URBAN TRANSFORMATION PROCESS: ULUS HISTORICAL CITY CENTER PLANNING PROJECT

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This is to certify that we have read this thesis and that in our opinion it is fully adequate, in scope and quality, as a thesis for the degree of Master of Science.

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ABSTRACT

URBAN TRANSFORMATION PROCESS: ULUS HISTORICAL CENTER PLANNING PROJECT

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This thesis, firstly, examines the main characteristics of comprehensive and strategic spatial planning and by comparing both planning understandings indicates that strategic spatial planning is thought as more suitable to the demands of both developing and developed countries in the contemporary era. Then, the main argument of the thesis is presented as Ulus Historical Center Conservation and Improvement Plan is an example of a strategic plan prepared for the purposes of conservation (development).

In conformity with the general conviction that strategic plan is more flexible, adaptable to changing circumstances, action oriented, open to negotiation by various actors involved in the planning process and allowing participation by beneficiaries of the planning process, this study aims to find out the strategic plan characteristics of Ulus Historical Center Conservation and Improvement Plan by looking at its development stage, main characteristics and the implementation process.

As a conclusion, displaying an alternative view and as a planning process Ulus Planning Project is different than the traditional comprehensive

conservation (development) plans more displaying the characteristics of strategic spatial planning.

Keywords: Comprehensive Planning, Strategic Spatial Planning, Urban Transformation, Conservation Plan, Ulus Historical Center Conservation and Improvement Plan

ÖZ

KENTSEL DÖNÜŞÜM SÜRECİ: ULUS TARİHİ KENT MERKEZİ PLANLAMA PROJESİ

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Tezde, ilk olarak, kapsamlı ve stratejik mekansal planlamanın temel özellikleri incelenmiş, her iki planlama türü karşılaştırılarak stratejik mekansal planlamanın, küresel ölçekli kapitalizmin ortaya çıkardığı gelişmiş ve gelişmekte olan ülkelerin çağdaş dünyada karşılaştıkları sorunlara daha uygun olduğu düşünülmüştür. Daha sonra, tezin ana argümanı olarak Ulus Tarihi Kent Merkezi Koruma ve Islah Planı'nın, koruma ve imar amaçlı bir stratejik plan olduğu savı ortaya konmuştur.

Stratejik planın daha esnek, değişen koşullara uyum yeteneği bulunan, eylem yönelimli, planlama sürecinde yer alan çeşitli aktörlerin müzakerelerine açık, planlama sürecinden faydalananların katılımına izin verdiği genel düşüncesiyle uyumlu olarak, bu çalışma Ulus Tarihi Kent Merkezi Koruma ve Islah Planı'nın geliştirilme, uygulama aşamalarına ve genel özellikleri incelenerek stratejik plan özellikleri taşıdığını ortaya çıkarmaya çalışmaktadır.

Sonuç olarak, alternatif bir görüş ortaya koyarak ve bir planlama süreci olarak Ulus Planlama Projesi'nin geleneksel kapsamlı koruma ve imar planlarından farklı olarak daha çok stratejik planlama özellikleri taşıdığı ortaya konmaktadir.

Anahtar Kelimeler: Kapsamlı Planlama, Stratejik Mekansal Planlama, Kentsel Dönüşüm, Koruma Planı, Ulus Tarihi Kent Merkezi Koruma ve Islah Planı

To My Family

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CHAPTER 1

INTRODUCTION

It has been widely acknowledged especially in the last one and a half decade that the traditional approaches to spatial planning have become insufficient in meeting the demands of changing world order. The new approach, called as strategic spatial planning is thought as more suitable to the demands of both developing and developed countries in the contemporary era, which was marked by changing circumstances, created especially by the global capitalism.

The elements such as *rationality* and *comprehensiveness* constituting the main characteristics of traditional urban planning have come under criticism especially for the last fifteen years and mainstream master plans have been considered to be out of date since they don't take into account new values and concerns and tend to be more static and regulatory.

Strategic spatial planning, on the other hand, has proved to be more effective than ordinary planning tools in framing visions, because their goal is much more straightforward than land use plans (Healey 1997, 33). Strategic plan does not only deals with land use but also includes production of strategic decisions concerning physical environment, population and employment, housing, shopping areas, transportation, social services and etc. (Günay, 2005).

In strategic spatial planning, planning involves collaborative action by a group rather than simply the planner herself/himself. The planner is not the sole decision maker. Planner's expertise is applied in providing the data, strategies and in writing the final synthesis. However the basic elements of

the plan grow out of group discussion. Strategic decision making in public organizations should be prone to involvements by numerous actors (especially through boards, committees, task forces and teams), variability in information and extensive negotiations (Bryson and Roering 1988, 995).

In a participatory model developed by structural planning, at both levels of 'strategic plan' and local plans, prepared plans are presented to public for discussion. Therefore, before the responsible parties make decisions, people can intervene into the process. When the final product is developed through a participatory process, a wide range consensus occurs and the plan has more chance of successful implementation. Besides, the panels and discussion forums are the places where decisions could be checked by public and strategic plans with flexible designing and based on continuous planning understanding could adapt to the new situation and new decisions. This shows the flexibility adaptability of the strategic plans to new circumstances (Günay 2005, 93-94).

The strategic spatial planning is not only concerned with the planning process but also with implementation and monitoring stages. Therefore, these three integrated stages should equally be taken into consideration with agents, roles and resources so that the plans can be successfully implemented.

Under the light of above mentioned characteristics of strategic plans, the main argument of the thesis is that Ulus Historical Center Planning Project (Ulus Historical Center Conservation and Improvement Plan) is an example of a strategic plan prepared for the purposes of conservation (development). Therefore, displaying an alternative view and as a planning process it is different than the traditional comprehensive conservation (development) plans.

In conformity with the general conviction; that is a strategic plan is more flexible, adaptable to changing circumstances, action oriented, open to negotiation by various actors involved in the planning process and allows participation by also beneficiaries of the planning process. Therefore, this

study aims to find out the strategic plan characteristics of Ulus Historical Center Conservation and Improvement Plan by looking at its preparation, main characteristics and the implementation process.

There is a 'program area' definition in Ulus Plan. In fact, these program areas are considered as action areas. In every program area; actions towards ownership, structuring, functionalization and transportation are defined. There are 12 different project areas (project packages). While this distinction is made during planning, what would be done is also detailed in the plan notes. In fact, a planning process is defined rather than a final product. Actions are defined, that is why Ulus Project is considered as action-oriented.

In general, strategic plans are developed at larger scale, in Ulus Planning Project, there are small scale sub-strategic plans. They are framework plans with 1/1000 scale. Ulus Plan can not be considered as traditional classic conservation/development plan. It carries the above mentioned characteristics of a strategic plan, therefore defining a planning process rather than a simple final product. In Ulus Plan, 1/1000 scale framework plans were constructed and guided the process rather than a master plan.

Concerning the methodology, this study is based on the analysis of empirical data and evaluation of the information about Ulus Planning Project gathered from various sources. Most of the data concerning the Ulus Historical Center Planning Competition Project, the winner project Ulus Historical Center Conservation and Improvement Plan and its parts are obtained from the primary sources including the relevant reports, documents and plans themselves. In addition, interviews held with people directly involved in the project provided valuable data as the primary sources. Information concerning the theoretical part of the discussion mainly constituting the second chapter is from the books and articles that are secondary sources. A thorough evaluation and analysis of them were achieved especially while comparing the comprehensive planning and strategic planning.

