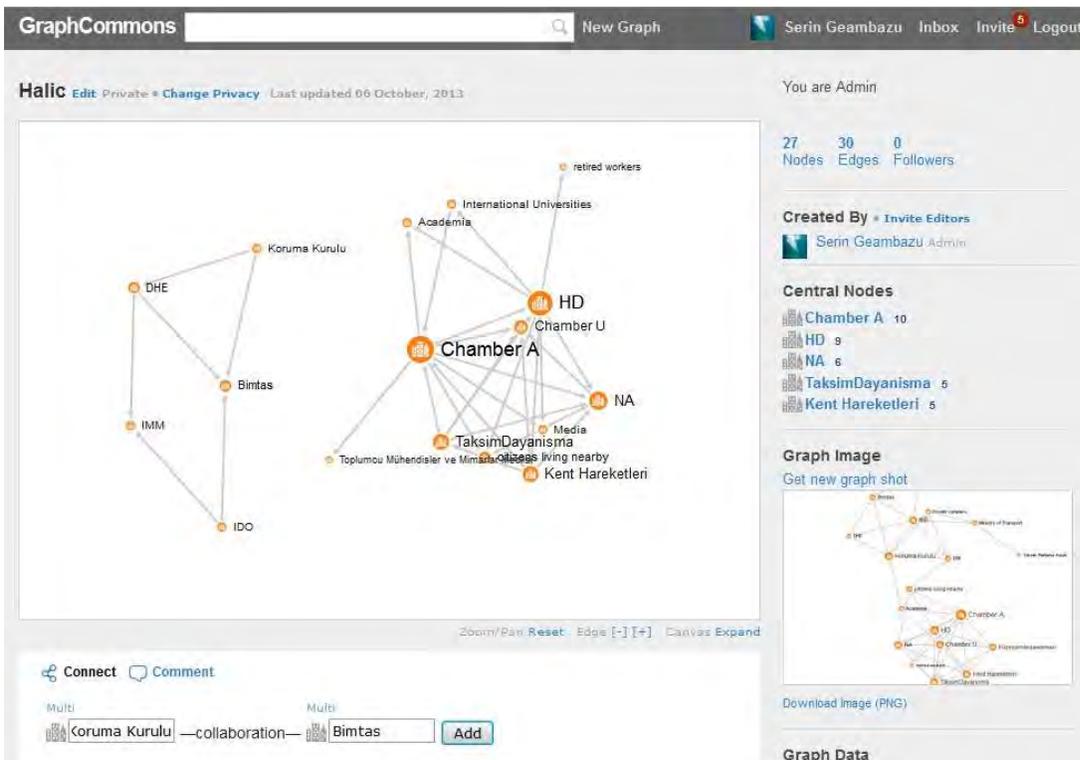
ANNEX NO.8- Median monthly household income in 2010: area of Bedrettin Neighbourhood is 9126.33-1249.87 Turkish Lira ; Source: Istanbul Metropolitan Municipality



ANNEX NO.09: Workshop held at Ayse Ege Kiz Teknik ve Meslek Lisesi with Prof. Dilek Tutuncu; Date: 11.11.2013; Hour: 10:00-; Results of the drawings made by children and their names;



ANNEX No.10: Computer mapping on graphcommons (dynamic mapping of actors according to their collaboration for analyzing the connections and the actors)



View of the account and mapping along with number of nodes of every actor:
 Also the account and password of this site is given: <http://graphcommons.com/graphs/1417>;
 Account: geambazuserin Password: geambazuserin

ANNEX No.11: Activity of Halic Resistance

- Video records of the meetings of Halic Resistance are on the attached CD to this thesis.

