



Contents lists available at ScienceDirect

Ocean & Coastal Management

journal homepage: www.elsevier.com/locate/ocecoaman

Analyzing the transfer of immovable property rights for urban resilience: An alternative land management model for the Karaburun–Cesme–Seferihisar Peninsula

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ARTICLE INFO

Article history:

Received 30 January 2015

Received in revised form

24 July 2015

Accepted 25 July 2015

Available online xxx

Keywords:

Property rights

Rights to property

(Re) Production of urban space

Urban resilience

Strategic land management

ABSTRACT

This paper discusses the transfer of property rights as an active strategic tool that defines space (re) production, development, protection, and management processes and presents a creative approach and a perspective for urban resilience by an alternative land management model proposal. The discussion in this paper largely differs from the understanding of the concept both by the planning institution and the majority of academic studies. While the planning institution approaches the transfer of property rights as a passive ingredient, academic studies focus mainly on the outcomes of this transfer in economic terms and they fail in defining the necessary strategies, policies, and regulatory tools to decrease risk and negative impacts. The alternative approach presented in this paper suggests that property rights as a creative approach and policy tool for urban resilience should be examined on the basis of the relationship between partial interests in property; relative to value, land use, the location and the amount and type of real property transactions. A coastal region in Turkey where all types of historical, cultural, and natural resources are concentrated, but rapidly destroyed with the pressure of tourism, energy investments, and secondary housing is selected as a case for the analysis of the effects of the property market with the planning/urbanization problems in the region. The case study takes into account the internet data of transfer values by property types in the year 2008. The case study is used for presenting an administrative model that is implemented through and understanding for spatial planning to achieve urban resilience. This understanding is based on the concepts of integrated coastal zone and protection area management that are realized by controlling and directing transfers in order to limit the impact of the market and planning institutions.

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1. Introduction

Urban space has been created or has been undergoing major changes (Yırtıcı, 2006:158–166) since the last three decades within globalization (Friedmann and Wolf, 1982; Sassen, 1992; Gedikli, 2004; Sorensen, 2005; Thornley and Newman, 2011) some of the impacts of which on localities can be diminishing whereas some empowering. By the help of advanced technology, global capitalism changed linear time and Euclidean space with multiple and relational time-space in an emerging network society (Gedikli, 2004:50–51). In this process, competition among cities

accelerated, the drive for capital accumulation has helped to create out of scale and diverse cities while all type of natural resources, possessions, and assets are harmed.

As urban space has been commodified, possibilities for redistribution of wealth are restricted. A different property structure has emerged leading to a special space understanding (Günay, 1995a,b). Speculative construction, reconstruction, renewal, and rehabilitation movements accelerated in the cities where the control of development of public and private immovable property is left to the (property) market forces.

Market-led urban planning approaches (Altaban, 1990; Bishop and Phillips, 1993; Swyngedouw et al., 2002) with speculative concerns have emerged and legitimized the spaces of investment and consumption through partial and nodal spatial interventions

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mainly through parcel based nodal plans, partial plans or plan amendments that are the prerequisites of (architectural) projects. This accelerated the demand of market-forces for the transfer of property and property rights. In other words, the investments on property are shaped by the intentions of the market actors—property owners and real estate companies, but not the actors with comprehensive rational planning for public interest.

As the market institution is left idle and one-sided, it did not create those results comprehensive urban planning desired. Regulatory role and legitimacy of the planning institution has decreased. The unity of plans and applicability of comprehensive and regulatory planning is lost. This was necessary for the market mechanism of unequal development of capitalism as all planning activities are under the limitation of the law (Keskinok, 1995:208) and comprehensive planning created a bottleneck in dynamic processes of capital accumulation. As a result, actors with a comprehensive planning understanding are excluded from the related process.

The planning institution is unable to develop necessary regulatory tools for to (re) produce space for public interest at the expected time and place. The market institution demands the plan only when to achieve its objectives. The planning institution is currently unable to control plan implementations and processes. Rent generating investments lead to fragmented urbanization. As the balance between market and planning institutions is broken, a tension between the urban planning and the market institutions has appeared.

The planning institution had a crisis between 1970s and 1980s (Altaban, 1990:77) and marginalization deepened in the developing world afterwards. In this process, the state could not seek to develop long-term policies aiming at enhancing property market stability in the short-run. The state could not also carry out its own duties and act for public interest from a governing responsibility of a public authority or for spreading wealth to the society. National development plans were even abandoned and macro plans lost priority with the declining force of implementing agencies.

Increase of market-led planning approaches in less developed countries like Turkey with rent expectations and coping with their effects is a problem area of the planning institution. The attitude of transfers and market-led planning approaches result from private interests and administrator's self-benefit (Representative's interest), bureaucrats' interest (self-benefit or technical interest), and group interest (of public and private institutions for PPP). In this process, such factors of space (re) production have replaced common and social interests. Sectional or partial individualistic understanding covers actions, decisions, and benefits (political benefit or self-benefit) of the individual managers, ruling classes or the hegemonic powers. These actors are acting to own property rights for the sake of short term gains and absolute and monopolistic rent expectations on the subject over the limits defined by the existing administrative structure. Interest and benefit of public actors hidden in administrative actions against the society or for the society and reflected as made for public interest is worth mentioning. Traditional profit maximization has been replaced by the maximization of rent.

Today, urban planning is applied within the immovable property (common and/or private ownership) and planning system where property is the good, property transfer is a mean, the investor is the client, and plan is the tool of legitimization of private interests (Eren, 2007). Uncontrolled transfer of immovable property and property rights (right to property) resulting from rent generating partial interventions prevents any intervention of the urban planning institution. That is why; related authorities are unable to act for the community objectives or to achieve public interest and are currently the sources of major problems.

The transfer of immovable property or property rights decreases

the ability of the planning institution and urban settlements to be resilient. Current administrative structures of local and central authorities and alternative intervention and institutional restructuring efforts have no impact to the process of transfer, the damage inflicted on the property or the ability to control and direct these transfers. Conceptual confusion of (urban-rural) immovable property and immovable property rights has also differentiated the meaning, number, and typology of these transfers (Eren, 2007).

Urban plans started to give certain and irreversible damage mainly to local identity and accumulations, cultural and historical assets and resources, and agricultural and natural areas, possessions and assets. Among these coastal and forest areas have an irreplaceable natural resource characteristic. Nature is forced to lose its wealth. Neither the (re) production of space in natural resource areas, coastal areas, forest areas, and agricultural areas nor in urban areas and the related planning and plan implementation processes are under the control of planners: The planner is nonfunctional with this irrationality in the (re) production of urban space. Therefore; developing any regulatory mechanism or planning approach for intervention for achieving resilience (Holling, 1973, 1986, 2001; Wilbanks, 2007) or overcoming the effects of the property markets, regulation and governance became harder for urban planners.

The role of private property and the transfer of rights in urban and rural space (re) production and urban resilience have been neglected in the city planning discipline. Academic discussions are generally on immovable property rights and their relations to social, spatial, and economic (Furubotn and Pejovich, 1972; Ersoy, 2007) ingredients, but not on the transfer of rights and their impacts. Responsible authorities from development, spatial planning, and integrated coastal zone management (ICZM) and protection area and possession management have neglected the transfer of property rights. Even though this transfer is known, it has been less in focus and became a passive ingredient, but is essential for understanding and developing any intervention strategy and mechanism. Property transfers structured by the logic of the capital, with reference to Turkish practice, should be accepted as an active ingredient to be controlled and directed for the management of special areas.

Within this perspective, spatial impacts of transfers, conceptual differentiation, lack of discussions on the relation of transfers to (re) production of urban space, the differing objectives of spatial and administrative interventions as well as those impacts, and mechanisms and policy objectives for monitoring, controlling, and governing demand a special and urgent concentration of thought and ground the basis for this paper.

The aim of this article is to make contribution to the spatial theory of resilience by presenting a solution of an alternative administrative model to change the current perspective by analyzing the characteristic and effects of the property market with a case study area. The Karaburun–Cesme–Seferihisar Peninsula (the peninsula) in Turkey is selected because of its specific zone characteristic structured by unique coastal, natural, agricultural, and forest areas and the pressure of the transfer of immovable property rights over these areas is determinable. Fig. 1.

The assumption is here is that, if there is a certain land management model the more urban resilient the special regions will be against the effects of the property market and development and protection could be achieved. There is the need to discuss spatial relations and effective intervention strategies, policies, and governing mechanisms. The scope is broadened by the analysis made through a literature and internet search of characteristics and differences of transfers, urbanization patterns, and directions of growth and possible intervention mechanisms and principles, methods and that might be used to best advance to ICZM and

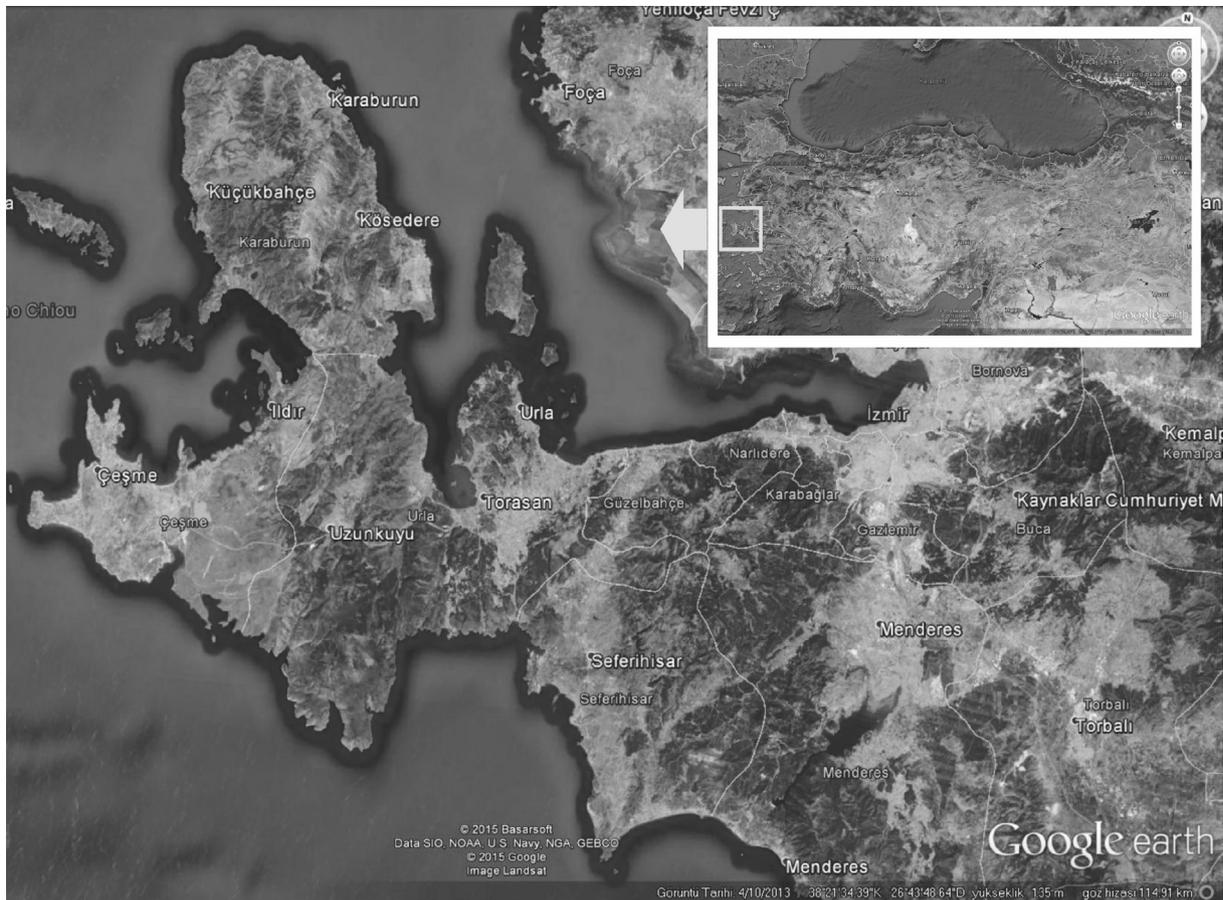


Fig. 1. Karaburun–Cesme–Seferihisar Peninsula (The peninsula). Source: Google earth Satellite Map of Turkey, <http://www.uydu-haritasi.com/> (accessed: 01.08.14) and Authors' elaboration.

nature and protected area management.