1/1000 scale three framework plans, the analyses of Ulus Historical Center Conservation and Improvement plan, implementation projects and revisions

of the project area and some documents were obtained from the archive of Greater Municipality of Ankara. Correspondence regarding plans and project was found in the archives of Greater Municipality and Altındağ District Municipality. Some information was also reached in the Chamber of City Planners and the Chamber of Architects. An intensive research in METU library was also conducted to reach relevant books and articles.

Since the Ulus planning project has been on the agenda after the competition held in 1986, most of the people involved in the project at the preparation and implementation stages are still reachable. They provide rich first hand information and insight about the Ulus Planning Process to researcher. Therefore, interviews were held with the people directly involved in the preparation or implementation of the project at one stage or another and the list including their names, relevance with the project and current occupation are given at the end of the study. Most of them are city planners, architects and landscape architects working in the municipalities and in other public institutions relevant with the project.

The theoretical part of the study provided the guidance in the evaluation of the Ulus Historical Center Conservation and Improvement Plan and framework plans to determine their strategic plan features. The studies held around the world by academicians representing the novelties and new characteristics of strategic plans were very helpful in specifying the general characteristics of Ulus Planning Process in general as an example of strategic planning. Although classical conservation (development) plans carry the characteristics of comprehensive plans, 1/1000 scale Ulus Historical Center Conservation and Improvement plan carries more of a characteristics of a strategic plan as indicated in the study.

Within this framework, chapter 2 basically deals with the recent changes concerning spatial planning. After the evaluation of comprehensive (traditional/conventional/mainstream) planning, main criticisms directed towards the rational-comprehensive planning are discussed. The gradual emergence of strategic spatial planning which is thought as more suitable to

the demands of both developing and developed countries in the contemporary era are examined with numerable available definitions. Then the main criticisms also directed towards strategic planning are evaluated. The comparison between comprehensive planning and strategic planning is made in the last part of this section. Next section in the chapter 2 deals with development of strategic spatial planning in the Turkish planning system. A historical overview is given on the issue. In the last section, conservation (development) plans are examined and Ulus Historical Center Conservation and Improvement plan as an example of non-comprehensive conservation plans is introduced to the reader.

Chapter 3 mainly deals with the Ulus Planning Process and tries to find out the specific characteristics of this planning process started with a competition launched by Ankara Greater Municipality. The discussion in this chapter aims to put forward the general features of the "Ulus Historical City Center Conservation and Improvement Plan" also known as "Ulus Historical City Center Plan" prepared for the conservation (development) of Ulus Historical City Center as part of an urban transformation process in Ankara and argues that with its specific characteristics the plan develops an alternative model and it resembles more of a strategic plan rather than a traditional conservation (development) plan.

Starting with the history of Ankara and Ulus as an important historical center for the city, first section of the chapter discusses the early planning efforts. Then, the development process and the main features of Ulus Historical Center Conservation and Improvement Plan were put forward. The 1/1000 framework plans (Urban Design Plan, Building Codes Plan, Public and Private Packages Plan) are all discussed in detail with the purpose of finding out the strategic plan characteristics of the Ulus Historical Center Conservation and Improvement Plan.

Chapter 4 brings forward examples of the implementation cases in the Ulus Planning Process. Hacıbayram Veli Mosque Public Project Area (PPA-2), Keklik Street and Its Surroundings Conservation and Development Project

and 4242 Construction Block 2-4 Parcels private area implementation (with the title of “Buildings to be Conserved According to Plan Implementation in Conservation Prioritized Improvement Program Area”) are chosen as case studies representing different applications within the Ulus Planning Process. They have been thoroughly examined in terms of project characteristics and planning process, mainly emphasizing on the implementation issues. Examination of these case studies provided to pinpoint the strategic plan characteristics of the Ulus Historical Center Conservation and Development Plan.

Finally, chapter 5, conclusion, puts forward the evaluation of the main argument and tries to indicate the strategic plan characteristics of Ulus Historical Center Conservation and Development Plan by combining the analysis derived from the previous chapters.

CHAPTER 2

STRATEGIC SPATIAL PLANNING VS COMPREHENSIVE PLANNING

2.1. The Changing World Order and New Understanding of Urban Planning

It has been widely acknowledged especially in the last one and a half decade that the traditional approaches to spatial planning have become insufficient in covering the demands of changing world order. The new approach, called as strategic spatial planning is thought as more suitable to the demands of both developing and developed countries in the contemporary era, which was marked by changing circumstances and created especially by the global capitalism.

Technological improvements providing rapid information transfer, advances in communication, liberalization of trade and capital, eradication of national boundaries and therefore erosion of state sovereignty as a result of the rise of multinational corporations all led to the 'global' world order, which in sum is called as "globalization". These changing set of political and economic processes led to dramatic changes also in the spaces people live, the concept of territory and mainly the urban centers. Since all the political and economical processes are materialized on the territories, many urban planners acknowledge that urban centers cannot be considered as separate than the wider socio-spatial matrix (Graham and Healey 1999, 623).

In the process of globalization, capitalism necessitates greater efficiency derived from greater scale, greater speed and elimination of all barriers to transactions. Especially, the big cities such as Atlanta, Boston, Los Angeles

and New York in the United States; London, Rome and Paris in Europe; and Hong Kong and Tokyo in East Asia are basically main centers of economic, social and cultural activity.

Besides other aspects of daily and intellectual life, territorial planning has also been theoretically and practically influenced by the socio-economic restructuring of capitalism and the peculiar pattern of technological innovation. Space and time are no longer considered as external but to be acknowledged as both important source and rationale of human activity. Therefore, planners had to develop new tools to respond to the new context in an adaptive manner. Although the merits of globalization for especially equal distribution of wealth at the global scale is heavily disputed, the advancement of globalization demanded new roles for nation-states and local states together with more flexible planning tools.

New urban politics in general and the strategic spatial planning in particular have offered a way to transform local government to make it more relevant to the dynamics of contemporary economic and social context. Strategic spatial planning looks for the ways to combine market and public interest by providing conditions for investors on the one hand and seeking to achieve the community interests. Strategic planning is, therefore, mainly concerned with the process, institutional design and mobilization of local capacity (Healey 1997, 15).

In modern societies, planning has been considered as a tool to improve social, economic and physical reality. Especially, in Europe after the Second World War, welfare states also wanted to provide a stable environment to their people by eradicating inequalities and organizing redistribution functions. Until today, urban planning was mainly regarded as legitimised state intervention directed by a comprehensive, rational model of problem solving and decision-making (Tekeli 2002). However, the elements such as *rationality* and *comprehensiveness* constituting the main characteristics of traditional urban planning have come under criticism especially for the last fifteen years. Mainstream master plans have been considered to be out of

date since they don't take into account new values and concerns and tend to be more static and regulatory.

Since 1990s, creation of employment opportunities and increasing productivity by attracting investors has become an important priority by the states. In addition, closely related to the achievement of sustainable development in the long run, protection of environment and quality of urban life became important issues (Breheny 1991). Also, increasing competition and priority given to objectives caused greater involvement of the private sector in the planning process (Albrechts et. al. 2001, 2-3). Planning is seen today, as interactive decision-making process of all the actors, public and private, which allows the promotion of entrepreneurial governance rather than the regulatory one (Healey 1997, 15).