13/05/2013	Halic Port Project was declared
2/07/2013	The area was given to tender
23/08/2013	Halic Resistance was formed
11/09/2013	First meeting against Halic Port Project
23/09/2013	Workshop with citizens in the neighborhood
29/09/2013	Panel with news about the projects in the area of the shipyards (explain the existence of Halic Conservation Project)
25/10/2013	Meeting with citizens in the neighborhood- close to Okmeydani
11/11/2013	Meeting regarding the events planned for 11 December- 559 years since the shipyards exist (existence of a board for controlling the Halic Resistance)
19/11/2013	Official complain to Conservation Board regarding Camialti Shipyard being demolished
21/11/2013	Official press release
22/11/2013	Participating to Neighborhood Movements (Forum for all urban social movements in Istanbul); Meeting within the board of the Halic Resistance
26/11/2013	Participating at a TV program
07/12/2013	Participating to Istanbul Cultural Heritage Panel and Forum (planned)
11/12/2013	Events on the anniversary of the shipyards (planned)

- Bellow is the invitation to the Panel celebrating the 559 years of Halic Shipyard, an event exclusive for Halic Resistance Members (the picture is a screen shot of the e-mail of the author)



- Halic Reistance: media appearances

Title: "HALIC RESISTANCE FELONY ANNOUNCEMENT"

22 KASIM 2013 CUMA

BİR GÜN

Haliç Dayanışması'ndan suç duyurusu

Haliç Dayanışması, Haliçport projesi için tarihi Haliç Tersaneleri'nin boşaltılarak ekipmanlarının satılmasına karşı suç duyurusunda bulunuyor

OLGU KUNDAKÇI

Haliçport projesi için 558 yıllık Haliç Tersaneleri'nin boşaltılmasına karşı Haliç Dayanışması suç duyurusunda bulunuyor. BirGün'ün "Tersaneler boşaltıldı makineleri sanıldı" başlığıyla Camialtı Tersanesi'nin boşaltılarak, gemi yapımında kullanılan ekipmanların satıldığını duyurmasının ardından Haliç Dayanışması tarafından yapılan basın açıklamasında uygulamanın 2863 Sayılı Kültür ve Tabiat Varlıkları'nın Korunması Hakkında Kanunu'na aykırı olduğu belirtildi. Kentsel SFT alanında yer alan ve korunması gereken tarihi sit olarak tescillenmiş tersanelerde Koruma Kurulu'nun bilgisi veya onayı olmadan yüklenici firmaya yer teslimi yapılmasının ve tescilli atölyelerin bir parçası olan ekipmanların satılmasının suç olduğu vurgulandı.

Tescilli yapı durumundaki atölyelerdeki makina ve teçhizat ile tescilli kızaklara ait vinçlerin ve tersanelerde gemi üretiminde kullanılan ekipmanların satış, devir ve yer değiştirme işlemleri için Koruma Kurulu kararı gerekiyor. Kültür ve Tabiat Varlıkları'nın Korunması Hakkında Kanun'un 9. maddesinde "korunması gerekli taşınmaz kültür ve tabiat varlıklarında her çeşit inşai ve fiziki müdahalede bulunmak, bunları yeniden kullanıma açmak veya kullanımlarını değiştirmek yasaktır" diye belirtiliyor. Haliç Dayanışması tarafından yapılan açıklamada, bu hükme aykırı iş ve işlemlerin doğrudan suç kapsamında olduğuna dikkat çekildi. Koruma Kurulu'na yasal bildirimde bulunan Haliç Dayanışması, yer teslimi ve satış işlemlerinden sorumlu kurum ve kişiler hakkında suç duyurusunda bulunacak. Dayanışma yaptığı açıklamada, "Daha önce Sulukule ve Taksim Yayalaştırma Projesi gibi örneklerini yaşadığımız bir ödubitti oyunu, Haliç Tersaneleri için de sahneye konulmak istenmektedir" diye belirtti.

ULAŞTIRMA
Denizcilik ve Haberleşme Bakanlığı ile yüklenici firma arasında yapılan sözleşme ile 8 Kasım'da yüklenici firmaya "yer teslimi" yapılmıştı. Konuya dair BirGün'e açıklama yapan Türkiye Denizcilik İşletmeleri Genel Müdür Yardımcısı Sacit Demir, ihale edilen alanın önemli bir bölümünün oluşturulan Camialtı Tersanesi'nin boşaltıldığını ve gemi yapımında kullanılan ekipmanların çoğunun ihale yoluyla satıldığını söylemişti. Demir, "Tornalarımız, vinçlerimiz, kaynak makinelerimiz, marangoz aletlerimiz vardı. Gemi inşaatlarından kalma saclarımız vardı. Bir tane de kuvvet romörkörü vardı 60-70 yaşında. Bunların hepsini sattık" demişti.