At the initial phase, the conceptual definition and differentiation of property rights, rights to property, and transfer of property or transfer of rights to property will be explained. Conceptual chaos in the Turkish case and the related legislation will be presented. Passive status of the transfer of immovable property and property rights and their relation to urban resilience will be discussed at the second phase in the third section, taking grounds from the spatial theory of resilience and property. The passive status of property and property rights will be stated with reference to spatial planning and governing system in Turkey. The competence chaos and fragmentation of governance will also be detailed for the framing of a new administrative model.

Peninsula structural nodes, sub-nodes, and urbanization tendencies in these nodes are explained in the fourth section to explain spatial structure of the peninsula. The authors' interpretation and analysis of the relation of land use and property rights and their transfers in urban and rural areas resulting from market-led planning and urbanization approaches is presented by examples in the fifth section. The subject of analysis as the main ingredient in the spatial structuring of the Peninsula is the right to property in terms of ownership and use/possession rights (sales and rentals).

The analysis given in this section is structured upon three commodities—the ownership, value, and land use - the land management is concerned with. Empirical data is gathered by the authors during a National Idea Competition preparation process from internet real estate company web pages. Data is used to present how national value and use value has been harmed through private

exchange values and mainly monopolistic and absolute rent generating land uses on coastal, forest, and agricultural areas as well as urban areas emerge.

Examples of transfers given in the fifth section will be discussed in the sixth section for describing an administrative proposal. Based on the current knowledge about the peninsula and the characteristic of the property market, this section presents notions, issues, and strategies for limiting activities for developing any administrative conceptual model. The search is in between land administration and land management. The concept of land management is used as a land management (property management) covering activity in both rural and urban areas is associated with the management of not only land, but other forms of immovable property. With reference to this, how a land management model that is responsible to monitor, control, and direct transfers will be evaluated. The planning approach, ingredients of the administrative system and their roles and responsibilities, intervention tools and peninsula's urbanization model are the subsections of discussion.

Conclusively, the last section covers an overall evaluation of the results and findings of land management model relative to the transfer of immovable property rights proposed. This final section presents outcomes of the discussion with a statement that an alternative administrative model proposal may contribute both to the adaptive - strategic management (McKenna et al., 2008:946) arguments, stress strategic management, strengthening and implementation of some of the European ICZM principles (2002/413/EC; McKenna et al., 2008; Ballinger et al., 2010a,b) and limit both the market and planning institutions for urban resilience.

2. Property rights and their transfers

The subject of any scale and type of transfer referred in this paper is the immovable property (real estate [property]). As private property rights are non-insuperable barriers to public control or regulation (Starr, 1988:3–4), this paper concentrates only on private immovable properties and ownership and use (rent) rights. Whereas, the concept of land transfer will not be used as not only lands, but also parcels, flats, and houses are the subjects of transfer: Property transfer covers land transfer.

Throughout history, immovable property and space referred to similar notions. Both of these are the consequences of ownership transfer or domination which planning is related to. The main ingredients of the property market are processes and amounts related to property, property rights, and rights to property, and their transfers. Property rights structure urban space (Gökçe, 2005). Commodification of urban space is related to the transfer of property and property rights.

Property (Harvey, 1998:32) is a creature of law and derives from the state as Bentham claimed (Frydman and Rapaczynski, 1994:170). For Bell and Parchomovsky (2004:615) it is a distinct and vital legal institution of its own merits with rules specifically designed to serve its purposes. Challaye (1969) defines property as an economic and political reality and a legal status. It is a right, has relations, and a (live) thing with a lifetime. Lifetime of an immovable for its owner is until it is sold or taken away. One can consume, hide, exchange, destroy or give the thing owned to anyone else. It is defined as an object to which legal rights may be attached (UNECE, 2004:8). There are four types of property regimes; state property, private property, common property, and nonproperty (Bromley, 1989:872).

Günay (1995a) and (1995b:63–71) has conceptually separated property and right to property. In the Turkish language, the right to property [mülkiyet] and property (subject to that right) [mülk] are differentiated. On the other hand, both terms converge in practice, in the related legislation, and academic discussion. According to Günay (1995a:65), property (subject to that right) is a thing or a commodity whereas the right to property is a right. Günay (1995a) thinks property relations are defined through the dominance over property issues (of owners and users) on property objects and several rights controlled by the state. The right to property is an absolute concept between the property and the owner of that right (Kılıç, 1993:40).

In settlement history, property right [mülk hakkı] is defined as a right to use (usus), to have benefit (profit) from (fructus), and to consume until the end (abusus). Property rights are human rights for Günay (1995b:70). On the other side; Sandberg (2007:613) groups property rights into five: access rights, harvesting rights, management rights, exclusion rights, and alienation rights. "Property rights can similarly be defined as a recognized interest in land or property vested in an individual or group and can apply separately to land or development on it. ... Rights to land and property exist within a regime of rights in general." (Payne, 1997:3). Immovable property rights are described by Berkes (1994) in terms of use purpose as; "(1) open access (res nullius) which actually means no management regime at all; property rights are absent and access is free and open to all; (2) private property in which the claim rests with the individual or the cooperation; (3) state property (res publica) in which claim and sole jurisdiction lies with the government; (4) communal property (res communes) in which the resource is controlled by an identifiable community of interdependent users" (Mantjoro, 1996:19).

Property rights include the benefit of the owners allowing to enjoy or harm the self and others (Demsetz, 1967:347). Property discussion, therefore, focused on the right to either possess a thing or have benefit from the revenues of that thing (Günay, 1995b:65).

Human societies used the resource of property whatever they wanted. For Sandberg (2007: 613) the relationships between fundamental institutions and the governing of resources, the dominant paradigm has been the property rights matter. Transfer of property rights may generate the transfer of property and structures the property market.

Rights to property define the rights that are used over a property: The property is subject to ownership, use, management or possession rights. Although both may be termed as property rights, property rights and rights to property are different concepts. As only the property and rights over it (rights to property) can be transferred and property rights can only be ended, the rights to property is selected for the analysis and conceptually analyzed as the right to the immovable is subject to transfer, not the use purpose. The definition of property, rights to property, and property rights are given in this section to explain the ingredient that should be controlled in the space (re) production process. This is necessary to understand how these rights on an immovable can be limited for public interest and to which extent.

Although right to property is different from property right that refers to use typology, transfer of rights to property will be termed in this paper as property rights to prevent any confusion. And, from property immovable property, from transfer of property rights transfer of rights to property, and from property transfers not the property transfer, but the transfer of rights to property must be understood. Property rights issue must be analyzed with a deeper perspective to understand the role of rights to property in the (re) production of urban space.

Property rights specify social, spatial, and economic relations that people must observe with each other in their use of scarce resources. It is the value of the rights that determines the value of what is exchanged (Demsetz, 1967:347). These are the rights to asset, to change it in form, substance or location, and to transfer all. Some of these rights are restricted and protected by the state.

The transfer of rights to property is the change of status between any two of ownership, use, possession, and management rights (Eren, 2007) with or without compensation. It is the rights in the property that is transferred. A historically specific transfer of property rights covering rights to property is presented in Fig. 2.

The transfer of property rights is a resource from both an environmental and an economic perspective (UNECE, 1996). This is dealt within the basic land management legislation that covers legal rights all around the world (EU ESDP, 2001). Researches are structured upon immovable property and in terms of right typologies classified by use, neglecting the difference between rights to property and property. And, right to property is generally used as property right in the national and international studies.

Transfer of property (property transfer) is different than the transfer of rights to property and transfer of property rights, but all are factors of the urban planning institution. The property transfer is related to the physical structure of the thing and methods are defined by Eren (2010) as follows:

- a. To make out of nothing/to create (building, land fill),
- b. To annihilate (destroy [mine areas, archeological sites]),
- c. To create or change land use decisions through development plans or amendments,
- d. To increase or decrease a development right through development plans or amendments,
- e. To create privileged development rights through development plans or amendments,
- f. To create privileged development rights through development amnesty after illegal occupation or development against plans,
- g. To change concurrently development and land use decisions determined by urban plans.

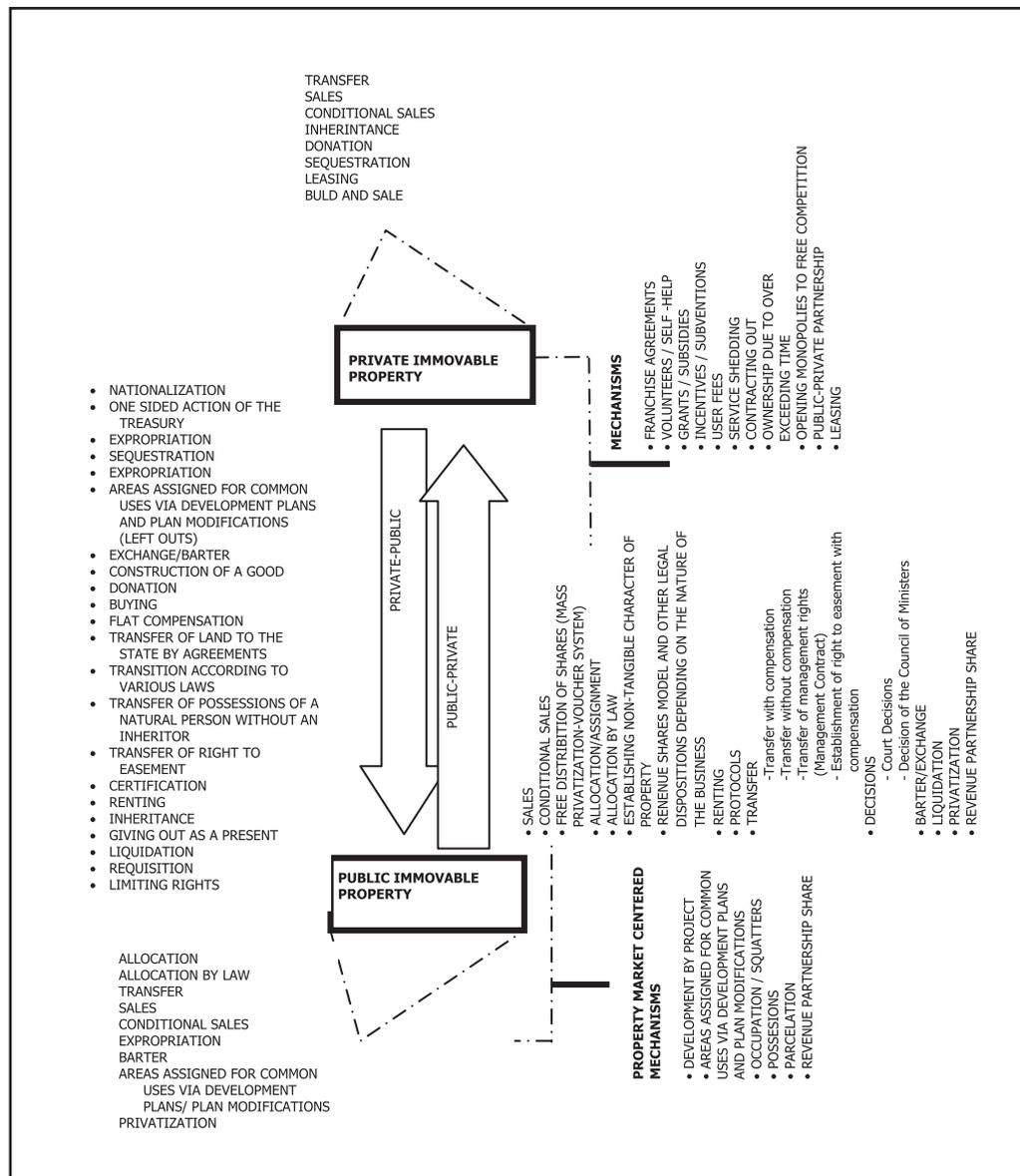


Fig. 2. Methods and Mechanisms of the Transfer of Property Rights (including rights to property) (Eren, 2007). (1) Transfer of the possessions of the person without an heir to the Treasury is made according to Article 448 of the Civil Act (Amended by Act No. 3678). (2) Giving out as a present method has its origins in the Ottoman Empire. The Emperor can give property as a present to foreigners or citizens. This method isn't experienced today in Turkey except the transfer of property to successful sportsmen and sportswomen for their contribution to nations' pride.

The status and conditions of transfer of property is uncovered in this analysis. Tenure systems, interest in land, behavior of property users or rent achieved aren't also in the study content.

Academic property discussions generally concentrated on the right to possess or benefit from the revenue it generates (Günay, 1995b:65) and own and use of that thing till the end (Eren, 2009). In addition, not all, but some of these issues are dealt within the related legislation by the responsible authority or stated in legislation depending on the level of the development and consciousness level of the decision makers. That is why; necessary measures for all forms of rights to property are not taken into account in the related legislation. However, in practice, space is (re) produced mainly through the transfer of the right to own, the right to use and the right to have benefit from that is combined to the use purpose typology (land use typology).

