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Full Length Research Paper

Planning approach in spatial development of cities and urban projects: Zeytinburnu and Hafencity experiences

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Urban design throughout the world, is considered as a field of compromise between urban planning and architecture and as a tool that directs the urban development process. This article emphasizes the impact of the lack of definition of the implementation tools on the underdevelopment of urban design in Turkey. In recent years, especially in Istanbul, large-scale urban regeneration and renewal projects are not dealt within a holistic planning approach. They have issues in integrating with each other and the rest of the city. In this article, the Zeytinburnu Urban Regeneration Project, one of the urban projects developed in Greater Istanbul Metropolitan Municipality's Istanbul Metropolitan Planning and Urban Design Centre (IMP), is evaluated in terms of the place of urban design projects within the Turkish planning system in order to question this approach in the planning system. Zeytinburnu reflects the average state of Istanbul's built-up environment in terms of its physical conditions, the state of its building stock and legal status, together with earthquake damage risk. Therefore, it has been selected as the case study area. In contrast, the Hamburg-HafenCity Urban Regeneration Project has been selected in order to establish the urban planning-design-project relationship, and to analyze the place and significance of this relationship within the planning hierarchy. This project will expand the city centre by 40% and create a new centre which reflects a strong port character. Although their main aims differ, the two case study projects have provided insight for comparative evaluation in the planning system in terms of reorganization of a problematic urban area.

Key words: Urban design, urban project, planning system, planning implementation, planning process.

INTRODUCTION

The world is changing rapidly. There have been many changes since 1980, accelerated by globalization, triggered by economic, social and technological developments.

In countries which could not adapt to these changes, a process resulting in increases in population, the number of cities and the growth of these cities have been experienced. Defined as urbanization, this process has caused several problems. Urban problems related to the urbanization process have revealed their massive and negative impact in urban spaces.

The existing systems that direct urban development and shape cities have become inadequate in solving those recently arisen issues, while the proposals for resolving them have caused new problems. This necessitates new approaches and new planning tools for existing systems.

At this point, there is the need for urban design as a new tool which will re-establish the lost synergy in cities, fill the void between the architecture of cities and planning decisions, and direct the multi-disciplinary urban development process. However, it is observed that the understanding of urban design, globally accepted as a field of compromise between urban planning and architecture (and as a tool that directs the urban development process), has not been fully developed in Turkey. The most important reason for this is the lack of definition of planning practice and implementation tools.

Since urban planning practice in Turkey is reduced to physical planning and land-use allocation, it could not develop the vision and implementation tools which would serve the development and direction of cities. In Turkey, urban design has been perceived as large-scale architecture in the framework of a classical planning

approach. Therefore, urban design projects as action tools have been regarded as the act of organizing physical space. In practice, they become a manifestation of the interface between public space and private space. The significance of large-scale urban projects as implementation tools of contemporary and holistic planning approaches has not yet been fully understood. Urban design projects and urban design competitions, prepared and organized by local authorities, have not gone beyond façade-square-street designs, replacement of street lighting, and revision of public seating arrangements. Recently, especially in Istanbul, large-scale urban projects have been prepared as urban regeneration and renewal projects. However, these projects have problems in integrating with each other and the rest of the city since they are not prepared within the framework of a holistic planning approach.

In this article, during the process of reorganization of a problematic urban area, a project from the country and a project from Germany, which are similar with regards to planning systems although different in functions, are selected as samples. Besides the literature study, the documents prepared by the team of Zeytinburnu urban transformation project, in which the study had taken part, were benefitted from, and a method, which is based on on-site observations and discussions in the field of both projects, is followed. It is aimed to bring expansions for the examination, comparison and evaluation of the mentioned two projects within the process of planning.

PLANNING SYSTEM IN TURKEY AND ISTANBUL

Turkey's urban planning history goes back to the 1960s. The first comprehensive planning studies began during that era (Özdemir, 2003). A hierarchical planning system was adopted in the mid-1960s. After the 1980s, there was some influence of a rational planning approach especially in regional planning studies but, because of the limitations of the planning structure, there were problems in realizing action-oriented strategies. Although action plans have been given priority in regional development projects in the recent years, these projects cannot be completed due to a lack of finance and specialized staff.

The planning system in Turkey has been set up in four stages. The legal definitions of these stages are as follows:

1. Development and Regional Plans are prepared to identify socio-economic development trends, development potential of settlements, sectoral targets, distribution of activities and infrastructure. Regional Plans are prepared by the State Planning Agency (Development Law no. 3194, Official Gazette, 9/5/1985, Issue 18749).
2. Environmental Order Plans are prepared as ordered by the 5th Article of Development Law no. 3194, based on development plans and on regional plans if such plans exist. Environmental Order Plans, scaled 1:25,000, 1:50,000, 1:100,000 or a smaller scale, allocate land uses like housing, industry, agriculture and tourism consistent with national and regional plans (Regulation regarding the preparation of Environmental Order Plans, www.mevzuat.adalet.gov.tr – 13.09.07).
3. Development Master Plans scaled 1:25,000 are prepared, consistent with Environmental Order Plans scaled 1:100,000, prepared in the first stage for city centres and coastal areas.
4. In the last stage, smaller scale (1:5,000 and 1:1,000) development master and implementation plans are prepared by local authorities consistent with the planning decisions of the regional and environmental order plans.

Planning process in Istanbul / Istanbul environmental order plan and urban projects

Istanbul is a unique city with over 2,000 years of history. It was the capital of three great empires, and has been the heart of economic and cultural life of the Turkish Republic since 1923. Istanbul is a treasure of civilization for Turkey as well as a hope for the future. In a globalizing world, countries can only sustain their competitiveness when their international metropolises are successful. The success of these metropolises determines the destiny of the country.