NE OLMUŞTU

Presentation held at "Neighbourhood Movements Forum" on 22.12.2013

22 KASIM 2013 CUMA . ŞİŞLİ KENT KÜLTÜR MERKEZİ

09.00-11.00 **Kayıt . Açılış Konuşmaları**

1. Oturum **Etkin, Özerk, Demokratik Bir Kent Yönetimi . Oturum Başkanı Zeki Arslan**
11.00-13.00

Gezi Deneyimi Sonrası Bıkkın (blase) İnsanın Kent Hakkı Olur mu?
Prof. Dr. Fuat Ercan

Yerel Yönetimlerde Temsiliyet Sorunu ve Karar Alma Mekanizmaları
Hatice Kurşuncu

Küreselleşme ve Merkezileşme Sürecinde Kentsel Mekan ile İlgili Karar Almada Toplumsal Katılımın Sağlanmasına Yönelik Yeni Arayışlar
Ar. Gör. İklim Markoç Ar. Gör. M. Erdem Eryazıcıoğlu

Yerel Yönetimlerde Yurttaş Katılımı ve Halkla İlişkiler: Kadıköy Belediyesi Araştırması
Yrd. Doç. Dr. Özgür Canan Selvi Taşdan

2. Oturum **Tarihi/Kültürel Mirasın Korunması ve Geliştirilmesi . Oturum Başkanı Akif Burak Atlar**
13.45-15.30

Neoliberal Kentleşme ve Korumanın Sürdürülemezliği Üzerine Bir Tartışma
Doç. Dr. Zeynep Günay

İstanbul Tarihi Yarımada'da Kültürel Peyzaj ve Kültürel Peyzaj Dokusundaki Mekansal Değişim Süreci
Dr. Zerrin Hoşgör

Haliç'te Kentsel Dönüşüm Süreci ve Mücadele
Yrd. Doç. Dr. Gül Köksal

İstanbul'da Arkeoloji Bilmecesi
Doç. Dr. Ahmet Yavaş

Ara-Yemek
13.00-13.45

Ara
15.30-15.45

HALIÇ DAYANIŞMASI bileşenleri; HALIÇPORT ihalesi konusunda açılmış olan iptal davasının sonuçlanması beklenilmeden TERSANE-İ AMİRE alanının önemli bir bölümü üzerinde bir takım uygulamalara başlandığının öğrenilmesi üzerine, aşağıdaki hususların basın aracılığı ile kamuoyuna iletilmesini kararlaştırmışlardır.

HALIÇ DAYANIŞMASI BASIN DAYIKLAMASI

Kamuoyu tarafından HALIÇPORT olarak bilinen "Haliç Yat Limanı ve Kompleksi Projesi"nin, Haliç peyzajını ve 558 yıllık geçmişi olan TERSANE-İ AMİRE'yi (Haliç Tersaneleri) parçalayacak, kimliğini yok edecek büyük bir tehdit oluşturduğunu; kamuya ait ve özgün değerlerini koruyan bir sit alanının imara açılması anlamına gelen bu projenin, bitişindeki Okmeydanı, Kasımpaşa ve Galata üzerine yapacağı etkilerle, çok büyük çaplı bir rantsal dönüşümün önünü açacağını daha önce kamuoyu ile paylaşmıştık.

558 yıllık endüstri mirasımızın, Haliç'in peyzaj değerlerinin, tersane alanındaki arkeolojik varlıkların, tarihi yapıların, çevresindeki kentsel dokunun ve Tersane alanındaki kamu mülkiyetinin, ancak kamu yararı yaklaşımıyla korunabileceğine olan inançla ve tehdit altındaki kamusal mirasın doğru değerlendirilmesini ve tersanelerin üretim-istihdam potansiyelinin geliştirilerek geleceğe taşınmasını savunmak üzere, AKP'nin rantsal dönüşümüne karşı bir araya gelen tersane emektarları, sendikalar, meslek kuruluşları ve bunların mensupları, mahalle sakinleri ve derneklerinin oluşturduğu HALIÇ DAYANIŞMASI olarak konuyu aynı zamanda yargıya da taşımıştık ve Mimarlar Odası İstanbul Büyükkent Şubesi kanalıyla kamu yararına açıkça aykırı olan bu ihalenin iptali ve yürütmenin durdurulması talebiyle İdare Mahkemesi'nde dava açılmıştı.