In the case of Turkey, space is (re) produced by three dominant property typologies: Publicly owned property (public); legally

owned, used or possessed private property, and the public or private land occupied by low income groups for the production of their self-space. As rent generates mainly by the transfer of public property through *de jure* or *de facto-privatization* after low income groups' invasions, development amnesty plans or state sales for wealth transfer these areas have attracted the attention of many scholars. At the same time, studies on the transfer of private property to private property were not in scope.

The Turkish Legislation is designed relative to property and property rights differentiation, but not according to rights to property. However, this definition is firstly incompatible to the academic classification stated above. This deficiency starts from the Turkish Civil Act and is reflected to other legislation taking basis from this Act. Secondly, several conceptual mistakes have been made: Right to property [mülkiyet] defines a right therefore by a misinterpretation it is termed as a "right to right to property [mülkiyet hakkı].

In the Civil Act (Article 683) right to property is meant, but property rights are defined and this further limited other Acts or by-laws. By defining the owner [malik] the right to own is determined. Thirdly, (according to Article 973) right to possess [zilyedlik] is treated as a right to right to property. On the other hand, the Civil Act classifies right to property only as individual [tek başına] and together (shared/corporate) [birlikte (paylı/elbirliği)] rights to property.

In the related legislation there is no special definition for property. The property is defined as a right to property and classified as movable and immovable. In the urban development practice, the request for property value increase is a right of ownership. That is why; the related legislation is structured upon the right to own a property. Other forms of property are inefficiently defined or invisible in the property and urbanization legislation. Transfer of immovable property is ill-considered and only the transfer of ownership right (the right to own) or possession right (right to possess) of an immovable in title deed registries is explained. As Turkish Civil Act is based mainly on ownership right and slightly on possession right, the related legislation relatively lacks necessary grounds for spatial intervention mechanisms to emerge.

The consequences of this defect are well observed during the 1999 Eastern Marmara Earthquakes: The central authority recognized only the owners of property and gave permanent housing to those who are the owners (have the right to own). The disaster victims (in 113.923 tents) are differentiated from users (43132 temporary houses) and owners (eligible beneficiaries had 42761 permanent houses) (MoPWS, 2000). All other users and possessors settled at the time of the earthquake in the region although got emergency aids, tent shelter, and temporary housing, but were unable to receive permanent housing aid (as they had the right to possess and use). This created inequality for disaster victims leading at the same time to various socio-economic, political, and spatial problems.

The lack of legislative consciousness and definition together with the growing demand of the capital for transfer to achieve rent became a factor to contribute to easy change and amendment of legal texts and urban plans. Due to the amount of plan amendments and development plans revisions; related authorities didn't find grounds to implement these plans properly. This situation stresses passive status of property and property rights for the urban planning discipline. To broaden this issue, successive part of the paper is on the evaluation of the relationship between urban resilience, passive status of property, and land management.

3. Passive status of property, urban resilience, and land management

Resilience is defined by Folke (2006:259) as “the capacity of a system to absorb disturbance and re-organize while undergoing change so as to still retain essentially the same function, structure, identity and feedbacks (Walker et al., 2004)”. It is an organization's capacity to anticipate disruptions, adapt to events, and create lasting value. The concept refers to factors where the subject is recognized, the entity is known, the meaning when somebody else uses is meaningful, and however it is almost unused and neglected in its own implementation. Holling (1973:17) claims that resilience determines the persistence of relationships within a system and is a measure of the ability of these systems to absorb changes in between state variables, driving variables, and parameters, and still persist.

For Folke (2006:262), the resilience perspective has emerged from a stream of ecology that addressed in particular ecosystem dynamics, and where human actions early became a central part of

understanding the capacity of ecosystems to generate natural resources and ecosystem services. Folke (2006:260) further states that the resilience approach is concerned with how to persist through continuous development in the face of change and how to innovate and transform into new more desirable configurations.

Urban resilience is defined as the “capability to prepare for, respond to, and recover from significant multi-hazard threats with minimum damage to public safety and health, the economy, and security” of a given urban area (Wilbanks, 2007). It is the ability to be prepared to respond and to overcome comprehensive threats and damages resulting from the production of livable, secure, and qualified urban spaces.

Immovable property transfers are more or less ignored in the debates on the theory of spatial resilience. Recent academic discussions on resilience generally focus on climate change, natural disasters, and terrorism (Pickett et al., 2004; Coaffee, 2008; Otto-Zimmermann, 2012). There are some other studies on resilience perspective such as property rights and common property research (Hanna et al., 1996; Berkes and Folke, 1998), spatial resilience (Nyström and Folke, 2001; Bengtsson et al., 2003; Hughes et al., 2005), concrete proposals regarding with removing coastal areas from private ownership, developing perspectives for social-ecological systems, presenting new methods for planned and unplanned coastal areas, planning and management of the areas on the landward and seaward sides, the governing principals of the integrated coastal zone management, best practices, lessons learned, ecological system governance (Folke, 2006), administrative proposals related to traditional property rights (Mantjoro, 1996).

On the other side, academic studies in the urban planning discipline has been concentrating on the transfer of private and public immovable property, related legislation, value assessment or transfer values, and emerging privileged development rights created due to market-led planning approaches or spatial theory of urban resilience. These issues attract attention of scholars as they provide the grounds for short term evaluations. However related discussions lack to focus on the transfer of property and property rights or their impacts, its relation to urban resilience and to define necessary intentions which are needed to define the approach to direct and/or to control immovable property transfers based on development decisions.

According to Keskinok (1997:ix), (re) production of urban space “is realized through multifarious relations and complex interactions between structures and the agents. Urban space is “a product of a dialectical relationship between the space-as-a locus of affairs and the focus of agents” (Keskinok, 1997:1). The means and ends can only be understood at the end of the space (re) production process. Human actions should not be treated as external to the system. The transfer of immovable property and property rights and any governing activity (re) producing space are human actions.

Transfer of property and property rights are the variables of urban resilience and the planning and market institutions as they define and force the emergence of development rights (Possible/privileged). Development right complementary to value generates and accelerates the reason for every type and scale of transfer. The transfer of the immovable property rights (Günay, 1995a) and the transfer of potential development rights (Eren, 2007) present us how urban planning is in a structural change structured by the change of the property market.

Capital mobility and speculation have generated and accelerated the pressure of transfer of property into a commodity wherever rent generating urban land use is reproduced (Eren, 2007). These have also led to a change in type and scale of transfers. As property became a thing for consumption and when transferred a monopolistic or absolute rent generating success is exercised, the pressure

of transfer for rent providing land uses became stagnant and accelerated.

If variables are unknown and uncontrolled, as there will be a shift to another set of variables and relationships that dominate another stability region (Folke, 2006:254), resources management and environmental conservation providing the motivation for land management, planning, protection, and management programs, will be inapplicable. The transfer of immovable property and property rights have been treated as passive ingredients even though they are fast variables of resilience and are the overall driving force of (re) production of urban space.

Related discussions are far from accepting transfers as an active input, studying the amount and quantity of transfers, and evaluating whether transfer decisions are given with the right incentives and proper timing or a system must. However, the disturbance the system can take (Holling and Gunderson, 2001; Cheong, 2008) is bound to the effects of the property market emerging from transfers that are the resilience stability domains. And as necessary strategies, policies, and regulatory tools to decrease risks and negative impacts are undefined, this notion becomes more passive and a threat for urbanization and space is (re) produced causing vulnerability to ecosystems. The threat accelerates when intervention methods and related planning and implementation processes are departing from the control of the urban planner. Threat determining transfer ingredients in terms of (re) production of urban space can be defined as follows:

- a. Value of property or property rights,
- b. Density and quantity of transfer,
- c. Type of property/property right
- d. Land use on the property.

The discussions on the limitations on property rights rise from the problem of rent (Keleş et al., 1999:32). "Rent gains unavoidably accelerate land speculation and direct an important amount of capital to land. In such a situation, comprehensive planning cannot be applied." (Keskinok, 1995: 206). Rent in the classical economy is the price of land as a factor of production. It is the shareowners take without any attempt in the production process.

Absorption of the surplus in the form of rent (Walker, 1974; Harvey, 1998:33 and 1974:239–255; Ive, 1975; Marx, 1979) by the agents is centered on real estate activity in the space (re) production process. Keskinok (1997:53) defines transfers as a realization and a source of surplus value creation. In this line of thought, Harvey (1999:7) claimed that the commodity is an embodiment of both use value and exchange value. For Tomaskovic-Deve and Miller (1984:64), investments are based on short-term private exchange value. Szelenyi (1984:5) states that market investments under inflationary circumstances are oriented toward maximization of private profits.

Rent may generate through a change in development rights and land use. Transfers are supported with the intention to achieve rent on every type of property and property right. This naturally brought the idea that the right of ownership means the right to create and to have rent, and land use generating this can be realized on the property. This is the underlying principle of (re) production of space through transfers and these land uses are against structural plan decisions.

This is a process fundamentally powered by the quest for exchange values of the capitalist and the administrators and/or technical people. The housing and facility concentration in coastal zones, forest areas, and valuable parts of cities result from human activities aiming at achieving rent. Accelerating demand for transfers creates oil split growth on urban peripheries or exercise of rural development with urban development co-efficient. The

conflict over space to preserve value of property owning local producers and to own rent and privileged rights or increased development rights of capital owning migrant populations accelerates. In the same process, national use value decreases with the pressure for transfers.

Transfer of property rights are sustainability indicators, but are not flexible. For this reason as a spatial measure they should be managed. "Land management is the process by which the resources of land are put to good effect. It covers all activities concerned with the management of land as a resource both from an environmental and from an economic perspective." (UNECE, 1996:13) Land management covers property and estate management including development rights, property conveyancing, assessment and valuation, management of land resources, the formation and implementation of land-use policies, and monitoring of all activities on land (UNECE, 1996: 13). "Land administration is concerned with three commodities—the ownership, value, and use of the land within the overall context of land resource management." (UNECE, 1996:14).

According to Folke (2006:253) developing governance systems that make it possible to relate to environmental assets in a fashion that secures their capacity to support societal development for a long time into the future is a major challenge. Redman and Kinzig (2003) stress Folke's idea as challenge for management is to develop institutional structures that match the ecological and social processes operating at different spatial and temporal scales and addressing the links between those scales.

Folke et al. (2005) further claim that it requires adaptive forms of governance. However; according to McKenna et al. (2008:946–947) adaptive management is capital sided and isn't enough for the solution to environmental problems. McKenna et al. (2008:946–947) states that adaptive management focuses on the needs of industry rather than on those of the environment, enables an industrial enterprise to achieve an environmental compliance threshold set by a statutory body, and gives damage to a heavily protected site below a certain minimum level. If adaptive management is applied the industry is the real beneficiary of the process, because there would be no damage at all if the industry had not been given permission to use a designated site. It is further claimed that the strategic principles have priority in both policy and management because only they can deliver the vision of sustainability and at national and regional levels (McKenna et al., 2008:949).

In Turkey today, there are various local and central authorities responsible from the (re) production of urban space. Spatial planning system has been designed in a four level system: National, regional (26), provincial (81) and local (municipalities – 1395). Ministry of Development prepares development policies and national plans by sectors. The Ministry also prepares macro-scale plans in the regional level in terms of socio-economic development. The Ministry of Environment and Urbanism prepares spatial strategy plans. This Ministry is responsible from preparation and approval of territorial development plans in regional and provincial levels. Spatial planning competences of various central authorities have been merged and united in the Ministry of Environment and Urbanism in the year 2011. As announced, this has been made for sustaining the unity of spatial planning. But in practice, amendments and approvals made in parcel scale once again proved that the driving force in this process is the capitalists' interests, administrators' self-benefit, bureaucrats' interest or group interest. Campbell and Marshall (2002) have claimed that the state's intervention in land and property development is necessary to safeguard the public interest against private and sectional interests. The state's actions for public interest are not the objective in the Turkish case.

By the latest amendments in the greater municipality legislation, greater municipalities have the competence to prepare and approve territorial master development plans. All other municipalities have the competence to prepare their master and implementation development plans. These plans lack to set necessary relations between the urban and the rural areas and take into consideration of the effects of the property market.

Rural planning and development isn't under the scope of the central authority. Responsible governmental bodies have been closed down in the year 2010: The General Directorate of Village Works of the Ministry of Agriculture and Husbandry, Department of Rural Areas of the Ministry of Public Works and Resettlement. Local architecture and settlement pattern studies and elevated rural issues have been omitted and only sending aids to the municipalities that are from the governing party has been left as a public activity. On the other side, in the year 2007 for coordinating rural activity centered husbandry donations the Agriculture and Rural Development Promotion Institution has been established and the Rural Development Plan (2010–2013) has been prepared.