Efforts for planned urbanization in Istanbul in the era of Turkish Republic began in the 1930s. Despite the relative success of the 1980 plan, the plan approved in 1995 was cancelled by the courts. There was thus no longer a metropolitan level plan for Istanbul. To fill the need for some form of urban plan, the Greater Istanbul Metropolitan Municipality established the Istanbul Metropolitan Planning and Urban Design Centre (IMP) in 2005 to prepare the Istanbul Environmental Order Plan, scaled 1:100,000.

As expressed in public announcements of the Mayor's Office concerning the Environmental Order Plan, this plan is prepared as a "land-use plan". It has defined the metropolitan area as micro regions rather than adopting a holistic approach (Kahraman, 2006). In the context of the Environmental Order Plan, planning decisions to take action in two main policy areas have been made. For example, the Istanbul Metropolitan area has been transformed from operating as a monocentric city (the cause of several structural problems including transportation issues) to functioning as a polycentric city, protecting and enhancing the natural features of the city. Moreover, a series of urban projects which will enable the plan to achieve its objectives and facilitate getting results on the ground will operate in parallel with the planning process. Urban design projects in Zeytinburnu, Kartal and Küçükçekmece have been prepared which complement these planning studies.

The main issues in the preparation and implementation

of urban projects which will serve to resolve Istanbul's structural problems are: the need for the existence of planning decisions for these projects; the ability to establish a plan-project dialectic; the desire to deal with the Istanbul Metropolitan area as a whole; and the requirement to integrate urban projects for special project areas identified in the Plan with each other and the rest of the city.

The Zeytinburnu Urban Regeneration Project, prepared in IMP (2006), will be analyzed within the framework of the planning process in Turkey to investigate the existence of this approach. The Zeytinburnu Municipal District, where the first illegal development in Istanbul was seen, has been selected as a pilot project area in the context of Istanbul facing an earthquake threat.

Zeytinburnu municipal district

Istanbul receives several hundred thousands of migrants every year and its population increased by a factor of six in the last 30 years. Planned development efforts coexist with large-scale illegal development throughout the city.

In Turkey, after the 1950s, migration to big cities began due to various social, economic and political factors. By far the greatest proportion of migrants went to Istanbul, which has always been the major centre of attraction. Low-income migrants built their "gecekondu" (shacks put up in one night) on Treasury land on the fringes of the city that was not legally open to development.

After the mid-1970s, the nature of the "gecekondu" changed; simple buildings for accommodation metamorphosed into illegal multi-storey apartments produced with standard building materials. The aim of the builders was to grab a share of the profits flowing from urban growth. Zeytinburnu, which has gone through this process and has a higher level of earthquake risk than most parts of the city, has been selected as a priority regeneration area for the following reasons:

i. It was the first focus of "gecekondu" development and illegal urbanization (unplanned development increases earthquake damage risk by buildings);
ii. It has problematic building stock;
iii. It is listed as one of the 'priority risk areas' according to JICA micro-zoning studies;
iv. It has high regeneration potential.

Istanbul has been in the second-degree seismic belt in the earthquake zoning map for a long time. It was included in the first-degree seismic belt in 1996 by the Disaster Works General Directorate due to reconsideration of its location in the country, the functions it serves, its population, and population density, and the increase in the probability of an earthquake (Istanbul Earthquake Master Plan). After the Marmara Earthquake on 17th August 1999, the possibility of a major earthquake in Istanbul, located directly on the western end of the North Anatolian Fault Line, has risen. Accepting the fact that this major earthquake will not only affect Istanbul and the Marmara Region but will also be a massive economic and social disaster for the whole country, JICA has undertaken 'The Study on a Disaster Prevention/Earthquake Mitigation Basic Plan in Istanbul'.

According to the results of the work done on the ground at 500 m intervals within the JICA study, six out of fifty-four neighbourhoods with earthquake damage risk across Istanbul are located within the Zeytinburnu Municipal District. This point establishes the distinction of the Zeytinburnu Municipal District when compared with other districts. Zeytinburnu has thirteen neighbourhoods. Six of these thirteen neighbourhoods have high earthquake damage risk, which means that 45% of the district is at high risk. Zeytinburnu has further risks due to its problematic building stock, built in most cases without regard for any urban or construction standards, and without consideration of geological conditions. Furthermore, low urban standards such as unplanned development, inadequate social facility areas, lack of open spaces, narrow roads, urban poverty and physical and social differences between neighbourhoods deepen the problem and risk in Zeytinburnu.

Zeytinburnu urban regeneration project

The aim and the scope of the project

The scope of the project was defined as "developing a strategy and action plan with risk priority for a feasible Urban Regeneration Project which will make the building stock safe and sustainable in Zeytinburnu, which has been selected as a pilot project area in the context of a redevelopment, rehabilitation and retrofitting programme in high risk areas based on the Istanbul Earthquake Master Plan (IEMP) and the JICA Study" (Zeytinburnu Pilot Project, BIMTAS Planning Team).

The project aims to realize the economic, social and spatial regeneration of the Zeytinburnu Municipal District which has priority due to high earthquake damage risk. It is intended to follow the framework of the vision of creating high standard, livable, sustainable, innovative, lively and aesthetic urban spaces as an alternative to the problem of unplanned development (IMP, 2005). The Zeytinburnu Urban Regeneration Project includes the following activities:

i. Planning studies for the Zeytinburnu area, which has high natural risk, prepared by Istanbul Urbanism Atelier, were evaluated. Livability of the area was assessed based on these studies. In this context, a design model has been developed with the approach of transforming the existing building fabric into a contemporary settlement and work has been carried out on a block-based structure.
ii. An urban design project and an architectural preliminary

Figure 1. Location of Zeytinburnu Municipal District and its surrounding (IMP, 2005).