Today, there is a growing interest in the strategic spatial planning however this does not mean pushing comprehensive (conventional/traditional) approach out all together. The conventional planning approach which could be defined with systematic analysis and precise design of regulations and implementation strategies with the aim of improving the welfare of local community by the rational planner has still been continuing with production of city master plans (blueprint master plans) in most countries.

As mentioned above, for the last fifteen years there has been a growing interest in the strategic spatial planning because of the increasing need to meet the demands of rapid globalization. However, it is not always very explanatory to extract out globalization as the single cause of widespread embracing of strategic spatial planning. Some inherent weaknesses of traditional urban planning which are discussed below were also recognised and addressed by strategic planning.

2.2. Traditional (Conventional\Mainstream) Planning

Traditional planning is mainly the planning of the modernist era, in which rational thought (instrumental rationality) and action were the underlining issues. So, this term is used in place of rationalist-comprehensive planning.

Meanwhile, the strategic spatial planning can be considered as the product of a post-modern era. Another possible classification is related with the plan itself; the blueprint master plan versus strategic territorial plan.

In the first half of the 20th century, roughly up to the end of the Second World War, town planning was considered as a design activity done by the architects. The main characteristic was the comprehensiveness that is the realization of the parts that made up the whole. The planning view of the early post-war period was concentrated on the physical and aesthetical qualities of the environment therefore lacked an understanding of social and economic life of the cities.

Then, the rational-comprehensive view of planning came into the scene in the 1960s that could be regarded as paradigm shift in Kuhnian sense (Tekeli 2002, 4). The main principle of the paradigm was the "comprehensiveness", including not only the physical parts that made up the whole but also social and economic aspects of the urban life.

As the name indicates, rational-comprehensive planning considers planning as a "rational process" indicating a scientific approach to analysis and a particular way of problem solving as part of a greater concept of modernism (Alexander 1986, 11). The rational decision making model requires a value free, systematic consideration and evaluation of alternatives in the achievement of given goals. It is instrumental in the sense that it means the choice of optimal means to achieve given goals. Alexander (1986, 11-12) describes rationality in planning "as a plan; a policy or strategy for action including all relevant information concerning the facts, theories and concepts".

The comprehensive planning model assumes that the ideal planner is capable of finding out the people's needs and the planning agency has the authority and the autonomy to develop plans through rational analysis and implement them (Alexander 1986, 75). It had the claim of total design and total control.

The main functions of rational-comprehensive planning are; first the achievement of a master plan that can guide the specialist planners; second to evaluate the proposals by specialist planners in the light of the master plan and providing coordination among the specialist planners and their plans (Altshuler 1965 in Faludi 1973a, 193).

2.2.1. Main criticisms Directed towards the Rational-Comprehensive Planning

Under the light of the information given above, main weaknesses of traditional planning can be enumerated as follows;

1. The attainment of the comprehensiveness is beyond one person's intellectual capacity. Altshuler (1965, 311-314) states that comprehensive plans require more knowledge than any individual can grasp.

2. Information is never complete.

3. There cannot be all-inclusive master plan that meets everybody's interests since the society is not homogeneous.

4. Having a master plan brings together the rigidity in case of a problem since it is impossible to predict the future.

5. Anything that includes human beings cannot be value-free. In addition, citizens should play an active role in the decision-making process for public policy (Alexander 1986, 77).

2.3. Strategic Spatial Planning

Although 'strategy' as a mode of achievement for a general or specific goal has always been present in planning, its entrance to the sphere of planning as a response to external stimuli and a part of a complex process was not until the late 1980s. Sartorio (2005, 27) mentions that "probably the first (systematic) use of terms strategy and strategic planning in our discipline took place during the debates about structure planning, which has interested

planners in Britain, the Netherlands, France and Germany (with different origins, implications and outcomes) since the beginning of 1960s". Within this framework, strategy meant both the development of long-range visions, related to a process and to inter-institutional interaction. In the mid-1970s and even more in the 1980s, rapid economic and demographic development following the 1973 oil crisis and shrinking of economies demanded some framework for spatial transformation and the debate about structural planning (and strategic planning) contributed to the expansion of wider sphere of planning (Sartorio 2005, 27).

Before then, the discipline had not been capable of facing the problems of quick urbanization in practice and had to deal with theoretical questions posed by development of critical theories within other disciplines as well. Strategic planning was also a response to a need for overall coordination and for nature preservation (Faludi and van der Valk 1994, 45).

In addition, the years of economic stagnation following the 1973 oil crisis marked the entrance of the market forces in planning. Clearly, the tools used by private business seemed more and more relevant and adequate to respond and stop the decline of cities by its emphasis on competition. On the one hand, state got involved in the process as a private actor with its own interests and stakes, on the other hand private investors as non-governmental actors entered into the planning process.

At the beginning of 1990s, the debate on strategic planning gained momentum again and since then several strategic plans were produced at the city and city-regional levels. The main reason to return to strategic planning was the same as the one of the previous decade; crisis of public finances for urban management. In addition, a deep crisis of representation occurred as a result of the developments in European social and political context in the last decade. Healey (1997, 1999, 2003) describes strategic spatial planning as a "social process through which local communities answer to territorial governance".

Salet and Faludi (2000, 28) identify three main approaches to strategic spatial planning at the beginning of the new century;

- An *institutional approach* which favours two main directions: one oriented as legitimizing planning activity, the other seeing the institutionalization process mainly as an opportunity for the implementation of plans and projects.

- A *communicative and discursive approach* that favours framing and sense-giving activity; an interactive approach, suspended in a technocratic tension, oriented building up connections between public and private organizations in order to improve performance in planning.

- A sociocratic tendency focused on the inclusion of society and emergent citizenship.

The main strategic plans of the 1990s, for the cities such as Lyon, Barcelona, Glasgow and Turin embraces the major objectives mentioned above and not necessarily only physical and each of those objectives are articulated in several specific goals. The generating process usually followed to produce the document and the strategy is voluntary and generally open and participatory, although the actors included and the openness of the process depends on the different local situations and the promoters (Salet and Faludi 2000, 29).

Strategic planning in very general sense aims to control the unpredictable events and creating the future that is desirable. Therefore, the strategic plan is nothing more than a set of decisions or “strategies”. It is through that decisions that the strategic plan aims at the future: “the vision”. Once “the vision” is determined, it is followed by the stages of situation assessments (internal and external), key point identification and development of strategies to deal with the circumstances (Bryson and Roering 1987, 20).

Adoption of this approach to planning brought the concept of strategic spatial planning the main characteristic of which is the introduction of a “general

model" for spatial order Generally, strategic plans has proved to be more effective than ordinary planning tools in framing visions, because their goal is much more straightforward than land use plans (Healey 1997, 33).

In Western Europe, structure plan that is also mentioned as strategic plan is defined in legal framework. It is called as strategic plan since it does not only deals with land use but also includes production of strategic decisions concerning physical environment, population and employment, housing, shopping areas, transportation, social services and etc. Accordingly, planning is implemented in two stages. At the first stage, the main theme and a written report determining the land use and development policies is composed in a "structure plan". At the second stage, "local plans" are produced according to the areas or the issues defined at the structural plan at the first stage. Local plans include 'district plans' comprising the parts of the city whole, 'action area plans' which were developed for problematic areas that require solutions in the short run and 'subject plans' about the special issues concerning the city (such as determination of pedestrian systems) (Günay, 2005).