Investment programs and projects in rural areas are supported through development agencies. In the year 2014, with spatial strategy plans studied at national and regional scale spatial relations of decisions for rural areas are defined (ÇŞB, 2014a,b: 2). In the year 2014 the central authority has also prepared a rural policy guide to organize rural settlement planning practice for a planning system model with a systematic methodology. This guide has not been implemented yet.

Adaptive forms of management is implemented unconsciously in this fragmented governance pattern. Each institution in a hierarchical system act within own responsibility, duty, and authority area. The activities of all are unrelated and local demands have no priority. These authorities are far from reacting at the time needed and unable to use appropriate legal instruments or ask for voluntary cooperation. Public authorities are sectoral in nature and are unable to offer the integrated vision McKenna et al. (2008:943) has stated. They are incapable to overcome any effect of the property market.

Except the Eastern Anatolia Project Regional Development Administration [GAP İdaresi], there is currently no special institution for regional development in the public administration system. Development agencies aiming to sustain development in special nuts function on industrial sectors relative to investment typology and do not have any responsibility and competence in spatial terms. The problem in the peninsula as in the rest of the country is that central and local authority itself has or allows interventions acting against public interest and to maximize rent.

In order to evaluate the above mentioned threat, urbanization tendencies and natural and ecosystem protection in the Karaburun–Cesme–Seferihisar Peninsula and the relationship of development of nodes relative to property rights transfers will be discussed in the next section.

4. Structural nodes and urbanization tendencies of the peninsula

Karaburun–Cesme–Seferihisar Peninsula is selected for search as space is (re) produced through multifarious relations and complex interactions as Keskinok (1997:ix) has stated. The peninsula is a single interacting and indivisible resource unit that lies between the hinterlands and the open sea. The peninsula has special environmental protection zones and possessions, forest areas, and touristic centers where all type and scale of natural and historical assets, wealth, and resources are present and both terrestrial and coastal resources are utilized (Eren and Günay, 2014). With inhabited geography, the peninsula is under the pressure of

housing and secondary housing demand of middle, upper-middle and high income people coming from not only Izmir, but all through out Turkey or from foreign countries.

The selection of this case is derived from the experience and observations achieved during the “Urla-Cesme-Karaburun Peninsula National Idea Competition” organized in the year 2008 as a search for a solution by the Greater Municipality of Izmir. Award winning plan decisions and structural plans of the region are far from sustaining development, land management, and urbanization in the peninsula in the way it has to be. There are several other structural plans (1/25.000 scale Izmir Urban Regional Master Plan and 1/100.000 scale Manisa-Kutahya-Izmir Planning Region Peripheral Development Plan) for controlling and directing urbanization and development in the peninsula. None of these plans have dealt with the impacts of the transfer of property rights in the space (re) production process.

Structural nodes (center cities) of the Peninsula are determined from the evaluation of structural plans of the Karaburun–Cesme–Seferihisar Peninsula and relative to property transfer concentrations as Seferihisar, Cesme, and Karaburun (Fig. 3). Sub-nodes are Mordogan, Narlıdere, Guzlebahce, Ildir, Uzunkuyu, Yekli, Kucukkaya, and Urla.

The Peninsula having winter and summer population difference is the attraction point due to socio-political changes in the country and domestic and international tourism. There is a considerable decrease of peninsula population in the year 2007. The reason for this decrease departs from the census method change made in the year 2006. In between 1927 and 2000 with a five years or ten years interval people were counted at their houses and this was termed as general population census (T.C. Başbakanlık Türkiye İstatistik Kurumu, 1927–2000). In the year 2006, Address Based Population Registration System (ABPRS [ADNKS]) has been implemented and from 2007 onwards, general population census is validated digitally according to national id numbers of people in their permanent addresses registered in the system.

The population of Turkey has been announced by the Turkish Statistics Institution by this *de jure* census method. Criticisms about this method can be raised as either the year 2000 or 2007 results are wrong. The population increase between 2000 and 2007 is announced as 2,7 million whereas it must be more than 5,8 million. There is no further true data about the population. Therefore; state's official data is accepted as valid for this analysis. Population decrease also emerges from the difference between summer and winter populations' permanent addresses the system automatically reads.

The market institution and the planning institution both create the current spatial structure and development pattern of the peninsula, as all other spatial structures and patterns to meet the demand generated by this population. Settlements have no identity or gained accumulation up until today. Rapid housing demand in combination with energy and tourism investments supports the transfer of immovable property rights and generates a spill towards natural and protection areas. Structural plans are far from achieving the planned objectives because of numerous development and master plan amendments made by both central and local authorities. Urban development through partial development plans or plan amendments in both urban and rural areas still continue.

Settlements of the peninsula have a scattered location and all of these have oil split growth pattern. This sort of development prevents the emergence of other nodes. Rapid and uncontrolled urban development threatens Peninsula's mainly coastline and inland and sea land protection areas. Cesme has a highly dense settlement pattern by the coastline. Unlike Cesme, Karaburun develops along the coastline. Like Güzelbahce, Urla has a scattered mid dense urban area and a transition zone characteristic. Mordogan-Karaburun

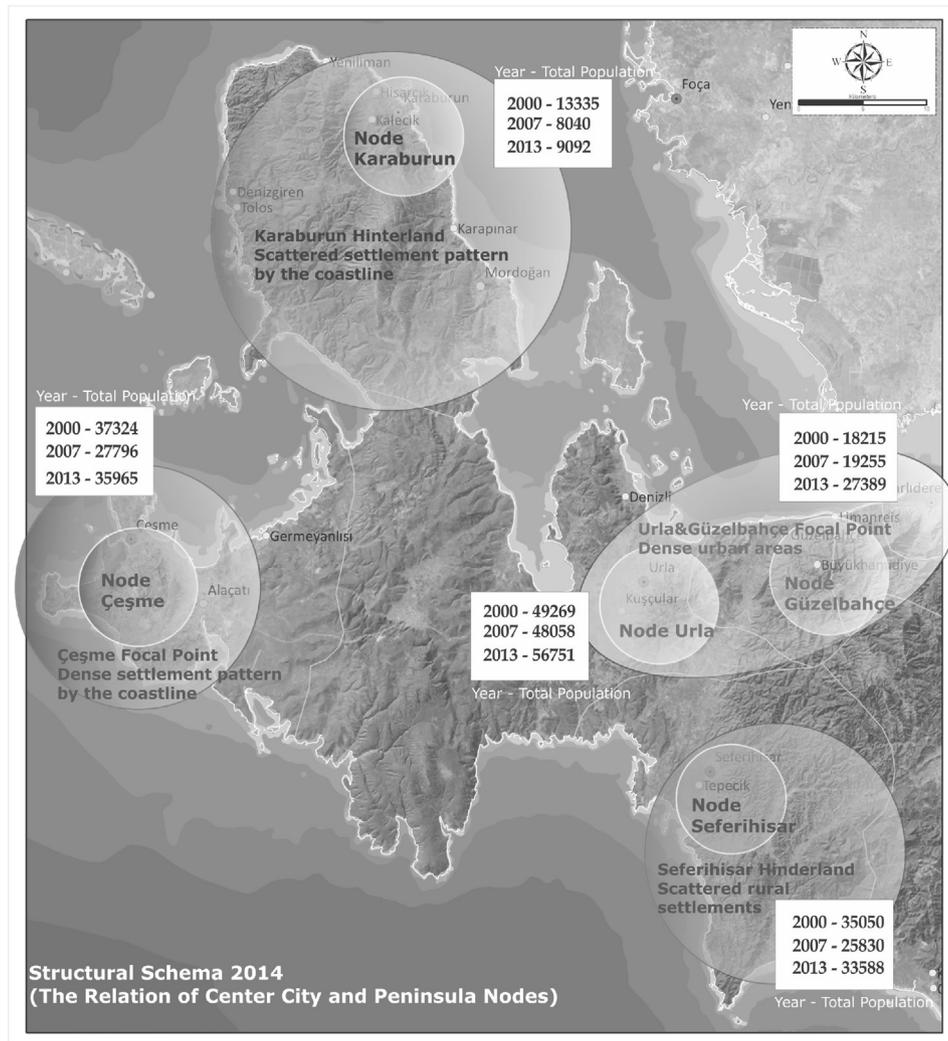


Fig. 3. Structural schema 2013 (the relation of the center city and peninsula nodes). Source: T.C. Başbakanlık Türkiye İstatistik Kurumu TÜİK (2008) and (2013).

has a less dense urban form. The southeastern expansion node of the Peninsula is Seferihisar the hinterland of which is formed of scattered rural settlements. Seferihisar is developing rapidly due to its adjacent empty natural areas on the coast line.

All nodes and sub-nodes become increasingly bound to each other on space. Topographic structure allows generation of regional sub-nodes and axial spatial development of nodes. Mountains separate settlements. The topography is sloppy and there isn't much flat land on the coastline for habitation. As a result settlements grow on slopes. Güzelbahçe–Urla axis and Yekli–Seferihisar axis have the best topographic structure suitable for settlement. A topography sensitive urbanization is advised for the peninsula. The justifications of this advice can be as low rise housing and formation of settlement pattern on slopes with the intention to create a panorama and are supported as it can contribute to the pricing of architectural structures.

Housing, tourism and energy investments directed by the central authorities have the tendency to develop over natural and protection areas and agricultural lands. This generates agricultural fragmentation and disturbance. At the same time, local authorities support the increase of urban development rights, unplanned and uncontrolled development, and illegal occupation with populist policies. Domestic migration and seasonal population movements towards the Peninsula are uncontrolled. These generate a pressure

on the peninsula nodes. Population exporting cities are Ankara, İstanbul, and İzmir.

Over exaggerated development rights of nodes referred by urban plans have led to the emergence of settlements having a population ten times greater than their local winter population. Summer–winter population concentration of all settlements differs. The peninsula hosts seasonal inhabitants in secondary housing and visitors in secondary housing, pensions and tourism facilities. The income generated by their migration is viewed as revenue greater than agricultural production. And, in addition to seasonal gains from population movements, development of the construction sector is viewed as regional development.

The population of urban nodes and sub-nodes is increasing rapidly and struggle with many urbanization problems. Many settlements have inadequate urban infrastructure. As settlers arrive, many of these areas are subsequently converted to residential areas and commercial development expands as Peninsula's population grows. State aids are allocated to municipalities from the governing party. This differentiation harms local economy and increases investment and service costs. These changes have brought about a significant loss and fragmentation of habitat for many organisms, and have changed water quality, aquaculture, loss of agricultural land, and drought problems. Any given damage can be irreversible and the cost cannot be defrayed. Population, land use, amount, and

production capacity of the rural areas diminishes (See Demir, 2008:25).

When the peninsula is evaluated in terms of the metropolitan urban environment of the Izmir Greater Municipality and sub-regional scale, it is found out that areas suitable for urban land uses are limited, small and far from sustainability or achieving an urban continuity (IKBNIP, 2008:62). This situation once again presents the need of changing space (re) production understanding of authorities in order to meet and balance the demand for immovable property and property rights transfers and to find a different mean to intervene to space (re) production processes.

Immovable property market is far from meeting this scale of demand. Approximately 75 percent of the coastline of the Peninsula is currently within private ownership. Immovable property and property right transfers become easier. Natural resources are damaged by the pressure of transfers due to secondary housing, energy, and tourism investments. Public lands or forests are for tourism and energy investments. And, as the peninsula and the state lose more of its valuable resources, the importance of preserving and managing high quality coastal systems and the natural habitat become increasingly critical.

Municipalities and the greater municipality of Izmir have dominance over the peninsula in terms of spatial planning. Besides these local authorities, there are several other resource agencies having the competence of planning such as Ministry of Culture and Tourism in tourism zones and cultural possession areas, Ministry of Environment and Urbanism in natural possession areas, special environmental zones, and national parks. Natural and ecosystem protection is under the responsibility of the Ministry of Environment and Urbanism General Directorate of Protection of Natural Possessions and the Ministry of Forestry and Water Works General Directorate of Nature Protection and National Parks. These ministries control different scales of natural protection areas and national parks scattered in the peninsula and the control in all of which is only within their responsibility boundaries.

Upon the discussion of urbanization tendencies and natural and ecosystem protection in the Karaburun–Cesme–Seferihisar Peninsula and the development of structural nodes and sub-nodes, how urban space is (re) produced through the transfer of property rights in urban and rural areas is presented by examples in the following section.