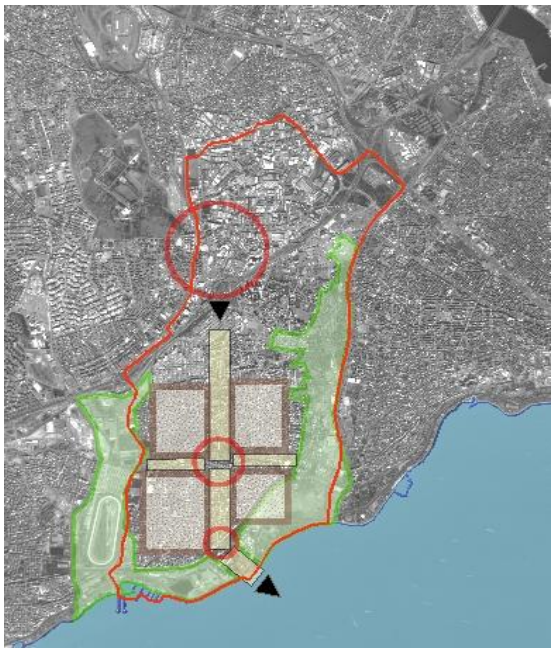

Figure 2. Urban Design Project Areas Schema.

project have been developed for a selected pilot area (IMP, 2005).

Residential areas in Zeytinburnu are surrounded by former industrial areas to be redeveloped as a Central Business District in the north; a Historical Peninsula, cemetery areas and neighbourhood parks in the east; the Marmara Sea in the south and the Hippodrome in the west (Figure 1). After the evaluation of the planning studies for the area, the following analyses were done:location and relationship with its environment; natural risks analysis; settlement suitability analysis; linkage analysis; figure-ground analysis; place analysis (identity and image analysis), and urban design project areas schema was developed (Figure 2) (IMP, 2005).

In the urban design project areas schema, a

Figure 3. Green System and Centre Relationship.

commercial axis that goes across the centre is proposed in order to create spaces which will trigger urban regeneration and enable social activity. The creation of block-based structures with short-medium-and long-term uses and spaces are planned in design zones identified along this axis. In the urban design model which is developed in this context, it is intended to integrate the guiding principles and limitations of the large-scale planning decisions. These comprise the Zeytinburnu Spatial Development Dynamics together with small-scale studies which include residential/structural block-based regeneration. The design model enables:

1. the integration of economic, social and spatial relationships;
2. the creation of a new identity for Zeytinburnu, with a new commercial axis and the
development of projects which will trigger urban regeneration; and
3. the development of the super-block system:

i. a hierarchical green system;
ii. semi-public green areas, playgrounds and underground parking in courtyards;
iii. Mixed-use (housing, offices, public facilities) building blocks (IMP, 2005).

After the model was developed, the following studies have been undertaken within the framework of spatial development strategies which will guide the development in the District: Green System and Centre Relationship, Urban Regeneration Model Schema and The Super-block System.

1. Green system and centre relationship: A system schema has been developed integrating the potentials of green areas and the relationship with the coast. Public facility areas, together with central and commercial relationships which guide urban life, have been added to the schema and a new public transportation system has been proposed (Figure 3).
2. Urban regeneration model schema: It consists of developing an urban spine (north-south commercial axis), projects which will trigger urban regeneration and a new

Figure 4. Urban Regeneration Model Schema (IMP, 2005).

neighbourhood structure within the framework of spatial development dynamics (Figure 4).

3. The super-block system: After planning the north-south commercial axis, the green areas centre relationship, the public transport system, public facility areas and evacuation corridors, areas which have the highest number of buildings with earthquake damage risk have been identified. Super-blocks have been created by assembling the existing building blocks in selected areas. Architectural designs for earthquake-resistant buildings which open to gathering places have been prepared for newly established super-blocks (Figure 5) (IMP, 2005).

This project has not been implemented since the implementation tools defined in the Development Law no. 3194 of 1985, expropriation and 18th Article, are inadequate in resolving the issues in the implementation process. A series of new implementation tools have been developed enabling the implementation of the project. It is argued that a set of urban regeneration legislation which will be developed for Istanbul is essential for the project to be implemented.

PLANNING SYSTEM IN GERMANY

Urban planning concepts which target the peace and welfare of the society go back several years in Germany. The Federal State of Germany has a federal and centralist administration system which is felt from top to bottom through all levels of government. In Germany, there is a hierarchical and orderly system from federal government, states, and independent metropolises to districts and municipalities. This is reflected on the planning system of the country (Figure 6).

The following assessment can be made regarding the planning hierarchy in Germany following the table:

i. In Germany, there is planning activity at the federal

Figure 5. The Super-Block Schema.

level in general. Federal legislation and regulations differ in every city.

ii. Implementation is done according to legislation which exhibits differences in every state.

iii. The plan at the federal level is a strategic plan. It is not a legally binding plan. However, each state prepares legal plans related to and regarding the federal level plan. There is a link between top levels and bottom levels of planning and vice versa.

iv. Each city prepares its own plan so that unity between these plans exists. 28 cities are trying to provide the unity by identifying shared goals and directions.

v. Regional planning structures coexist with the state level planning. Planning is also done at the regional level.

vi. The scale of plans at the regional level is 1:50,000.

vii. A new plan is prepared every 15 years.

viii. Landscape, green areas and existing natural features have a distinctive significance in the preparation of the projects due to the sanctions of European Union Legislation (European Law).

ix. At local level, plans based on participation are prepared. The preparation of these plans takes 5 years.

x. At the lowest level, legal Local Development Plans are prepared, scaled 1:500 (IMP, 2007).