2.3.1. Strategic Spatial Planning: A Definition

In the literature quite a few definitions of strategic spatial planning can be found:

In general, 'strategic planning' is defined as a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization (or another entity) is, what it does, and why it does it. At its best, strategic planning requires broad scale information gathering, an exploration of alternatives, and emphasis on the future implications of present decisions. It can facilitate communication and participation, accommodate divergent interests and values, and foster orderly decision-making and successful implementation (Bryson 1990, 5).

A strategic plan is defined as "a momentary record of fleeting agreements reached rather than a finished product. It forms a framework for negotiation

and is indicative…the coordination of many actors, each making decisions of his\her own. Such coordination is continuous, and since all actors want to keep options open, timing is crucial." (Faludi and van der Valk 1994, 11).

Healey et. al. (1999, 339) describes strategic spatial planning as an "interactive social process which builds on and transforms established ways of doing things (institutional relations) and accepted ways of looking at things (policy agendas), in order to create locally new institutional capacities for influencing the future". Strategic spatial planning is creative with respect to the development of new territories and scales, to the definition of new continuities between state, market and civil society, and to the interaction with and creation of innovative local governance forms (Healey, 1997, 37).

The basic aim of the strategic plans is to constitute a strategic vision for a locality; that is to enhance the economic competitiveness of localities to cope with new form of capitalism by upgrading place qualities such as communication and transportation. The sustainability debate and concerns for the protection and improvement of local identity is also regarded as an important concern.

In strategic spatial planning, planning involves collaborative action by a group rather than simply the planner herself/himself. Planner's expertise is applied in providing the data, strategies and in writing the final synthesis, however, the basic elements of the plan grow out of group discussion. Strategic decision making in public organizations should be prone to involvements by numerous actors (especially through boards, committees, task forces and teams) variability in information and extensive negotiations (Bryson and Roering 1988, 995). Most of the history and development of the concepts, procedures, and tools of strategic planning occurred in the private sector (corporate strategic planning\private sector strategic planning), although the public sector strategic planning has also deep roots (Kaufmann and Jacobs, 1987, 24).

The strategic spatial planning is not only concerned with the planning process but also with implementation and monitoring stages. Therefore,

these three integrated stages should equally be taken into consideration with agents, roles and resources so that the plans can be successfully implemented.

2.3.2. Strategic Planning by Governments

Strategic planning originated around late 1960s in the private sector. Its roots are tied to the need of rapidly changing and growing corporations to plan effectively for and manage their futures, when the future itself appeared increasingly uncertain. Public sector strategic planning has inherited some important characteristics from the private sector models such as SWOT (strengths, weaknesses, opportunities and threats) analysis in the planning process, emphasis on action (implementation and monitoring) and attention to improve competitive position (Bryson and Roering 1987, 12-15). Strategic planning has been used by key governmental decision makers precisely because drastic changes in public sector were forcing them to think strategically about what government ought to be doing.

Recognising that variations are possible in the sequencing of, time spent in, analytical depth devoted to each phase of the strategic planning process, Bryson and Roering (1988, 996) identify the following as the basic steps in strategic planning:

1. An initial agreement or “plan” for planning,
2. Identification and clarification of mandates,
3. Mission formulation,
4. External environmental assessment,
5. Internal environmental assessment,
6. Strategic issues identification,
7. Strategy development of a description of the organisation in the future-its vision of success.

According to Bryson and Roering (1988, 1001) the following elements must be in place for the initiation of strategic planning by a government to succeed:

- a powerful process sponsor,
- an effective process champion,
- a strategic planning team,
- an expectation of some delays and disruptions, a willingness to be flexible concerning what constitutes a strategic plan,
- an ability to think of junctures as a key temporal metric,
- a willingness to construct and consider arguments geared to many different evaluative criteria.

2.3.3. Main Criticisms Directed Towards the Strategic Spatial Planning

The first group of criticism directed to the strategic planning stems from the general criticisms against globalization itself. The question is whether strategic planning is going to serve the forces of global forces or to community interests. Marxist or critical realist approach sees the forces and institutions of globalization (such as World Bank, International Monetary Fund (IMF), World Trade Organization (WTO)), mainly leading to uneven development and neglecting underdeveloped areas. As states lack control over key economic variables, national economies are becoming vulnerable to global market forces. As more and more, citizens are defined as consumers of the public services, inevitably states aim at diminishing public spending costs and creating opportunities for the involvement of private sector in public services. Then, the cities are run in a businesslike manner aiming more local growth and accumulation of wealth, rather than local provision of welfare and services. They become more and more profit oriented.

The competitive nature of urban management and cities competing in the same global market naturally produces winners and losers (Hall and Hubbard 1998, 18-19). As Şengül (1988) indicates not all the groups in a so-called world city gain in this process, cities are thus known as “dual cities “because of this social-spatial injustice.[1] Besides, the dynamics of globalization favours already developed countries and their urban centers whereas the peripheral

[1] See The Economist, “There goes the Neighbourhood: How London has changed in the past 108 years-and how it hasn’t”, May 6th 2006, p. 35-36.

ones suffer from it. There is also a constant flow of capital and services from peripheral countries to developed countries many times resulting in illegal immigration.

The second group of criticisms is about 'communicative rationality', that is about the collaboration of national and local governments with the civil society and private sector in the decision making process (collaborative planning, participatory planning, consensus-building). It is argued that it cannot be implemented thoroughly even in the European countries.

Communicative rationality assumes that in a planning process consensus can be achieved. However, in a competitive political arena defined by promotion of self-interests, it is not possible to act neutrally and for the common good. The power relations are either not taken into accounts or rather the assumption of communicative rationality that all the parties should be equally empowered is not realistic (Huxley and Yiftachel 2000, 338).

Other obstacles for the achievement of communicative rationality can be summarised as;

- Problems related with the efficiency of equipping all the parties with equal responsibilities in decision-making,
- Lack of adequate social capital affecting the quality of the collaborative decision-making,
- Lack of strong leadership and key actors that encourage and guide the other actors,
- Difficulty of reaching consensus between actors with different political and worldviews,
- The change of administrative structure during planning and implementation process,
- The conflict between the informal organisation of actors and formal rules and laws.

Overall, Baykan (2005, 93) summarizes the main criticisms directed towards strategic (structural) planning as follows;

- difficulty of integration with the regional policies,
- excessive sensitivity to socio-economic decisions,
- inconsistencies in application of techniques,
- delays in taking decisions,
- uncertainties in determining the targets,
- difficulties in providing participation and,
- vacuums in arrangement of infrastructure.

However, despite the weaknesses attributed to strategic (structural) planning, it continues to evolve in terms of its contents, form and functions and the most visible strength of strategic (structural) planning is its ability in adopting itself to changing circumstances (Baykan, 2005, 93).

2.4. Comprehensive Planning vs. Strategic Planning: A Comparison

- Strategic planning is more action-oriented, more broadly participative, more emphatic about the need to understand the community's strengths and weaknesses as well as the opportunities and threats it faces, and more attentive to intercommunity competitive behaviour (Kaufman and Jacobs, 1987).

- Comprehensive plans are often prepared to meet legal requirements related to land use and growth management and often must be formulated according to a legally prescribed process with legally prescribed content. Strategic plans, on the other hand, rarely have a legal status and often provide a bridge from legally required and relatively rigid policy statements to actual decisions and operations. Compared to comprehensive plans, they are more flexible.