5. Transfer of urban and rural property rights

Besides determining empirical evidence on the property transfer typologies, this section is to analyze the characteristics and mechanisms of the transfer necessary to understand the level of disturbance the property market generates. The control of property and property rights for the planning institution to (re) produce space could only be explained through the analysis of empirical data of the transfer of urban and rural immovable property rights with reference to value distribution, different land uses, concentration, and quantity of transfers relative to settlements. Sale value is accepted as the transfer (market) value. No distinction is made between limited real rights and personal rights. Emergence of development rights or their relation to urban form transformation which demands a further study are uncovered by the scope of this paper.

Transfer distribution and amount of property rights transferred are viewed as critical in determining the management model. Data analyzed according to private ownership, rental/possession and land use is classified as parcels, lands, flat and villa type secondary housing, and tourism facilities from which 95 percent of the urban pattern is formed off. Transfer of ownership right of 3227 units of

property (Emlaknet, 2008; Hürriyet Emlak, 2008) in between June–July 2008 is analyzed in this section. The country's economic conditions, governing system, and urbanization tendencies have unchanged as well as construction methods in the construction sector. Data distribution is unchanged and the basis of discussion is still valid for today.

5.1. Transfer of urban property rights

Ownership right is the major right that is transferred in urban areas. Rate of property sales in Cesme, Urla, and Seferihisar urban areas is higher than other settlements (Fig. 4a–b). This situation presents the pressure of property transfers starting from Cesme, Guzelbahce, Kucukkaya and Karaburun (Center and around Yeniliman) which are the attraction nodes. High numbers of parcel sales, determined in Seferihisar, Urla (Iskele and Center), Cesme, Guzelbahce, and Karaburun city centers, is a sign of the transfer of immovable property rights with speculative purposes (Fig. 5a–b). Average square meter property sale prices in Urla have increased by 8.4% in between June 2008 and July 2008. Urla is closer to the greater city of Izmir and due to its suitable conditions, increase in its accessibility by the high way constructed, and high quality and new housing provision is the attraction point of settlement domestic migration. This made a reverse effect on other settlements where accessibility is harder. Seferihisar is the settlement where average sale prices have decreased at the same period by 20.1%. The decrease in Narlidere is 16.7%, in Cesme is 6.9%, and in Guzelbahce is 2.9% (Figs. 6–7).

Accelerating demand for secondary housing decreases the demand for tourism facilities (Fig. 8a and b). Reasons for the low level of demand to own a facility are various: Unbalanced distribution of tourism investments in the peninsula, tendency of urbanization through secondary housing, macro-economic situation of the country for large-scale investments, domestic tourism characteristic, inability to create international touristic attraction point, and marketing mistakes. Dead tourism facilities have emerged. As the ratio of tourism investments are high and investors are unaware of the other investments, especially the potential of Cesme and Seferihisar coastline is inefficiently used. This is why; opening new tourism areas harm urban resilience.

Current tourism program of the central authority has turned into a method that leads to the destruction of vast amount of natural areas and forest areas: In the *Ministry of Tourism and Culture Tourism Strategy Action Plan (2023)* Cesme-Alacati-Pasalimanı Culture and Tourism Protection and Development Region in Izmir and 12 new golf clubs are planned. The creation of golf tourism will have an irreversible impact to the peninsula nature. A similar foresight is valid for cruise tourism. Action Plan 2023 proposes cruise tourism to be developed for the Greater City of Izmir in the peninsula.

5.2. Transfer of rural property rights

Today, the development of secondary housing and tourism uses in rural areas (other than the mountainous parts) is accepted as rural development by the local authorities. The main subject of the transfer of rural immovable property is ownership of agricultural land (Fig. 9a–b). First and second degree agricultural lands are composed of special cultivation areas, vineyards, and gardens. Rural areas or forest areas are transferred to the property market with low values (per square meter) in the land use form of secondary housing, tourism or energy investments. Since 2013, development plans of energy investments such as wind mills and hydroelectric power stations in forest areas, environmental protection areas, and agricultural areas harm the sustainability of rural peninsula. These

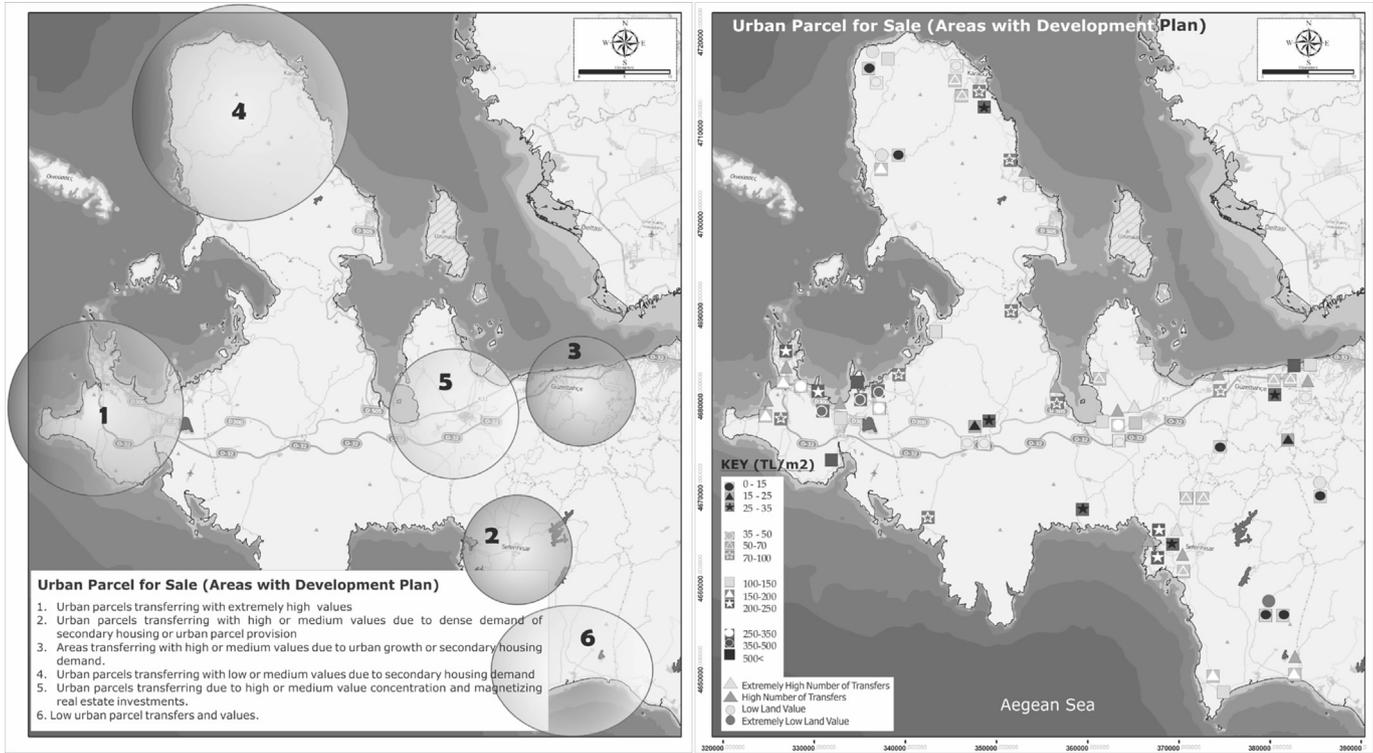


Fig. 4. a (left)–b (right). Distribution of Urban Parcel Sale – Price per Square Meter – Transfer and Urbanization Tendencies. Source: Authors' elaboration.

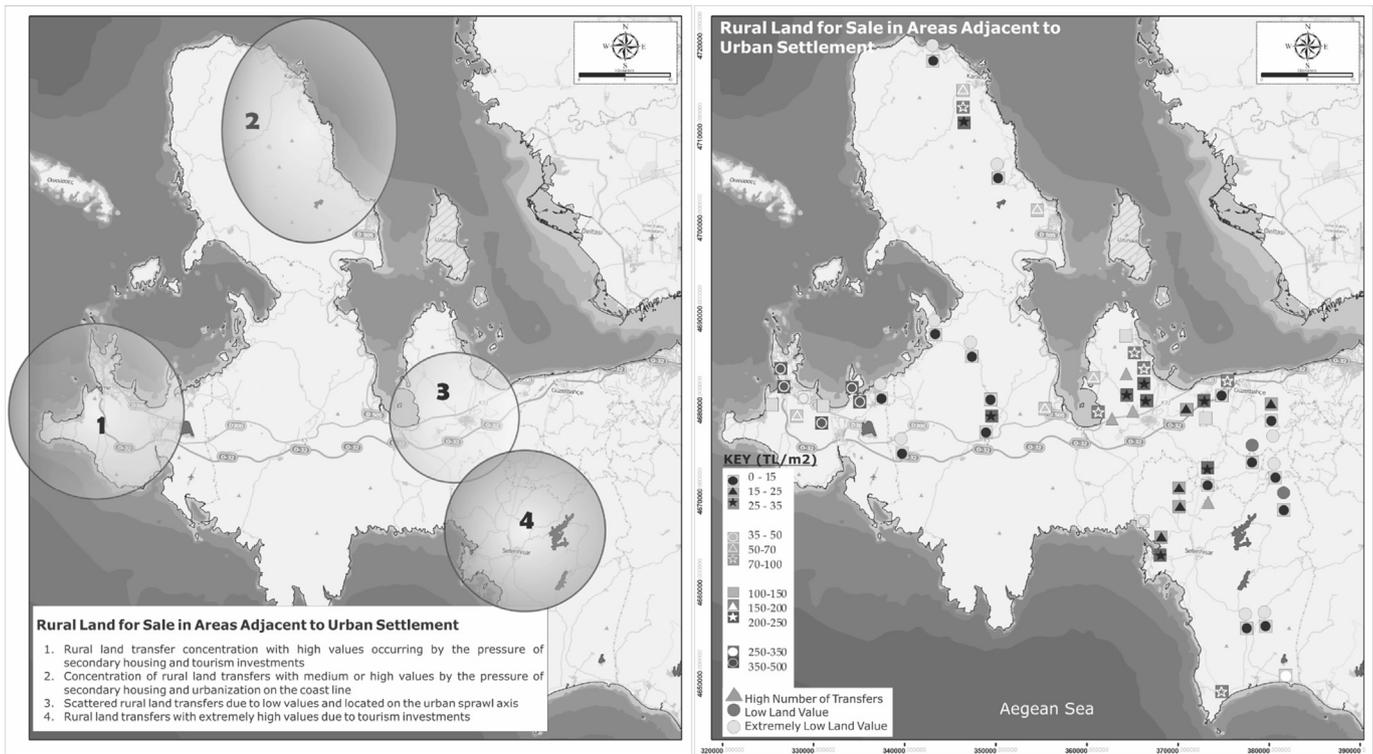


Fig. 5. a (left)–b (right). Transfer of Rural Land to Urban Land – Price per Square Meter – Transfer and Urbanization Tendencies (On the basis of Amount, Value, and Density). Source: Authors' elaboration.

investments destroy settlements' hinterland and the existing agricultural pattern. Urgent expropriation is the new method the central authority for invading private immovable properties for the

owner of the energy investment. This intervention to the peninsula accelerated the amount of transfer of rural immovable property and property rights.