Implementation tools identified in the German Development Legislation are: land-use plan; development plan (Yigitcanlar and Arkoc, 2007).

In land-use planning, the federal government has powers limited by the general framework identifying basic principles, concepts, main regulations and the aims of land-use decisions. Due to local self-government as defined in the Constitution, local powers include a great deal of autonomy. In urban planning in Germany decision-making powers have been defined at the local level with the help of aims and means and partially

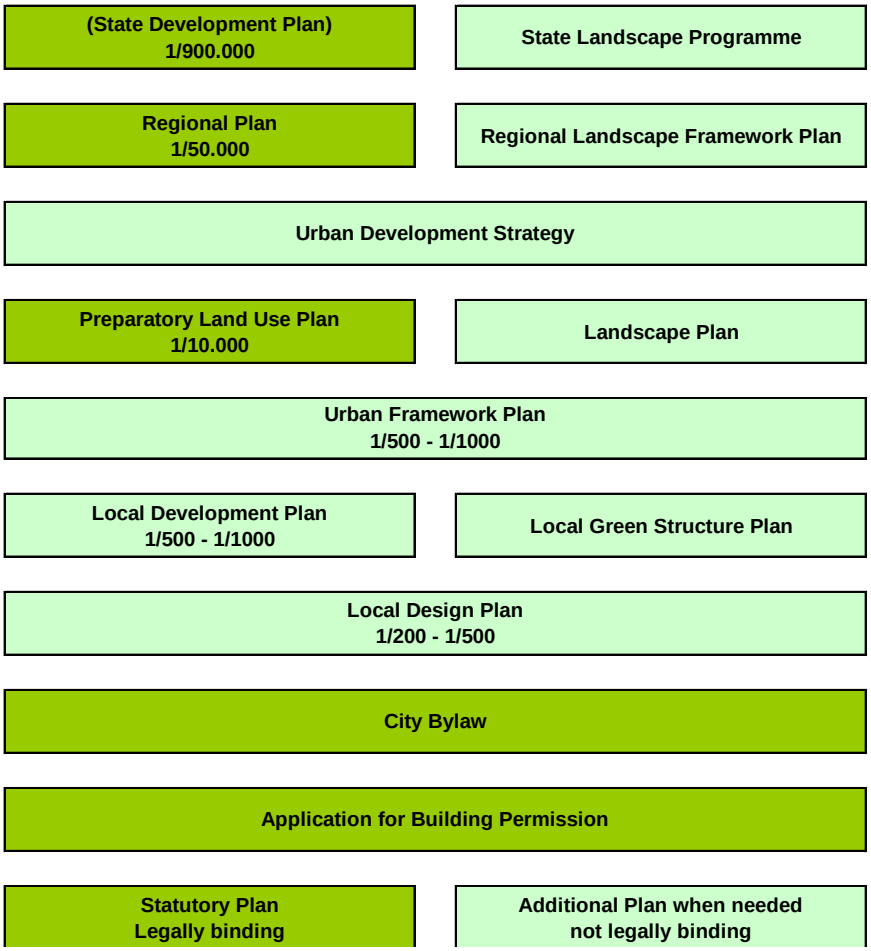

Figure 6. Planning hierarchy in Germany (Karin, 2007).

identified at the regional level (www.eastspace.net/smartlife/documents/German_WP3.pdf).

Hamburg-Hafen city project

Hamburg is the second biggest city of Germany after Berlin, with a population of 1.7 million people. Hamburg port is the centre where trade with Eastern and Northern Europe takes place. It comes second in Europe and seventh in the world as a container port. Although the city is 120 km from the sea coast, the biggest container ships can make an entrance to the port (www.international.hamburg.de).

For a long time the city was known as a “depot city”, serving the port behind the storehouses. However, with the emergence of mega-container ships, the port had to move to make space for launching ways for big ships and contemporary machines, in the same way as in other regeneration projects in other port cities like Melbourne, London and Hong Kong. Since then, the former port area has been an ugly, vacant, idle urban space.

Hamburg, which has been hitherto known as a port city in northern Germany, is now changing its image from being an ugly, vacant space, and turning its face to the water with the HafenCity Project. Vacant spaces in the former port area are gaining significance as residential areas with the regeneration project implemented in the former port area.

The aim and scope of the project

The HafenCity Project provides Hamburg a rare opportunity which only a small number of European cities can have. It is the largest of the ongoing development projects in Europe of its kind. HafenCity can establish an example of a 21st century European city centre (www.international.hamburg.de).

The decision to develop the HafenCity Project was taken by the City Council in 1997. The project is the first step of Hamburg’s century project. The results of an international competition, public planning dialogues and political decisions all influenced the idea development process and this generated an interdisciplinary result.

Figure 7. Districts in the HafenCity Project Area (www.hafencity.com).

The master plan is based on the winning project of the 1998 urban planning competition (www.hafencity.com).

The HafenCity master plan was approved by the Hamburg Senate in February 2000. The master plan was formulated on the concept of urban development for transforming the port area to a city centre. Planning activity, as 'special urban planning', is based on Section 1 (6) No.11 of the Development Law and establishes the planning principles of Hamburg's urban development, which have in turn, been based on the development process initiated with the founding of HafenCity. The master plan comprises the reports and the plans.