- While comprehensive planning often has a substantial vision component, an idealized description of the future state of the place, there is a big difference between such a vision and the one often guides strategic planning. The visions that guide strategic planning usually involve actors, actions, locals and focuses for action in a participatory manner and not as rigid as in the comprehensive planning.

- Governmental bodies have responsibilities in a hierarchical manner while carrying out mainstream city master plan; strategic spatial planning is guided by public/private entity negotiating all the phases.

- Mainstream city master plan is mainly confined in municipal boundaries, whereas municipal boundaries are exceeded in strategic spatial plans, since it is an inter-sectorial and inter-institutional process.

- For comprehensive planning, mainstream city master plan is a final state document and envisages long-term vision for the implementation of already-made precise land use decisions, while long-term strategic vision is the guiding principle of strategic spatial plan to guide constantly developed project proposals. Therefore, strategic spatial plan allows continuous reformulation of policy development in a more adaptable process. In fact, one basic distinction between the mainstream and strategic approaches is that the matter of concern of the latter is “to improve the quality of action”.

- Strategic plan is composed of several parts. The ‘whole’ in the strategic plan describes the parts and this is another characteristic that separates strategic plan from the comprehensive plan. In fact, although strategic plan often is considered and used as a plan composed of parts, it also denotes ’wholeness’. It is planned as a system and its action-oriented characteristic denotes designs for its sub-sections.

- Another important distinction is the scope of both plans. While the scope of mainstream city master plan is limited to physical environment, wider range of social, cultural, economic, political and other issues is included in the scope of strategic spatial planning.

- As Albrechts, Alden and Rosa Pires (2001, 3) argue, when traditional and strategic spatial planning are considered comparatively;

> The new approach and challenges are often at odds with the institutional structures that have been designed to

> support the traditional planning system. So, new approaches (new types of plans) are being produced or reinterpreted through traditional planning concepts and the legal terms of the traditional planning system. All this involves much more than the formal institutions of the government. It involves much more relational networks, which interlink individuals, firms, pressure groups, trade unions, social organizations etc. It also involves ways in which power and influence is used in the old system.

2.5. Strategic Spatial Planning in the Turkish Planning System

The application of spatial planning varies from country to country depending on the social, cultural, economic, political and other circumstances. Even within the same country, it applies differently in different localities. In Turkey, the introduction of spatial strategies was an important part of the modernization process, which has started with establishment of the Republic itself. Since the end of the World War II and with the signing of Ankara Agreement with the European Economic Community (EEC) in 1963, this trend gained pace in terms of 'Europeanization (elevating the institutional and legal structure into European standards)' and integration into common European institutions. Since the cities were regarded as the places of modernity, western type of urbanism has been an important indicator of achievement of modernity. However, in this process, specific characteristics of the country itself should not be neglected as having an important influence on the Turkish planning system.

Especially, since the end of the Cold War following the dissolution of Soviet Block in 1990s, Turkish urbanism became more and more familiar with the principles, tasks and urban management structures that are prevalent in the European countries that is with *spatial planning with the communicative rationality* (indicating planning through collaboration i.e. interaction of multiple actors in a planning process).

In Turkey, there have been planning attempts at national, regional, provincial and municipal levels. From the first years of establishment of the republic in 1923, as very shortly after Ankara became the capital city, planning attempts started there. Consistent with the modernization logic of the political elite and the strong central administration, competitions for planning of modern urban centres were organized. An international competition was held to produce a city plan for Ankara and a German architect Herman Jansen produced the first city plan for Ankara in 1932.

After the World War II, the general trend in the welfare states of western capitalist bloc was that planning has to serve to the improvement of social, economic and physical conditions of people by providing a stable environment through overcoming inequalities and regulating distributive functions. Comprehensive and rationalist planning also prevailed in Turkey from the 1950s onwards. With the establishment of State Planning Organization (SPO) by the mission of promoting centrally controlled import substitution economic policies in 1960s, the period of five-year development plans was launched in Turkey.

An important development in planning, in the period between 1950-1980 called as rapid urbanization period is the approach of Master Planning Offices (Nazım Plan Büroları) that were established in late 1960s and worked until early 1980s.[2] Although these offices were under the administrative competence of Ministry of Public Works, they could have worked as autonomous planning offices. Especially Master Planning Offices in three metropolitan cities: Ankara, İstanbul and İzmir, pioneered the contemporary strategic planning in Turkey (Keskinok 2002). For example, Ankara Master Planning Office adopted a "multi-actor, collaborative approach" and consulted to universities and professional chambers through 'Board of Consultants'. The Office tried to produce a 'structure plan' that can be considered as an early version of the strategic plan with its characteristics such as flexibility, being participatory and having strategies and policies for different scales. In

[2] The decision for the establishment of Master Planning Offices for Ankara, İstanbul and İzmir was taken by National Security Council on 30 June 1965 and in 1969 Ankara Master Planning Office was established within the Ministry of Public Works. The office was closed in 1983.

addition to the physical elements, economic and social components of the city were also taken into account. The new approach was not simply concerned with producing the plan but it also included organizational, legal and financial proposals to implement the plan (Altaban 2002, 33-38).

The period between 1980-1990, so called neo-liberal period indicating the abandonment of import substitution and adoption of export promotion principle in economic policies marks the beginning of a new era for Turkey from all aspects. The desire and attempts to become integrated with the world economy also necessitated becoming part of the global production network based on urban centres (Tekeli 1998).

The new liberalism inevitably brought decentralization in administrative structure and in 1980s Greater City Municipality Act a two tier municipal structure (district municipalities and the metropolitan municipality) for metropolitan areas was introduced. However, except from these structural changes, implementation of neo-liberal economic policies was not reflected in the political arena. Participation of Turkish people to different levels of various decisions related with their daily life was pretty limited. This lack of participation by the direct beneficiaries of community goods and services mainly resulted in the bad quality of public works and services. In the field of planning, as Tekeli mentioned (1993, 47) “city plans produced without the collaboration of local communities failed to regulate the urban development”. External developments in that regard had also strong repercussions on Turkey. In 1992 United Nations Rio Conference regarding sustainable development endorsed the beginning of a new period in the world in terms of participation in decision-making. HABİTAT II Istanbul Conference (1996) was another international event emphasizing the role of ‘governance’ in sustainable development (Göymen 2000, 3-5).

Governance is defined as the mutual interaction among the local administration, business and citizens in a local government process. In the governance process, non-governmental structures like city assemblies, advisory councils, public assemblies, city councils are established to carry

out Local Agenda 21 (LA21) tasks launched in nine pilot cities in Turkey and gradually expanded to 50 cities (Göymen 2000, 10-11). The local strategic plans produced by LA21 and similar practices are considered as elementary examples of strategic planning in Turkey.

On the other hand, with the development of liberal economic practices, better organised trade unions and business associations also began to participate into the system. Other civil society networks, interest groups, pressure groups and associations took part in the democratic collaborative society for sustainable development. The unprecedented pace of globalization pushed the demands for rapid transformation in every level of societal activity. Therefore, adoption of strategic approach in planning at the national, regional and local scales was considered as part of this rapid transformation process and it was in a sense inevitable given the internal and external dynamics of the era.

2.6. Conservation (Development) Plans

Like in all planning work, planning of conservation areas comprises a broad range of planning process from decision making to implementation. For the protection of traditional city fabric and historical city centers “Conservation Plans” are brought to the agenda and implemented.