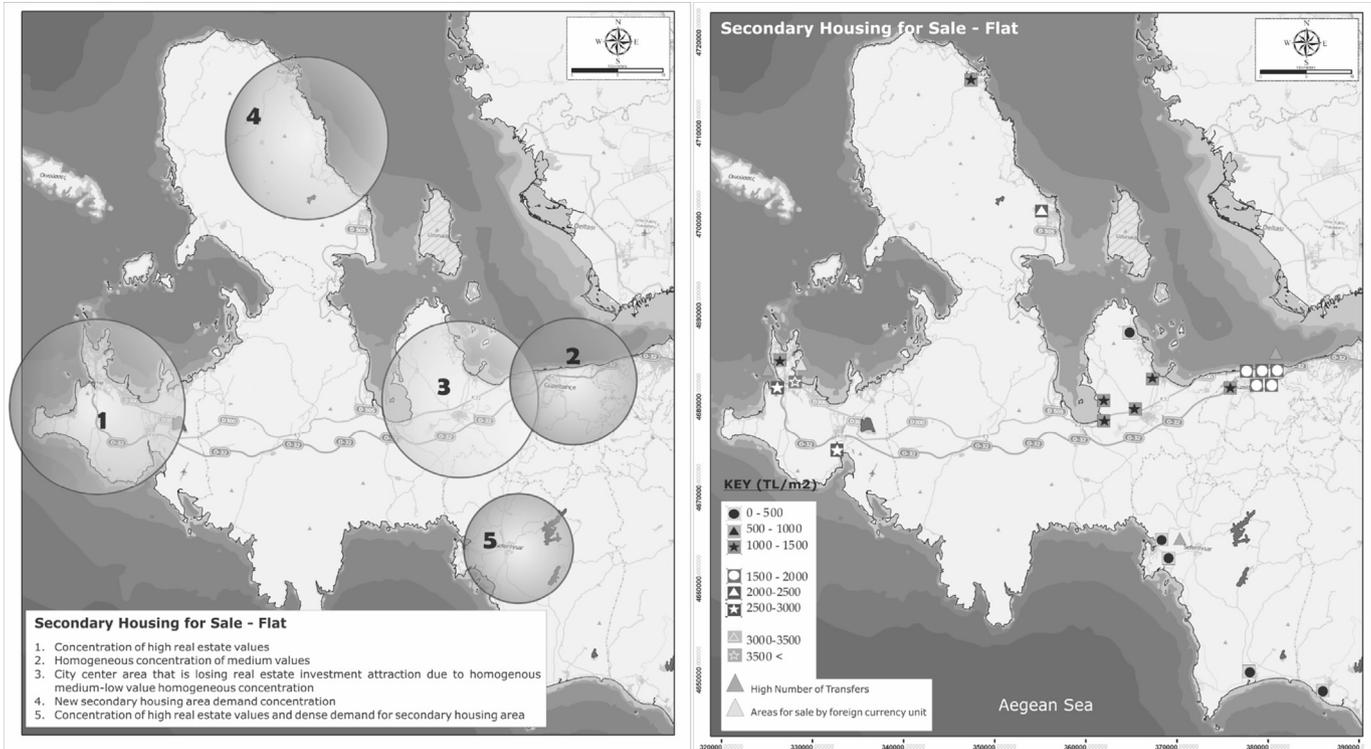


Fig. 6. a (left)–b (right). Distribution of Secondary Housing Sale – Flat. Price per Square Meter – Transfer and Urbanization Tendencies. Source: Authors' elaboration.

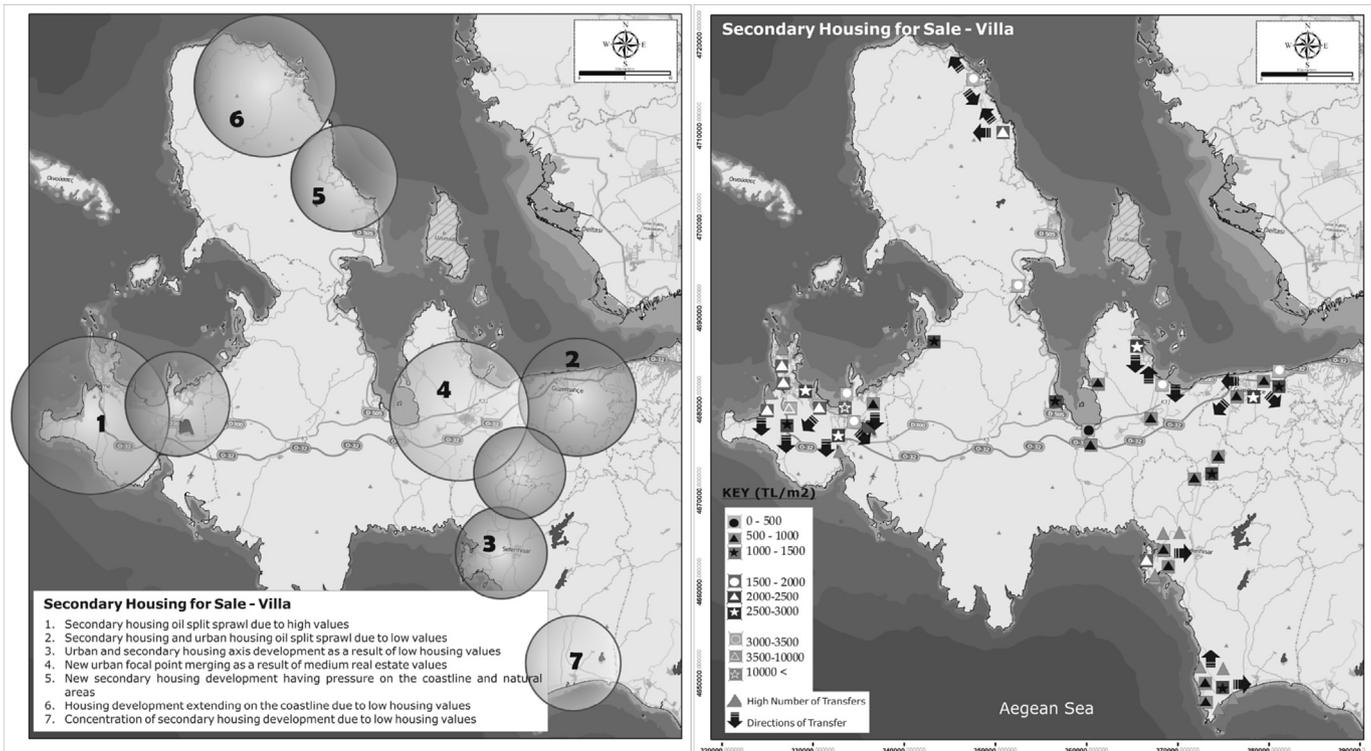


Fig. 7. a (left)–b (right). Distribution of Secondary Housing Sale – Villa. Price per Square Meter – Allocation and Directions and Tendencies of Urbanization and Transfer. Source: Authors' elaboration.

Based on the examples of how urban space is (re) produced through the transfer of property rights in urban and rural areas of the Karaburun–Cesme–Seferihisar Peninsula and their impacts are presented in this section. An administrative system proposal to

achieve urban resilience and integrated coastal zone and protection area management in order to control and direct these transfers by limiting the market and the planning institution is given in the next section.

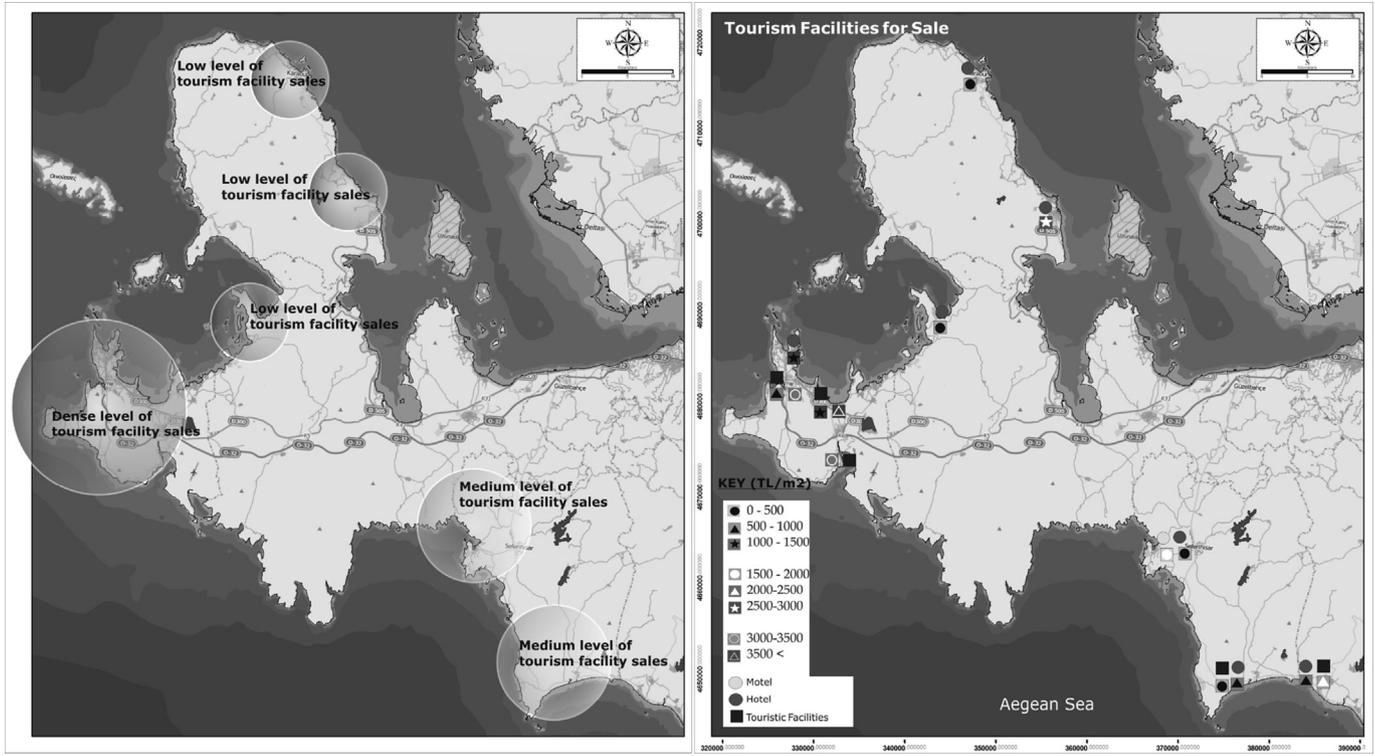


Fig. 8. a (left)–b (right). Distribution of Tourism Facilities, Hotel and Motel Sale – Number of Transfers and Price per Square Meter. Source: Authors' elaboration.

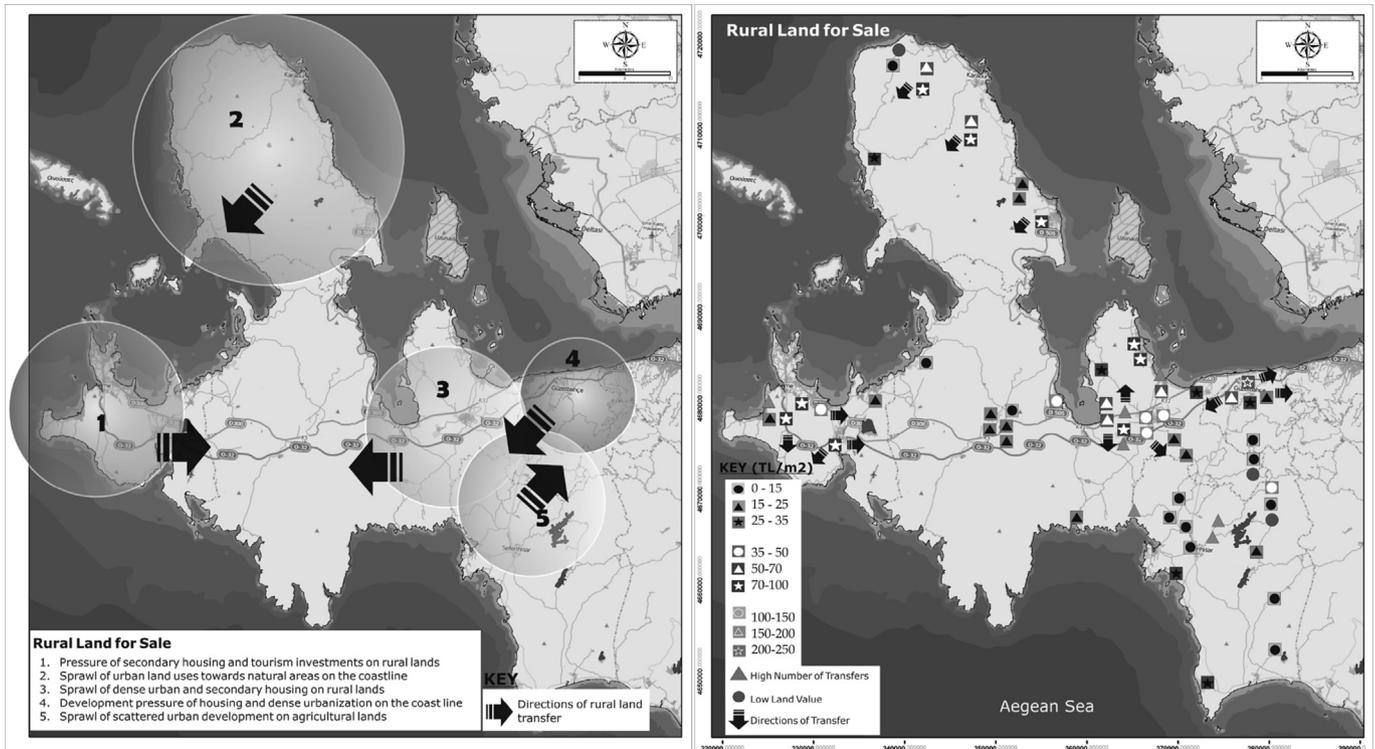


Fig. 9. a (left)–b (right). Distribution of Rural Land Sales and Directions of Pressures for Transfer. Price per Square Meter and Directions and Tendencies of Urbanization and Transfer. Source: Authors' elaboration.