The HafenCity master plan explains the urban development concept for the expansion of Hamburg city centre through regeneration of the port area. It is a flexible and an adaptable concept. The plan will constantly be upgraded and reformed as part of an ongoing development process. The main objectives and structural concept for this project are given thus:

i. The Project area is 155 ha in total, 100 ha of land and 55 ha of water;
ii. The net floor area ratio of the Project is 60 ha;
iii. Total construction area is 1.800.000 m^2;
iv. The development ratio is 2.5;
v. 5,500 housing units for 10 to 12,000 people have been identified;
vi. A working area for 40,000 people has been planned;
vii. The distance of the project area to Hamburg city centre is 800 m.
viii. The distance of the project area to the underground is 1,100 m.

One feature of the project is that a housing/apartment complex, an office building, and public space have been made available for famous architects to design. Rem Koolhas' science centre design, Massimilliano Fuksas' dramatic new cruise ship terminal and hotel designs, and Herzog and Meuron's highly attractive house design for the city's philharmonic orchestra are ready to provide a colourful combination of architecture in the project area.

One of the main aims of the plan is to enable HafenCity to strengthen the economic, ecological, social and cultural development of the city. In approximately 25 years, the city centre will expand by 40% and a new central area with a strong port character will be created. A mixed-use development including residential, commercial, leisure, retail and cultural facilities is targeted in this area.

To achieve this end, a wide consensus has been established on the objectives and the measures. This has been achieved by extensive dialogue in the early stages of the planning process. Moreover, the master plan prepared is the result of an interdisciplinary exchange of ideas. The master plan consists of two main components: a written document which includes the main aims and objectives, and a visual structural concept which includes the urban plan concept and thematic plans on issues such as land and building use, traffic and transportation, flood prevention and public open spaces. It also includes an explanation of the planned phased development of the area.

Urban planning structure of the project

Since land for development is limited in the city of Hamburg, the land in the area is going to be used economically. With an average index of 2.5 times floor space, a relatively high building density is used. The target is to develop 1.8 million m^2 of gross floor space. The project area is divided into 10 districts (Figure 7). These districts are independent and have local identities at human scales. It is intended that the distinct character of each district is also in harmony with the urban environment (HafenCity Hamburg GmbH, HafenCity Hamburg Projects, insights in the current developments, March 2005).

Each district will be developed step by step from west to east, with Magdeburger Hafen (1 to 23) as the focal point as far as is possible. Construction will be prevented from expanding all over the Project area. Mixed-use developments and design of public spaces and buildings, especially around Magdeburger Hafen, is expected to be high quality. This will be the heart of HafenCity in the future. Buildings worth protecting and buildings

Figure 8a. Preserved historical buildings and bridges in the old port area (B.U.Alpay,18.04.2008).

Figure 8b. Preserved historical buildings and bridges in the old port area (B.U.Alpay,18.04.2008).

representing the history of the port (docks, port walls, bridges etc., Figure 8a,b) will be taken into account in the new planning concept. One significant means of securing diversity and sustainability, is the rational distribution of privately owned parcels and diversification of ownership. In the course of the future planning process, the area of the parcels will be identified according to use. It is preferred to divide the area into small parcels in order to provide opportunity of investment for medium-size businesses, small construction firms, building cooperatives and individuals.

PLANNING DECISIONS

Urban structure: Decisions regarding public places

The design of public places, especially of the ones on the

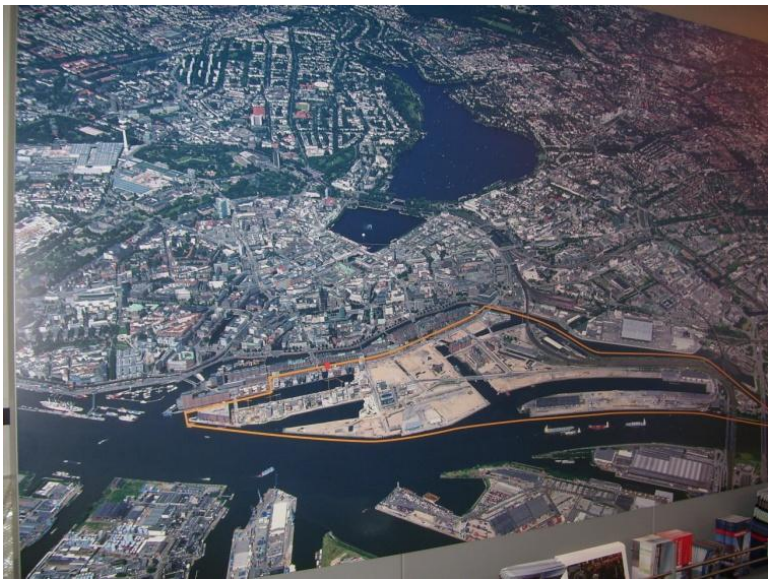

Figure 9a. HafenCity project area (B.U.Alpay,18.04.2008).

Figure 9b. HafenCity project area (B.U.Alpay,18.04.2008).

seafront, has been given significance. These places are the ideal areas to create gathering places which have distinctive characters (Figure 9a, b, c). Quays will be transformed into public promenades. Each quay design will be created with regard for the commercial and residential areas and the public places around them. The level of water on the seafront ground floors due to tides will be taken into account. The aim is to make the HafenCity seafront experience, accessible. Figure 10 shows quite clearly how connection between HafenCity and the sea is being achieved.

A part of living and working by the seafront is to use water for transportation. In this context, the cruise port in Strandkai and its surroundings (Figures 11 and 12), revitalization of the historical port in Sandtorhafen and new marinas in Grasbrook and Baakenhafen have been given special significance. Also, a scheduled boat service is planned for HafenCity. Although Magdeburger Hafen is directly linked to the seafront, the green strip lying between Brooktor and Baakenhafen Port is to be developed as a public space with a distinctive urban atmosphere. This area helps to integrate the green strip

Figure 9c. HafenCity project area (B.U.Alpay,18.04.2008).