Son günlerde muhtelif medya organları aracılığıyla kamuoyuna yansıyan haberlerden;

- 02.07.2013 tarihinde gerçekleşen ihalenin ardından, Ulaştırma Denizcilik ve Haberleşme Bakanlığı ile yüklenici firma arasında 25.09.2013 tarihinde imzalanan sözleşme ve 08.11.2013 tarihinde yapılan "yer teslimi" işlemi ile tersane alanının yüklenici firma uhdesine tevdi edilmiş olduğu
- İhale alanının kapsadığı alanın önemli bir bölümünü oluşturan Camialtı Tersanesi'nin boşaltıldığı, gemi yapımında kullanılan muhtelif makina ve teçhizatın ise satıldığı

öğrenilmiştir. Anlaşıldığı kadarı ile daha önce Sulukule ve Taksim Yayalaştırma Projesi gibi örneklerini yaşadığımız bir oldu-bitti oyunu, Haliç Tersaneleri için de sahneye konulmak istenmektedir. Oysa, çok iyi bilinmesi gerektiği üzere, kültür ve tabiat varlıklarının korunması konusuna ilişkin mevcut yasal mevzuat; SİT alanları, içlerinde yer alan tescilli yapılar ve bunların ayrılmaz parçaları durumundaki taşınır ve taşınmazlar üzerindeki her türlü tasarrufu, yetkili Koruma Kurulları'nın izin ve onayına tabi kılmakta; aksi davranışları cezalandırmaktadır.

İlgili Koruma Kurulu'nun bilgisi/onayı dışında yürütülen

- "kentsel sit alanı" ve "korunması gereken tarihi sit" olarak tescil ve ilan edilmiş söz konusu alan ve içindeki yapılarla ilgili "yer teslimi" vb. her türlü tasarruf ile
- tescilli yapı durumundaki atölyelerde mevcut bulunan makina ve teçhizat ile tescilli kızaklara ait vinçlerin ve tersanelerde gemi üretiminde kullanılan her türlü cihaz, ekipman, araç-gereç vd.nin satışı, devri, yer değiştirmesi vb. işlemlerin

2863 Sayılı Kültür ve Tabiat Varlıklarının Korunması Hakkında Kanun'un **İzinsiz Müdahale ve Kullanma Yasağı** başlıklı 9. maddesinde "*korunması gerekli taşınmaz kültür ve tabiat varlıklarında, her çeşit inşai ve fiziki müdahalede bulunmak, bunları yeniden kullanıma açmak veya kullanımlarını değiştirmek yasaktır.*" biçiminde ifade edilen yasa hükmüne açık aykırılık oluşturduğu gözden uzak tutulmamalıdır. Dahası, bu hükmeye aykırı iş ve işlemlerin doğrudan suç kapsamında olduğu; sözkonusu suçun karşılığı olarak öngörülen cezaların, aynı yasanın 11 Ekim 2013 tarih ve 28792 sayılı Resmî Gazete'de yayınlanmak suretiyle yürürlüğe girmiş olan 6498 sayılı Kanun ile değiştirilmiş olan Cezalar başlıklı 65. maddesi ile belirlendiği unutulmamalıdır.

HALIÇ DAYANIŞMASI ve bileşenleri olarak konuya ilişkin girişimlere başlanmış ve bu kapsamda ilk adım olarak ilgili **Koruma Kurulu'na gerekli "yasal bildirim" yapılmıştır.** Diğer yandan gerekli hazırlıklar ayrıca sürdürülmekte olup; gelişmelere bağlı olarak yasaya aykırı "yer teslimi" ve "satış" işlemlerinin sorumlusu olan kurum ve kişiler hakkında ilgili Savcılığa "**suç duyurusu"nda bulunulacaktır.**

Kamuoyuna saygı ile duyurulur.

21 Kasım 2013

HALIÇ DAYANIŞMASI BİLEŞENLERİ

İletişim için: halicdayanisasi@gmail.com