6. Limiting the market and the planning institution: an administrative model proposal

In Turkey, central and local authorities responsible from nature and environmental protection and spatial planning intervene to the space (re) production processes through differing objectives, perspectives, and their actions are unrelated. There is no single authority responsible from land use regulations, sustainable development, protection, spatial planning, and regional development. There is also no apparent comprehensive and holistic peninsula spatial planning, protection, and governance approach. Special land management legislation as well as mechanisms for monitoring the property market is absent. As current problems are unsolved by existing spatial plans, planning for development, and administrative structure, this situation creates new urbanization, protection, and development problem areas.

Urban plans are implemented and controlled by local authorities or provincial directorates of several central authorities. Land use decisions are given or planned by several authorities at different levels. Each authority acts and reacts within its own responsibility area. Therefore, there is a need for a new administrative system proposal for developing and protecting the region to be a proposal of land management of special regions like the Karaburun–Cesme–Seferihisar Peninsula.

Implications and explanations of the model can be described as follows: For the planning institution to create urban resilience and to annihilate the passive positioning of the transfers of immovable property and property rights, a comprehensive rational urban planning approach will be provided in this section at the first phase to limit the market institution. At the second stage, a peninsula specific governance understanding and the administrative structure, and bodies and responsibility areas will be presented in order to explain how the planned objectives can be implemented, urbanization can be controlled and directed, and natural and ecosystem protection can be achieved to limit the planning institution. And thirdly, the peninsula urbanization model will be given with proposals for those previously discussed issues with examples.

6.1. Comprehensive rational urban planning approach

Employing a planning process that lays out a vision for the future development, growth and use of areas is largely standard practice in terrestrial land use and management. However, urban and rural settlements in special regions like the peninsula need effective spatial planning and monitoring and control of the property market. To prevent or to slow down negative impacts of the market institution on (re) production of urban space, a new planning approach should be developed for the regulation of property, privatization, and land registry (Ersoy, 2007:296).

This must be a planning approach between the market-led and the purely market-critical approaches: A flexible, strategic, communicative, and participatory, but comprehensive rational planning understanding (by the public authority). This approach should cover marine spatial planning (MSP) (Hassanali, 2015). This is mainly because; the region still functions as a whole with the activities of different actors, ingredients, and limits. This means all relations are complementary. The strategic principle is that the peninsula should be treated and developed with a holistic approach.

State must take actions according to the interests of the capitalist, but should set mechanisms to control and prevent administrator's self-benefit, bureaucrats' interest, and group interest. For Vistad et al. (2013:6), if planning measures are likely to affect their property; private landowners should be integrated to early

stages of the planning processes. The same notion is valid for public institutions inhabitants. For example; foundation properties in Cesme city center that belongs to the General Directorate of Foundations have been put on sale by the central authority without the consent of the local and this raised oppositions in the year 2015. The evaluation of development rights must be as in the Swiss exercise taking into consideration of neighboring parcels and structures while being designed and the opinion of the inhabitants for the development rights before being approved and constructed. Buildings in rural areas, special structures (storages, schools, etc.), and buildings over a certain co-efficient must be evaluated by this Committee before any construction permit is given.

Urban analysis must be ready in the plan making process before an investment is made. According to local conditions, demands, and problems, different type of plan scales can be used. The planning approach applied should be appropriate to daily realities, transfer typologies and take into consideration of rent and values created; visitors' and peninsula dwellers' requirements; local demands and urbanization pattern and architecture of the Peninsula. Neglecting its expense, inefficiency, and time-consumption, as any effect may need more concentration, creates hazardous problems, and irreversible impact; this approach must be implemented to limit the market institution. Parcel based partial planning and market-led planning should be left aside as Keskinok (1997), Yazar (2006), and Eren (2007) have stated. If this approach is applied, oil-split growth of settlements as well as uncontrolled and partial development will be prevented. Except Izmir-Cesme and Izmir–Karaburun axis, urbanization will not be allowed on agricultural lands other than agricultural structures.

A new governance understanding that is a mixture of several practices should be discussed in order to implement comprehensive rational planning approach.

6.2. Governance

The immovable property transfer is an ingredient of urban resilience and determinant of land management. It must have to be controlled, directed, and regulated. To achieve this objective a new form of "governing" reflecting a series of processes that are associated with changing spatial scales of governance and a shifting geometry of power in the governing of urbanization as stated by Swyngedouw et al. (2002) must be designed.

McKenna et al. (2008:943) states that use of a combination of management instruments and mechanisms is a poorly developed principle. In the Turkish case, land management system is fragmented and even nonexistent. Its implementation can even be a termed as success. The model developed here is designed to be compatible and parallel to several principles of the Recommendation Concerning the Implementation of Integrated Coastal Zone Management in Europe (Chapter II) presented by McKenna et al. (2008:941–942). The system overall should emphasize that local decisions should be strongly directed by agreements reached among sectoral interests at regional and national framework levels (UNECE, 2008:24).

The Peninsula Authority is the first ingredient of this administrative model which should include inter-sectoral, inter-governmental, spatial, science-management, and international dimensions Hassanali (2015:2) has raised. A national program with country-wide considerations is a must. For efficient (urban) investments, regulated urban development, spatial planning, and integrated coastal zone and protection area management, this authority in governmental hierarchy is at the regional level designed special for the peninsula. This Authority should have an organizational structure composed of Real Estate Office, Urbanization and Building Committee, and Development Office with an effective

legal framework. The Authority should be responsible from all sorts and scales of policy preparation, spatial planning and control over implementation, evaluation of plans and investments, and decision making on every decision related to the peninsula.

The competence of local authorities in plan making, amending, and approving will not be taken from their responsibility, but their activities and plans must be appropriate to the Authorities' plans and actions. On the other side, local authorities in the peninsula boundaries will be affiliated to this Authority. The structural plans of the Greater Municipality of İzmir and any planning activity of the central government public institutions must be made together with the Peninsula Authority to prevent unrelated public actions, nodal interventions, and to act in a planned and time framed manner.

The objective is the management of the physical development process using planning procedures and administrative regulations and actions. Development process, environmental protection, zone management, and social activities, spatial structure, and timing of actions and activities are the dimensions of its intervention. All tools, activities, and actions of the Authority must take into account type and amount of property transfers.

A management solution based on local contextual knowledge as stated by [Vistad et al. \(2013\)](#) and guidance and control of the central authority are the initial principles. The new governance approach must include participation and cooperation of public and private actors with NGOs and co-ordination and harmonization among government agencies and other stakeholders. Most decisions on development and space (re) production should be made at the regional level after consultation with local authorities and higher levels of government and all other public institutions.

As an administrative actor, the authority should have a role in the definition of national strategies and adequate local control, sufficient regional vision, and ensure that local authorities are not overly influenced. The Peninsula Authority must function together with the related Development Agency. The Authority must also be related, but should be differentiated from the governance of the Greater Municipality of İzmir. In terms of municipal services, the peninsula may continue to be managed by the existing jurisdiction.

The Authority must consider, coordinate, and integrate the management process with all appropriate economic sectors. It is needed in order to cope with special conditions of peninsula resource conservation and economic development. It is particularly useful in solving problems that exist between various sectors where these sectors are all attempting to use peninsula simultaneously. This is to control the demand for transfers. Reevaluating development according to protection principles, reproducing spatial plans of secondary housing and tourism (partial), and determining the most suitable tourism and housing investments are in responsibility area.

Coastal zone management programs, ecological maps as well as sectoral development matrixes must also be prepared by this authority as intervention tools. Its programs should be seen as a substitute for uni-sectoral programmes such as tourism or maritime administration and coastal forestry or agriculture programs. The Authority should control, manage, and monitor the transfer of immovable property and property rights and decide investment typologies that can be permitted in the peninsula according to their capacity to contribute to sustainable local development and to control the transfers generating from such investments. The Authority should make property market related researches and detections including calculations of the amount of transfers on certain intervals. For each investment, the Peninsula Authority must develop a guideline of environmental investment impact assessment and urban impact analysis. Urban impact analysis is new to the Turkish plan preparation system.

Even though the transfer of a property in private ownership is a

basic right of the landowner, this should be restricted for public interest. Property transfers (not the transfer of property rights) and amendment of spatial plans must be limited to a strong proof of public interest. Priority must be given to use and possession rights. Limitations in terms of public interest must be studied, defined, and implemented: The first method is to barter or expropriate private property in natural or environmental protection areas directly without the consent of the owner, but upon true real estate market value. This method is applied today in Turkey in special environmental protection zones; however this is upon certain conditions and by the will and application of the owner. And, this doesn't prevent any new sale to the private sector. The difference of the model is that, once property becomes a public property, this property cannot be transferred to private ownership again, but can be subject to private use or possession.

In Turkey, vast amounts of agricultural land are turned into other land uses upon the proof of public interest taken from the provincial governorates. Spatial control or impact analysis is missing after this permission is given. Demolition must be implemented as the third implementation method. Helping local authorities through demolition method as in the Spanish model practiced on the coastal areas to eradicate secondary houses is referred here. This method has two advantages: One way is to support the construction sector that generates the pressure for property transfers and partial plans and plan amendments. The other way is to rehabilitate urban areas for regaining nature or for achieving healthier build-up and urban patterns.

For a peninsula where community areas and natural and ecological structure are protected, housing development has to be limited in the existing pattern. Housing areas must be rehabilitated and then new areas for housing can be opened. The Authority must define the limits of or quotas to development and space (re) production for public interest, control land uses and transfers by spatial plans or limit development rights with taxing as exercised in the City center of Jerusalem. To gather oil split urban growth to peninsula nodes and sub-nodes and to prevent scattered growth, tax promotions must be implemented (relative to the transfer typology).

The success of all above stated property related studies, urban parcel provision to the property market with a proper timing, and efficient control of the transfer is dependent on the establishment of a Real Estate Office that is the second ingredient of the administrative system. For the protection, development, use, and sale of urban or natural protection areas this Office must function and develop principles having measurable objectives and applicable regulations. The Office should be affiliated to the Peninsula Authority and the public institution responsible from land registry.

The Office must implement a general program composed of special programs for each node and sub-node. The Office can put restrictions on property owners, including forfeiture of many of the normal legal rights for public interest, control the transfer of property rights by establishing a "Property Bank", and integrate rural perception into the city by establishing a "Garden Bank". The Office should even support agricultural production within the city limits like the Japanese case. To limit and control transfers for achieving the development of settlement centers and rural areas in the planned manner, controlled pricing should be implemented through the budget formed by the share taken from real estate taxes. Price tables must be developed by the real estate companies together with the Office and should be used by tax departments.

Spatial implementations must be made by the local authorities under the guidance and control of the Office. For the investor to convert or to use own property consciously, there must be a database of transfers. In this system before any transfer takes place, transfer values of property rights must be determined and

announced via the internet. Publication of transfer values can be considered as anonym, but some privacy issues may arise with publication of transfer values. The limits of announcement must be predetermined. Therefore; the input of the tax departments structured by the declaration of owners and real estate offices licensed in the peninsula for the rental and possessed property must be taken into consideration.

Local authorities with the guidance of the Real Estate Office can develop new tourism areas by transforming the existing urban area. Low capacity functioning or closed down tourism facilities will be activated through same or new functions or by transforming existing residential areas. After scientific studies to be held by the Peninsula Authority, settlements under a certain altitude should be resettled and human habitat must be forbidden. Strategic and local principles clash raised by McKenna et al. (2008:947) when private and public properties are threatened by coastal erosion, resettlement issue should be resolved by the Authority.

Urbanization and Building Committee is the third administrative ingredient. This body is to protect local architectural identity and traditional urban pattern. The Committee should develop necessary tools for structuring architectural build-up sensitive to local and green architecture. An Aesthetic Commission bound to this Committee must be structured to preserve historical buildings and to sustain new build-up.

Aesthetic Commission is important for the peninsula as positive value generated from each transfer of immovable property and property rights will add to the peninsula. Therefore; content of every transfer demand in urban areas (including parcel scale) must be handled with its close surrounding. The transfers should be evaluated relative to four dimensions including the time dimension. The Commission should develop special rural urban design and landscape projects for preventing expansion of nodes. The scale and number of urban design projects should be strictly controlled by the Authority as project based development have the risk to support partial urban development. In this process of development, urban design inputs (Sinan, 2004) defined by the EU (EU, 2003) must be taken into consideration. The third major organizational body of the Authority must be the Development Office. This office has the responsibility not to replace, but to coordinate sectoral investments planned and approved by the Izmir Development Agency to the Authorities' strategies, activities, and programs, and *vice a versa*.