Since 1950s, although there has been a considerable increase planning action in Turkey, it did not create strategies and sanctions for the conservation of areas in cities and towns with a certain value. Depending on their features, conservation and development of areas accepted as archaeological, natural and historical values became a subject matter in Turkey in 1970s and to fill the vacuum in this area new regulations were put forward. A law approved in 1973 (numbered 1710) introduced the definition of “protected area (*sit alanı*)” and carried the conservation activities to area scale. The Conservation Act for Cultural and Natural Assets (numbered 2863) enacted in 1983 contained provisions about preparation of conservation plans and with some changes to it, a new act numbered 5226 (approved in 2004) brought the first ever definition of ‘conservation

development plan' and also introduced 'environmental arrangement project' concept (Madran, Özgönül 2005, 165).

2.6.1. Principles for the Preparation of Conservation (Development) Plans

The conservation, development and transfer to the next generations of protected areas specified according to the act, necessitate the preparation of a conservation plan. The aim of conservation (development) plan as put forward in the Cultural and Natural Assets Conservation Act is the 'conservation of cultural and natural assets in the direction of the principle of sustainability'. While preparing conservation (development) plan for the protected area, at first phase, the following should be observed:

Area studies comprising of archaeological, historical, natural, architectural, demographic, cultural, socio-economic, ownership and structuring data should be conducted, research and analysis on present maps in conformity with the section, silhouette, perspective, detection and examination checks, building identity information, inquiry forms etc. should be prepared,

Then on the already existing maps: plans at master and development plan scale should be prepared. These plans include, first of all, the strategies improving the social and economic well being of the households and work places in the conservation area by creating employment and other value-added methods. They also bring limitations to construction activities by determining the principles of usage and protection. Rehabilitation, renewal areas and projects, implementation stages and programs, open area systems, pedestrian circulation and vehicle transportation, design principles of infrastructure facilities, densities and parcel designs, local ownership, participatory area management models, matters related to implementation financing are also within the scope of these plans. Finally, the plans should bring forward the conformity between targets, facilities, strategies and planning decisions, approaches, plan notes and explanation reports (http://www.kulturturizm.gov.tr/kvm/files/KAIPmaliyet.doc).

2.6.2. Comprehensive Plan Characteristics of the Conservation (Development) Plans

Conservation (development) plan may also be defined as implementation (development) plan. It is based on detailed analysis and produces more detailed decisions. It is produced for a limited area (not for the whole city) taking decisions for the conservation and development of that particular area. In that particular plan, the aim of conservation is underlined and concentrates on one sector. Conservation (development) plan is not only a physical plan, but also carries the characteristics of comprehensive plan that should come out with legal, socio-economic, organizational solutions.

Conservation (development) plan can be characterized as comprehensive plan since it includes the preparation of 1/1000 scale implementation (development) plan aiming conservation. It is based on research and analysis for describing the place of conservation area within the region and understanding its socio-economic structure and corresponds to the 1/5000 scale master plan aiming conservation which depends on the 1/25.000 scale plan establishing connection with the entirety of the city.

2.6.3. Strategic Plan Characteristics of the Ulus Historical City Center Plan

The logic of conservation (development) planning in Turkey is more like that of comprehensive plans. As mentioned before, ‘comprehensiveness’ include not only the physical parts but also social and economic aspects of the life’ and it assumes that the ideal planner is capable of finding out the people’s needs and the planning agency has the authority and the autonomy to develop plans through rational analysis and implement them. It had the claim of total control. (Alexander 1986, 75).

Bearing the characteristics of a comprehensive plan, conservation (development) plan is not ‘active’, but rather carrying the features of a comprehensive plan, it is ‘passive’. Therefore, it is argued that the conservation (development) plans produced so far are not ‘strategic plans’

and they don't define the roles. They are not action oriented and participatory as the strategic plans.

However, as will be explained and discussed in detail in the next chapter, the Ulus plan prepared for conservation (development) of Ulus Historical City Center carries more of the characteristics of a 'strategic plan' especially by developing an alternative model. In general, Ulus plan does not only deals with the use of territory but also includes production of strategic decisions concerning physical environment, population and employment, housing, shopping areas, transportation, social services etc. It defines a problem area and puts forward alternatives in a more innovative way.

CHAPTER 3

ULUS HISTORICAL CITY CENTER PLANNING PROJECT

The discussion in this chapter aims to put forward the general features of the "Ulus Historical City Center Conservation and Improvement Plan" also known as "Ulus Historical City Center Plan" prepared for the conservation (development) of Ulus Historical City Center as part of an urban transformation process in Ankara and argues that with its specific characteristics the plan develops an alternative model and it resembles more of a strategic plan rather than a traditional conservation (development) plan.

3.1. Ankara: History of the City

Ankara is one of the oldest cities in central Anatolia. It has been constantly populated since its establishment except sporadic, short interruptions. From the first ages, Ankara was inhabited by many civilizations and was cradle to empires due to its fertile plains (Çubuk plain), closeness to water sources, defensive hills. It was also geographically well-situated being on the main transportation and communication routes connecting eastern and western parts of Anatolia (Yavuz, E., Uğurel, Ü. N., 1984). After centuries of neglect, however during the Ottoman Empire, it became the capital city of modern Turkey on October 13, 1923.

Ankara's imperial background also made it an important historical site. Today, most of its archaeological artefacts are located in and around Ulus area.

3.2. Ulus Losing Its Central Position as the Old City Center and Early Planning Projects for Ankara

Before Ankara became the capital city, a linear city center had been lying from the Castle to Ulus (of today). As it is understood from the various sources, one end of this linear city center had very different from another. At the one end, in front of the Castle, city's traditional production and commercial functions had been concentrated on the roads that surround Bedesten Khan and Kapalı Khan and open market places like Atpazarı, Koyunpazarı, Samanpazarı. On the other end, in Karaoğlan Bazaar and Taşhan, in other words in the today's Ulus, there was "relatively new" commercial center with the railway connection to İstanbul built in 1892. (Bademli 1987, 154)

Population of Ankara rapidly increased after it became the capital city of the Turkish Republic in 1923. Production, commercial and service functions were added to its new administrative role. With new structuring and planning, Ulus part of the old city center began to develop as the city center of Ankara.

After the failure of the implementation of plans that were prepared in 1924 for the old Ankara and for Yenişehir in 1925, a competition was organized for Ankara city plan. Herman Jansen, a German architect, won the competition concluded in 1928 (Tankut 2002, 4). According to Bademli (1987, 154), the function proposals embedded into the Jansen Plan approved in 1932, the structuring decisions and transportation network show that Ulus was considered as the city center and Jansen plan regarded Ulus as central business district of the city and Kızılay as district center. When the Jansen Plan was put into implementation in 1932, comprehensive planning in the development of cities was gradually being recognized (Günay 2005, 69).

İn 1950s, however, Kızılay entered into a different development phase than envisaged in the Jansen Plan, and became an important sub center with commercial and service functions for the upper income group. Increasing immigration, settlement of people with low income in and around Ulus negatively affected the settlement tendency of upper income group to the

north and decreased the attractiveness of Ulus. Kızılay's importance gradually increased. Rather than being a sub-center, as Bademli mentions (1987, 154), Kızılay started the show the features of a central business district.