Figure 10. HafenCity project area model viewed from the sea (B.U.Alpay,18.04.2008).

with the pedestrian route systems along the River Elbe as well as improving the quality of the inner areas of HafenCity. Each part of the park developed (8) will have a distinctive character and use. Different areas for leisure, sports, and playing, will be created. A similar approach is being taken to the public spaces in Sandtorkai (Figure 13a,b).

Seafront constructions are particularly difficult. The buildings in the second line will have the river in view as far as is possible. The irregular construction line caused

Figure 11. Cruise Port in Strandkai (www.hafencity.com).

Figure 12. 3D Architectural designs of Buildings 58 and 59 in Strandkai Cruise Port (www.hafencity.com).

by the fact that some docks are narrow and long will create an interesting urban fabric. This can be seen in one alternative plan for Baakenhafen Port (Figure 14).

Decisions regarding integration with the city

Creation of a synergy between the existing city centre and HafenCity, establishing an integrated central area, is targeted. There are two important links between HafenCity and the city centre: Rathausmarkt/ Jungferstieg-Bei St. Annen and Hauptbahnhof-Ericusspitze. However, they do not have the necessary features to act as links today. It is aimed to create important new links and to improve the existing ones. There are many vehicle bridges that link HafenCity to the districts around it, but integration with the Hamburg urban railway network is difficult. As one alternative, a new tram line can be considered as an environmentally sensitive, effective and sustainable new public transport system. If it is decided to use this system, HafenCity can be linked to the urban railway network with simple extensions. In the early stages of HafenCity's development, buses will be used for public transportation.

Figure 13a. Public space between housing units in Sandtorkai and Dalmannkai (B.U.Alpay,18.04.2008).

Figure 13b. Public space between housing units in Sandtorkai and Dalmannkai (B.U.Alpay,18.04.2008).

Since HafenCity is outside the main canal network, flood prevention will be achieved by raising the ground level. Construction areas will be protected from flooding in parallel with the progress of the construction work. Every lifted section will be connected to the main canal network by a special flood protection route. The potential of

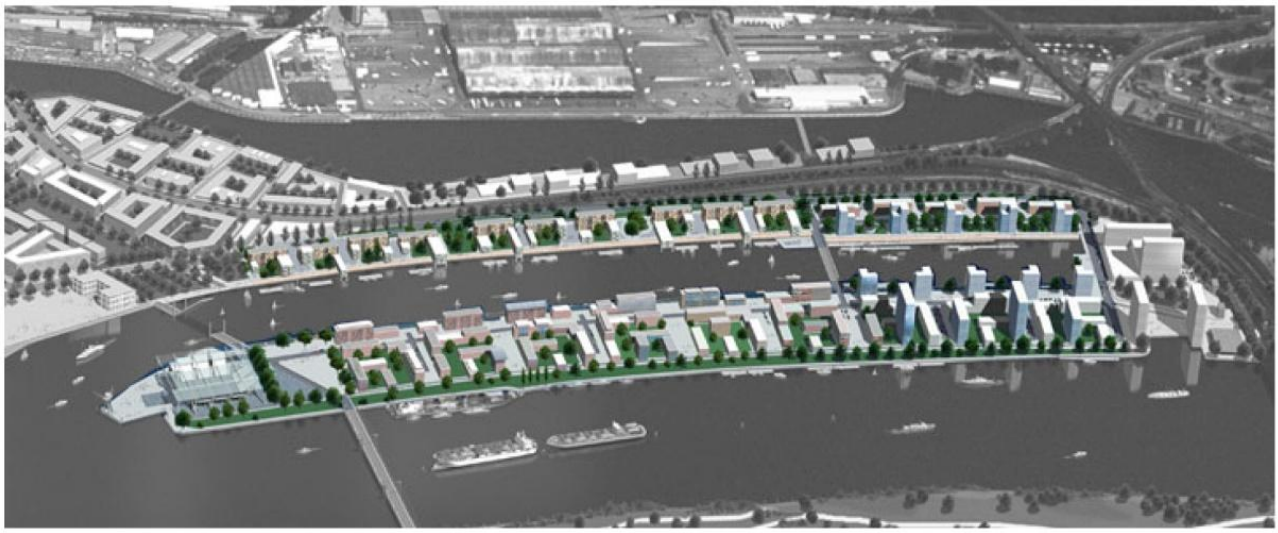

Figure 14. Baakenhafen Port (www.hafencity.com).

HafenCity lies in linking the city centre with the port area and the River Elbe by the view and the roads, and in creating a port atmosphere within the urban environment. The aim of the master plan is to highlight viewpoints to significant existing buildings and places of Hamburg from HafenCity. The appeal of the view of the project area and the River Elbe from the existing centre of Hamburg will be enhanced with triggering yet balanced proportions acquired by placing the buildings and the spaces carefully.

Hamburg's unique skyline consists of the bell towers of important churches, city hall and several high buildings. The project will create a brand new skyline due to the location of HafenCity. As a general rule, the heights of the buildings in HafenCity will not exceed the heights in Strandkai. It will be possible to build high-rise landmark buildings without negatively affecting the skyline in Strandkai area. Individual decisions can also be made. These decisions have to take into account the land-use, the character of the surrounding areas, and significant viewing lines.

Decisions regarding sustainability and ecology

The regeneration of the areas which used to be related to port activities will have several positive impacts both ecologically and in terms of Hamburg's future development. HafenCity's surroundings will be developed for the long-term future. Economic use of energy which will minimize climate change will be an important factor. Efforts will be made to achieve sustainability, and all opportunities will be used to protect natural resources in energy production. In the quays and other parts, there is a continuous south elevation in the buildings. This prerequisite for potential solar energy generation should not be underestimated and should be taken into account in the planning process and in individual building designs.