6.3. Peninsula urbanization

As stated in the European Urban Charter (European Urban Charter, section 3.5) accepted by the Congress of Local and Regional Authorities and signed by the participating local authorities in 1992; the city of the future is to be livable, agreeable, beautiful and healthy. All activities should be structured to towards this objective. To achieve this objective, the Peninsula Authority should implement a spatial mechanism considering property rights and to the management and protection of possessions and resources.

The Authority must differentiate urban and rural urbanization understandings with an interventionist approach; urbanization principle must be life friendly with nature and tourism and sensitive to summer–winter population balance in order to channel investments and resources. For the Chamber of City Planners Izmir Branch Working Group on Space (2008); the city must be the city which is a part of a balanced geographical and regional development. Rural characteristic and rural settlements (sub-nodes) must be preserved. Seferihisar and Karaburun appears to be the settlements where protection and use balance must be established immediately as the pressure for transfers is accelerating.

Democratic urbanization, development, and protection

approach and policies are the prerequisites of the ecosystem-based management. A democratic urbanization approach can be practical with its financial basis and based on differences. It must contain negotiation processes where differences can be mutually understood and shared. The peninsula urbanization must be a mixed urbanization model where inhabitants can directly participate to the (re) production of urban space and structuring of the social life.

In this model, structural build-up of each node must be developed with its own urbanization dynamics separately and will be constructed by the participation of the related actors that are determined according to local identity. In other words, nodes must be developed side by side without competing (Izmir Sehir Plancıları Odası, 2008). Administrative and financial encouragement models for nodes should be maintained as a tool to implement spatial plans.

It is inevitable that development plans may change overtime based on changing situations and differing interests. Any change must have certain acceptable reasons that are predetermined and announced by the Authority. Urla, Güzelbahçe, Alacati, and Cesme are the settlements requiring immediate rehabilitation. The same is valid for energy investments. Cesme tourism and living conditions are negatively affected by wind mills.

The European Union (EU)'s Green Compact City Strategy" (ESDP, 2001) must be implemented in the Peninsula. Transportation infrastructure change through sustainable urban landscape and green corridor design and the EU's pedestrian, bicycle, and mass transportation types (ESDP, 2001) must be the preliminary implementation mechanisms. Green corridors sustaining continuity in urban and rural areas and creating multifunctional and secure public spaces are among urban design priorities of the EU's vision.

In sustainable urban landscape and green corridor design understanding; covering local biological and ecological diversity and continuing as a part of land use mosaic, green corridors must be produced in urban build-up and between nodes. Growth along transportation axis is an advantage to create corridors. Green corridors must also be implemented between nodes along the main transportation routes (Guzelbahce-Urla-Alacati-Cesme; Urla-Seferihisar and Karaburun-Urla) by urban design projects. As nodes are separated through projects, natural protection areas will be saved and hierarchy of settlements and peninsula unity will be achieved.

The peninsula should be separated spatially by a green belt from the Greater City of Izmir to decrease its control over the peninsula. A green belt between the Izmir city center and peninsula nodes can be achieved by the Authority at the first stage through several precautions, allocations, barter, and property market restrictions. Limiting the growth of peripheral settlements through a grand green belt is a 1/25.000 scale master planning decision (IKBNIP, 2008:80) which is unrealized up until today. Fig. 10. Prevention or abolition measures of transfers of property or property rights and urbanization will be developed in parallel to rural areas in the green belt.

Urban rehabilitation is another space (re) production method. In order to organize transfers in rural areas, loads of nodes must be balanced and transferred to sub-nodes. Güzelbahce and Urla must be kept within their current settlement limits and settlement growth of Seferihisar center must be supported. Through these projects special, natural, and agricultural areas by the coast line will be protected and existing urban characteristic will be preserved.

Such projects are important also for taking necessary precautions against any sea level rise. Especially in locations such as Seferihisar Urkmez, Karaburun and Mordogan this method must be implemented immediately. Special precautions should be developed for coastal areas of the peninsula where transfers are highly taking place. Especially Karaburun Denizgiren plain will be affected

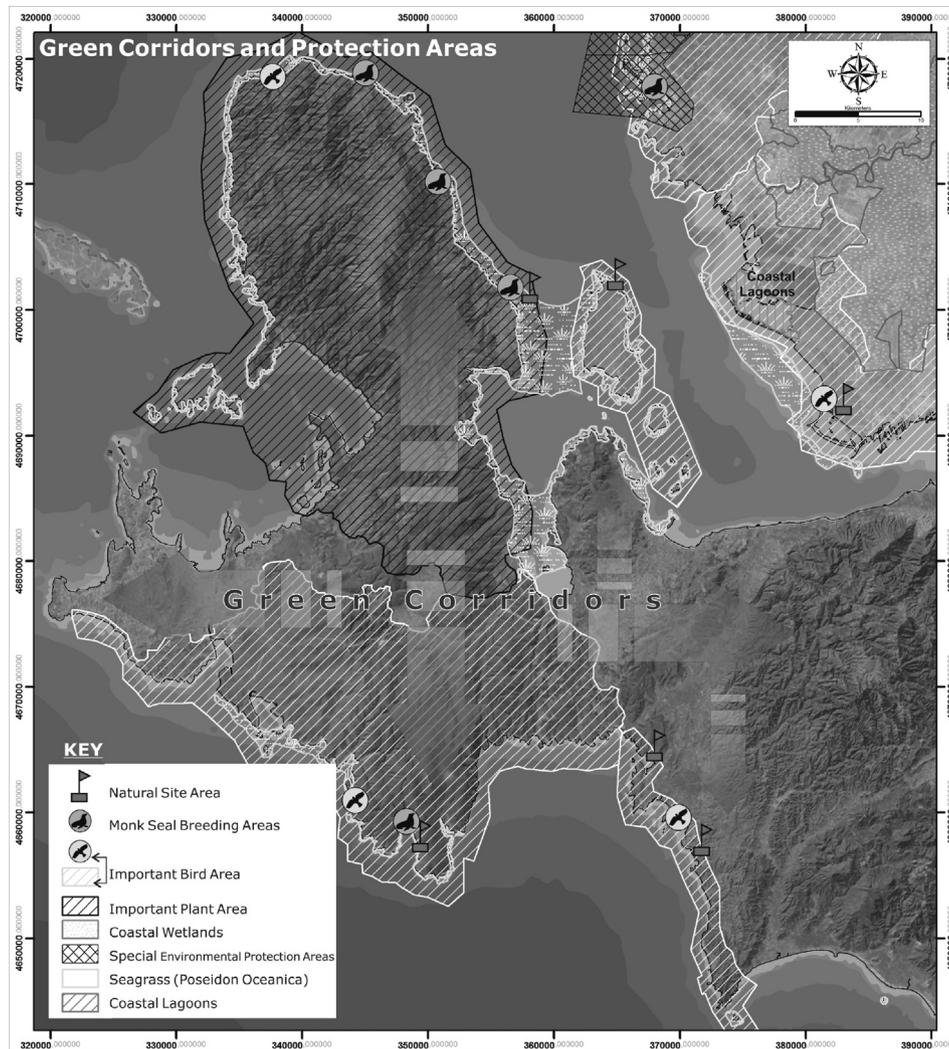


Fig. 10. Green Belts and Corridors (proposed) and Natural Protection Areas. Source: Authors' elaboration and TUBITAK MRC ECTI (2009).

from any sea level rise and properties in this area will be transferred through disappearance.

A general evaluation of the findings on the transfer of immovable property rights in the peninsula and proposed land management model for urban resilience will be made conclusively in the next section.

7. Conclusive remarks

Spatial structure of the peninsula presents us that in conditions where the transfer of property rights have impacts, the planning and market institutions do not have the ability and necessary means to overcome any damage given to nature, protection areas or coasts. The related authorities are unaware of risks and effects of the property market. Any approach, method, and tool and administrative structuring that have been applied till today were insufficient to control and to direct the related processes. Insufficiency of the administrative capacity and technical infrastructure of local and central authorities are also far from taking any precautions or actions to intervene and balance market and planning institutions.

An alternative model for land management is raised in this article to implement an approach in order to ensure optimum sustainable use of urban settlements, agricultural inland, coastal and natural resources and possessions, perpetual maintenance of

high levels of biodiversity, and real conservation of critical habitats in the peninsula. Targeted objectives of urbanization may not be achieved when the planner is unable to overcome obstacles of the market, satisfies market demands in the short-run, neglects the effects of the property market, and accepts transfers as passive.

This model refuses the passive state of property rights. In line with urban changes due to the transfer of property rights, market demands and local conditions, any risks or damage must be eliminated and could only be controlled by a new administrative structure designed special for the peninsula. Any intervention for management; effort for the protection of coastal zones, nature and environmental areas, forests, and urban development policies should be developed taking into consideration of the characteristics and impacts of the transfer of property rights. If realized, the model is expected to contribute to European ICZM principles (broad, holistic approach, long-term perspectives, local specificity, working with natural processes, combination of instruments, support and involvement of all stakeholders, and participatory approach). For success, adaptive management principle of the EU should be replaced by the strategic management principle.

The destruction of natural, cultural, and historical pattern which generates the tourism potential of the peninsula is rationally unacceptable. Natural and environmental resources and possessions should be protected and well-managed for even the presence of the

market institution. There must be the awareness of investment and protection for the future and a new governance understanding to struggle with the effects of the property market. Remitting any damage through controlling and directing transfers and constituting urbanization – protection area balance should be the priority of both the public and private sectors. Any public authority should have a public interest perception and intension to increase consciousness of citizens, investors, and public administrations in a way to deal and control the property market and spatial planning.

Today, public administrations themselves become the proponents of uncontrolled urban development and transfers of property or property rights through partial development plans or plan amendments for those investments that harm nature. For the public authority the peninsula eco-system, local architecture and urbanization, and habitat must be resilient, not the existing system structured and directed by the market institution.

The transfer of property and property rights is historically and will be continuous. Controlling, monitoring, and regulating the transfer of immovable property rights and setting rules and conditions to transfer by developing a new administrative mechanism are important for the legitimacy of both the market institution and the planning institution. Without controlling these, regulation by the planning institution for public interest or integrated coastal zone or protection area management is impossible. In parallel, urban resilience approach should be both linked not only to social-ecological side, but also to spatio-economical side to prevent narrow sightedness in understanding of both institutions and intervening to transfers for sustainable land management to achieve the directions and effects desired.

This alternative land management model proposal established here with a multi-sectoral process is to improve spatial planning, development, and resource conservation through integration and cooperation. This model is responsive to conservation, preservation, protection, and zone management, but is limited in its external validity. When applying the model to other areas and contexts, as local and political circumstances vary as stated by Vistad et al. (2013:17), the decision-makers should be cautious.

Comprehensive urban planning is and will be under the attack of the market institution. However, comprehensive planning is even necessary for the capitalist in order to compete. Although undesired, the forces of the process are structural. However, transfer of immovable property rights must be controlled by the proposed model with a market-critical comprehensive rational planning approach. The planning institution cannot leave the method of transfer of property rights and principles and potentials of development to the market. This generates the need for an ideological and attitudinal shift for to establish an administrative structure through which intervention strategies, policies, and rules must be determined and implemented. The society, the individuals, related authorities should be prepared, gain consciousness, and necessary legal and institutional organizations and tools of intervention must be present at the moment of implementation of this approach.

Departing from these shortcomings due to passive and unlimited positioning of transfers the answers to the question of how to manage transfer of immovable property rights toward more sustainable development pathways should be further studied. As Wiebe and Meinzen-Dick (1998:213) states; sustainable development require more than market-led growth. Any proposed approach for gaining the ability to direct the related processes should be strategic, communicative, and participatory, but complementary. Otherwise livable environments will not be created as no possessions will be left or no healthy urban built-up could be created for the future.

Based on the classification, control, and monitoring of property rights and their transfers, decision-makers must be prepared to

develop models and approaches to intervene to the effects of the immovable property market. This will enable us to define the limits of the planning institution. An alternative model is proposed here, but two major questions still lay ahead: How can be the state – the proponent of the existing system–convinced to make necessary changes for public, social, and communal interest where administrator's benefits are this strong? And, what are the intentions, tools, and mechanisms for the public authorities to accept their defect; stop their actual activities and harmful implementations, apply comprehensive rational planning, and act for public interest? These questions, subject of other articles, should be academically discussed.

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