In 1950s, Ankara reached the population of 300.000 that was envisaged for the year 1978 according to the Jansen Plan. In addition, this rapid increase in population numbers brought about uncontrollable physical developments rendering the plan prepared by Jansen out of use. An international competition for a new city plan for Ankara was organized and the plan prepared by Nihat Yücel-Raşit Uybadin was elected as the winner and approved in 1957 (Tankut 2002, 4).

With the Yücel-Ubaydin Plan, development of city center of Ankara was left to the market conditions. Presidency of the Republic, ministries, universities, embassies chose Yenişehir for settlement. As upper level income group and public investments moved to Yenişehir, Ulus started to loose its commercial liveliness and value. In the meantime, Kızılay's importance increased and it became the second central business district. As a result, a dual central structure one being modern and the other, more traditional appeared.

As Ulus has been loosing its importance and prestige, it started to be a center basically serving to lower income group and the rural area surrounding it. Around the center, transition zones appeared and its trade functions including some part of old city fabric, spreaded into periphery. Deteriorations appeared in the dwelling structures of transition zones; low quality constructions without any aesthetics started to appear in large quantities (Ankara Büyükşehir Belediyesi (ABB) 1993, 30). The residential area in old city centre turned into 'depression' area, unhealthy transformations came into being and social and physical characteristic of the area changed in a negative way.

While within the capital city of Turkey, Ulus historical city center has been degrading, architectural, cultural and social characteristics of historical city

centers in the world were conserved and regenerated with renewal, rehabilitation and reconstruction projects.

3.3. Planning Process of Ulus Historical City Center

Augmenting problems of Ulus Historical City Center, expansion of regeneration, renewal and rehabilitation projects in historical city centers in the world and availability of financial resources[3] encouraged Ankara Greater Municipality to develop projects and the idea of launching a competition for the Ulus Historical City Center emerged. Therefore, "Ulus Historical Center Planning Competition" was launched by the Ankara Greater Municipality in 1986 and "Ulus Historical Center Conservation and Improvement Plan" aiming the renewal, rehabilitation and reconstruction of Ulus Historical City Center came into being.

Contrary to many other city planning competitions, Bademli (1992, 128) sees the competition process for Ulus Project as a very rich professional experience in which different stages were experienced from competition project to implementation plans, from implementation plans to urban design projects, from urban design projects to architectural and engineering implementation projects: and the most important of all transition process from plan and projects to implementation level.

As its nature, formation and implementation process are concerned, "Ulus Historical Center Conservation and Improvement Plan" carries specific characteristics when compared to a standard conservation (development) plan. The section below aims to express the peculiarities that make Ulus Plan different from the other conservation plans that also give it characteristics of an action oriented plan.

[3] During the period of Motherland Party (ANAP) government in Turkey which came to power in 1983, in paralel to its liberal economic understanding, the financial resources of municipalities were increased and they were encouraged to become 'project developing municipalities' rather than 'status-quo municipalities' which means just dealing with ordinary daily works.

3.3.1. Ulus Historical City Center Planning Competition

The aim of the planning competition for Ulus Historical Center in 1986 was given as:

> "To develop Ulus historical center as a part of the urban environment by rehabilitating, conserving, renewing it without destroying the vernacular urban fabric and its traditional production patterns, and there from achieve an economically sound, living area" (United Nations Economic Commission for Europe, 16th session, 1).

The competition concluded in November 1986 and after evaluation of eleven projects by the jury according to a predetermined criteria,[4] the project of the group composed of professors from METU (METU Planning Team); Ömer H. Kıral, Abdi Güzer and Türkay Ateş under the chairmanship of Professor Raci Bademli was found successful because of its development strategy, level of research, system of transportation and the system of pedestrian connections (United Nations Economic Commission for Europe, 16th session). According to Günay (1990, 49) Ulus Plan was considered as the most successful one because it located Ulus in a particular place in the city and it gave it a direction for the restructuring with a transportation system around (Figure 1).

The task of preparation of 1/1000 scale implementation plan was given to the winner METU Planning Group. The head of the Group, Professor Raci Bademli decided to undertake this project as *döner sermaye* (pay-return) project in METU. At the end of one year negotiations with the Ankara Greater Municipality about the definition, pricing and contracting of professional services that would be realized in the direction of principles determined in competition, a protocol was signed between Ankara Greater Municipality and METU Planning Group for the preparation of research, assessment and implementation projects.[5] Planning works, based on the winning project,

[4] See 'Ulus Historical Center Planning Competition Jury Report,' 1986.
[5] Overall, approximately 15-16 different types of works and services including architectural, planning, conservative planning, industrial design and engineering consultant services were

started at the end of the 1987 as *döner sermaye* (pay-return) project in METU Architectural Faculty. Research, assessment, planning and project phases were conducted between in 1987-1989 and completed in less then two years.

The method of the project identification and estimation of the project costs was quite different than from the methods used in the planning practices of Turkey. The Greater Municipality of Ankara was expecting traditional and familiar methods that were used in the planning practices thus far, like planning islands, parcel structures, their usage, building islands and their construction area/ratio. However, in Ulus Project, an international structure was applied presenting a new perspective in the commissioning practice in Turkey (Bademli ve Kıral 1992, 135).

At the time of Ulus Historical Center Planning studies, the METU Group did not dissolve and with addition of new people, their number increased to 20. The working group was consisted of one main group and two sub groups; namely 'Urban Conservation' and 'Architectural' sub project groups.

Implementation of Ulus Historical Center Planning Project began after the approval of the Ulus Historical Center Conservation Improvement Plan (Urban Design Plan, Building Codes, Public-Private Project Packages Plan) by the decisions of *Ankara High Conservation Board for Cultural and Natural Assets* dated 10.11.1989 (issued 954) and Ankara Greater Municipality Assembly dated 15.01.1990 (issued 33).[6]

As an indication of Ulus Historical Center Planning Project bringing about the novelties of strategic planning, *"Ankara Historical Areas Conservation Unit (ATAK)"* was formed within the structure of the Greater Municipality of Ankara in 1989. This unit was, on the one hand, directing implementation of Ulus plan and providing technical coordination between the Ministry of Culture

noted. Then, the number of consultants and their working hours were calculated and the total cost of the project was estimated.

[6] Later, a regional plan revision was prepared and approved with the decision of Ankara Municipal Assembly dated 04.06.1990 (issued 236) and with the final decision of Ankara Conservation Board for Cultural and Natural Properties dated 25.02.1992 (issued 2237).

Ankara Conservation Board for Cultural and Natural Assets, General Directorate of Foundations, Altındağ District Municipality and the METU Planning Group, on the other (Bademli ve Kıral 1992, 128). It was also responsible of the execution of construction works at the worksite, expropriation studies and following trials.

Apart from the conservation unit, a planning framework was constructed by the contributions of inhabitants of Ulus, investors, individuals and institutions working in project preparation and implementation. Not only planners, architects, economists, sociologists, archaeologists, conservationists, industrial designers, engineers, but also owners of property, politicians, bureaucrats, journalists, solicitors, associations and artists are also involved in this planning process. That indicates the 'multiple actor involvement' in the plan which is also necessary for its successful implementation (Bademli ve Kıral 1992, 130).