Use of environmentally-friendly construction materials will play an important role in the building process. One important feature of HafenCity is its location on the Elbe delta. Most of the land was closed to the public, and built upon in the 19th century when the Grasbrook overflow area was transformed into a port. There are still some aquatic habitats left. Most of the clay sets and the walls of docks and canals that were formed by the tide will be preserved, since they provide suitable habitats for endangered plant and animal species in the Elbe estuary.

Decisions regarding uses

There will be mixed-use developments in HafenCity. Mixed-use developments will enhance the characteristic of the city centre of being a residential area and will provide new employment and opportunities in retail, education, culture, entertainment and tourism. The distinguished environment of HafenCity will provide this kind of development with 5,500 new houses. It will also provide significant opportunities for luxurious housing which cannot be built anywhere else because of the land shortage in other areas of Hamburg. Residential developments will be placed in the most suitable parts of HafenCity: on the seafront, in open areas such as the Sandorthafen (4), Figure 15a,b,c) and Baakenhafen (5) districts and on both sides of the park near Lohseplatz.

The HafenCity project serves as a unique opportunity to provide the city centre with new and advanced infrastructure to support the retail, entertainment, leisure, culture and tourism sectors. The aim is to enhance the

Figure 15a. Newly constructed housing units (B.U.Alpay,18.04.2008).

Figure 15b. Newly constructed housing units (B.U.Alpay,18.04.2008).

profile of Hamburg at the metropolitan level by strengthening the distinctive character of HafenCity. The goods and services provided in HafenCity will attract large numbers of daytime visitors and emphasize its international port and seafront atmosphere. In this context, the Magdeburger Hafen port area will play a major role. Other important areas such as the east of Baakerhafen will provide further potential.

HafenCity provides several opportunities for these sectors in a multi-storey environment (The Masterplan of HafenCity Projects, 2000). The most important planning objective for the future city structure is to have, as far as possible, a physically compact yet highly diverse combination of the above-mentioned uses, ranging from housing to industry.

CONCLUSION

In the Federal Republic of Germany, there is a centralist administrative system that is especially successful in terms of engaging its citizens in the system and services. It sets an international example. This administrative system operates in a regular hierarchy which also reflects

Figure 15c. Newly constructed housing units (B.U.Alpay,18.04.2008).

on the country's planning system. This is noticeable from the federal government to state level, through to independent metropolitan areas, districts and municipalities. In the Federal Republic of Germany, which consists of 16 states, there is planning at the federal level. In the framework of German Federal Development Legislation (GFDL), implementation is done according to locally adapted laws at the state level. The important issue is the link established between every planning activity at the state level and informal, strategic State Development Planning prepared at a scale of 1:900000. Regional plans at 1:50000 scale prepared in relation to State Development Planning are legally binding, and decisions taken at all levels from capitol to local design plans are all interrelated. Thus, it is observed that large scale projects in the field of regeneration and renewal are successfully implemented as new implementation tools of strategic planning, in full accord with contemporary planning approaches. Needless to say, this is the consequence of the full definition of implementation tools in Germany's planning practice and the result of Germany having built the capacity of adapting to current conditions.

In the Hamburg HafenCity project, we see the application at the local level of planning decisions taken at higher levels, with the aim of transforming a derelict port area into a new city, centre-living environment. The project, prepared to be consistent with high-level decisions, was structured according to the master plan. These decisions reflect on even individual architectural projects of the urban regeneration scheme. The master plan is a flexible and adaptable concept. It aims to expand the city centre by 40% over the next 25 years and to create a new central area with a strong port character. To realize this aim, a wide consensus was established on targets and measures. This has been achieved by extensive dialogue in the early stages of the planning process. Moreover, the master plan prepared is the result of an interdisciplinary exchange of ideas.

When compared to Germany, Turkey also has a hierarchical planning system and its organizational base is, in principle, the same as that of Germany (Table 1). Initially In Turkey, development and regional plans are made. According to these plans, first 1:100,000 scale provincial environmental order plans, then 1:25,000 scale development master plans and finally 1:5,000 and 1:1,000 scale development and implementation plans are prepared. Although it is expected that these plans should be interrelated, development and regional plans at the national level do not go further than being economic development plans. They have neither effective sanction in terms of physical intervention nor any means of controlling the kind of intervention to be made. Since physical planning and land-use are identified at the level of the provincial environmental order plans, they cannotprovide the vision and the implementation tools which would serve in the development of a city. There have been no shift from physical planning to strategic

Table 1. The comparison of the planning staging in Turkey and Germany.

Turkey	Federal Republic of Germany
Country-Development Plan	Country -State Plan 1:900.000
Regional Plan	Regional Plan 1:50.000
Metropolitan Plan/ City Plan 1:100.000-1:25.000	Local Design/Local Plan 1:1000-1:500
Local Plan 1:5000-1:1000	

planning, and thus, implementation tools have not been developed. The level of compromise between planning agencies in Germany is extremely high and it is defined as mutual flow system. In Turkey, there is no strong relationship between the various levels of planning. The principle of integration of the plans of cities has been adopted in Germany whereas in Turkey, it is a very new approach, taken into account only in a few cities in the west of the country.

In Turkey, the lack of definition of implementation tools in the context of problems stemming from the country's planning practice and legal framework lead to the fact that urban design cannot be used as an implementation tool. Urban plans are still prepared according to the 1985 Law no. 3194. In the framework of this law, planning was reduced to physical space organization and allocation of land-use. The law cannot resolve issues regarding the relationship between implementation plans and public-private areas, the link between urban design projects and the structural plan, co-ordination of the projects and their relationship with the city's future role and vision. These tools are only now beginning to be defined.

Since land-use plans are the only legal documents available to the city as an intervention mechanism, urban design either acts as a saboteur operating outside the plans' decisions or is reduced to simple spatial organizations or alterations in the façades.

The Zeytinburnu Urban Regeneration Project could not be implemented because the implementation tools defined in the 1985 Development Law no. 3194 (expropriation and 18th Article) were not sufficient to resolve the problems it posed. In addition, there is no master plan decision at the high levels of planning. Spatial development strategies for the district were developed according to the 1:25,000 scale Development Master Plan which is now being examined by the Municipal Council of Greater Istanbul. An urban design model was developed during the preparation of the urban regeneration project, which aims to integrate overall guidance and limitations. It includes Zeytinburnu Spatial Development Dynamics with small scale studies (architectural projects) which include housing/building block-based regeneration.

Considering Istanbul's and other cities' historical cores and development needs, the development of an urban design understanding which will respond in the longer term to the city's development targets and regeneration potential, as well as provide integrity and balance in urban areas and continuity between public spaces, will play a major role in both the conservation and regeneration of cities and their development. In particular, considering idle and vacant former industrial areas, docklands, warehouses and historical building stock in our historical cities, authentic urban design project types should be defined and their legal and administrative frameworks should be identified.

In order to avoid urban design acting in the manner of individual projects that intervene in the city, as a first step, our planning system should be restructured. A new organization which will enable local initiatives to engage with the system should be provided. Without this organization, it will be impossible to relate urban design projects to the existing planning system. Urban design projects should be assessed in the framework of a holistic approach.

In Hamburg Hafencity project, all the economic, sociologic and ecologic factors with their mixed structures are taken into consideration, opportunities were created and demand and trust was formed for the project. The project which is prepared in relation to the upmost scale, is shaped in compliance with the master plan decisions, and it is based on the 1(6) no 11th article of Building Law. These decisions are reflected from the urban transformation project into the architectural project.

When the selected sample projects are compared with regards to the planning staging, although there are similarities in both samples in the planning and project preparation processes, the project which ranked the first in international city planning and architectural contest had formed the basis in Hamburg Hafencity urban transformation and synergy was provided through public, private, politic dialogue (www.hafencity.com). On the other hand, Zeytinburnu Transformation Project was not fed by the awarded projects of the contest which was organized for the European architects for Sümer District.

Towards implementation, the desired development could not be achieved in Zeytinburnu Urban Transformation Project and the grounds for sufficient trust could not be formed yet. Although oral agreements were reached in the discussions held with the property owners and the local people, an official agreement was not concluded. It is aimed to start the construction of a few blocks from the new house blocks in shortest time possible on the selected area and this way, to continue

Table 2. Plan–project–implementation relation in Zeytinburnu and Hafencity urban transformation projects.

Planning stages	Zeytinburnu Urban Transformation Project	HafenCity Transformation Project
Master plan decisions related to the uppermost scale	Not available	Available
Urban design project	Urban design model is formed parallel to the uppermost scale plan decisions.	Prepared in compliance with the master plan decisions
Architectural project	Prepared within the frame of the schemas of Urban Design Project areas.	Prepared within the frame of Spatial Usage decisions.
Implementation	It is stipulated to start the sample house construction.	1st, 2nd and 6th regions are completed and the construction of the 5th region is started (Figures 15a-b,17a-b-c) and all the projects shall be realized until the year 2010.

the implementation over the concrete samples to be completed.

In this article, during the process of reorganization of a problematic urban area, a project from the country and a project from Germany, which are similar with regards to planning systems, although different in functions, are selected as samples. Besides the literature study, the documents prepared by the team of Zeytinburnu urban transformation project, in which the study had taken part, were benefitted from and a method, which is based on on-site analysis, observations and discussions in the field of both projects, is followed. It is aimed to bring expansions for the examination, comparison and evaluation of the mentioned two projects within the process of planning.

As it is seen in Table 2, the findings relevant to the issues such as adherence to the master plan, correct timing of the implementation stages, the follow-up and evaluation of these stages refer to some deficiencies in the process management of Zeytinburnu project. Moreover, it is seen that a project is not sufficient by itself, but it may form the basis in the implementation of an urban transformation,

Besides the availability of broad and good ideas for urban development in many cities or municipalities, consistent urban transformations are missing. Within this frame, the importance of urban project management for the realization of the planning ideas increases. Stability is required in order to consider the integrity from the start of the planning towards the application and to overcome the obstacles at the distinct separation between the planning and application.

In discussion of the formulation of the urban ideas and applications of these within the frame of the legal plans, it is possible to talk about a comprehensive urban project management. A successful urban project management is based on three basic principles; an efficient plan organization, a solid financing and a good tool management:

i. In the plan organization; personnel organization, professional coordination, the coordination of the units in and out of the municipality, time management, public works etc., should be realized.
ii. With regards to financing; acquisition of supportive tools, activation of the tools in the public budget, questioning of the reliability by economic benefit-cost analysis, application facilities with different participants and investors at each stage by staging system, public – private – partnership projects etc., are important with regards to the value gain of the problematic areas.
iii. At the stage of management of the planning tools; unofficial plans (development scenarios, concepts) and legal plans (development plans) are considered. Moreover, legal tools are also required for the realization of the plans. These planning tools and the legal tools should be completed with the measures and public works required for marketing.

As a result, within the urban project management towards the application of Zeytinburnu urban transformation project which is selected as a sample, the current problems and the jobs are identified and finding the correct strategy and the active combination of plans and the new legal tools with all the variations, are important.

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