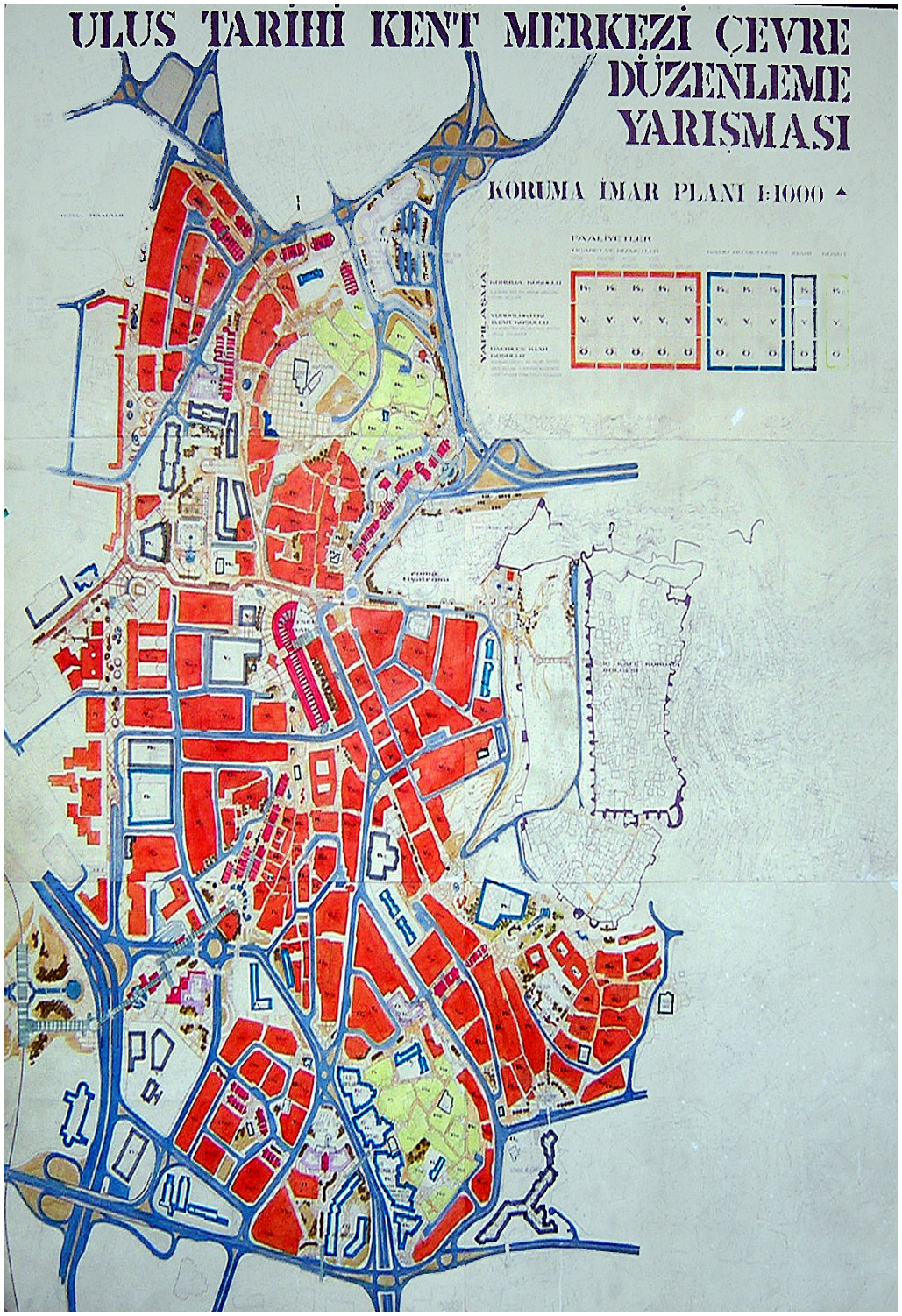


Figure 1: Competition Project of the METU Group (Source: Baykan Günay)

3.3.2. Main Characteristics of the Ulus Historical Center Planning Work

According to Bademli and Kıral (1992, 131) while preparing the Ulus Historical Center Conservation and Improvement Plan (here on Ulus Plan), the basic thoughts on the planners' minds were that:

> Ulus is not a homogeneous city part and some historical fabric has certainly to be conserved. Both when its usage and physical properties are concerned; the transformation of Ulus has resulted in its collapse (depression area). Therefore, the approach towards Ulus has to be a multi dimensional one and if there is going to be a plan; problems have to be well defined and certainly should be expressed in such a way that they are not as in the development plan.

In METU Group's study, first of all, problems of Ulus were defined and questions were asked. Ulus Historical City Center Planning project was considered as part of central Ankara problem and not being held in isolation either from its own vicinity or Ankara in its entirety. Starting with the questions such as: what is the destiny of Ulus in Ankara? What are the dominant urban transformation processes in Ulus? Why Ulus has to be planned? What are the values that should be conserved in Ankara? What are the opportunities Ulus presents? How can Ulus be restructured with these opportunities? Basic ideas directing studies were formulated.

Ulus plan has the characteristics of a "Main Plan" with its nature above the architectural project that are being handled on building scale with the regulations that should be done in parcels and with program areas, public-private project areas and project packages categories it defined (Erkal, Kıral, Günay 2005, 37). The main feature of this plan is its approach to conservation urban design and planning by emphasizing the "process management". Plan notes do not display the definite results of project implementation on Ulus Planning area. Rather, they demonstrate how and by which process the condition fundamentals, determined with Conservation and Improvement plans composed of the 1/1000 scale "Building Codes",

“Urban Design” and “Public and Private Project Packages” plans can be implemented. (Erkal, Kıral, Günay 2005, 38)

As Bademli expresses (1992, 130):

> The aim here is not to make discrimination between various professional service subjects and to highlight the differences but rather to connect different services, improve common features among them and to fill in the blanks. Construction of a common language among different specializations, creation of multi dimensionality and flexibility required by the planning process, avoidance from the negative aspects of the development planning are all investigated.

Therefore, a planning approach that had never been tried before was adopted at Ulus Historical City Center Planning work. Bademli (1992, 130) indicates that the planning approach here is different from the stereotyped, one dimensional, prohibiting and excluding development plans that are regarded as rigid. The aim here is not to get a plan but ‘planning’. Coming up with a project, reinterpretation of the area, finding the sub parts and creating projects according to these sub parts are all features of an interactive and dynamic planning understanding radically different than the classical development planning. In this approach, the planning process is open to negotiation and parts where intervention is possible have been determined beforehand (Günay 2005, 9).

3.3.3. Structure of the Central Business District and Ulus Plan Macroform Relations

Within the framework of Ulus planning work, the structure of central business district, development tendencies and macroform relations at metropolitan scale were assessed. Studies for the detection of threats and opportunities, construction of vision and mission, determination of strategies, methods of implementation were developed both in planning and implementation processes (Erkal, Kıral, Günay 2005, 34).

First of all, researches were made at 1/100.000, 1/50.000, 1/25.000 and 1/5000 scale. Günay, Erkal and Kıral (2005, 35) stated that macroform of Ulus plan was based on the 1/100.000 scale study determining the "Population and Employment Distribution and Development Direction of Central Business District between 1985-2015 in Ankara Metropolitan Area" and 1/50.000 scale study determining "Urban Structure Elements and Dual Character of Central Business District" (Figure 2, 3). Central Business District structure was handled at 1/25.000 and 1/5000 scales (Figure 4). In a sense, destiny of Ulus was stated with analysis, settings and assessments done at these scales.

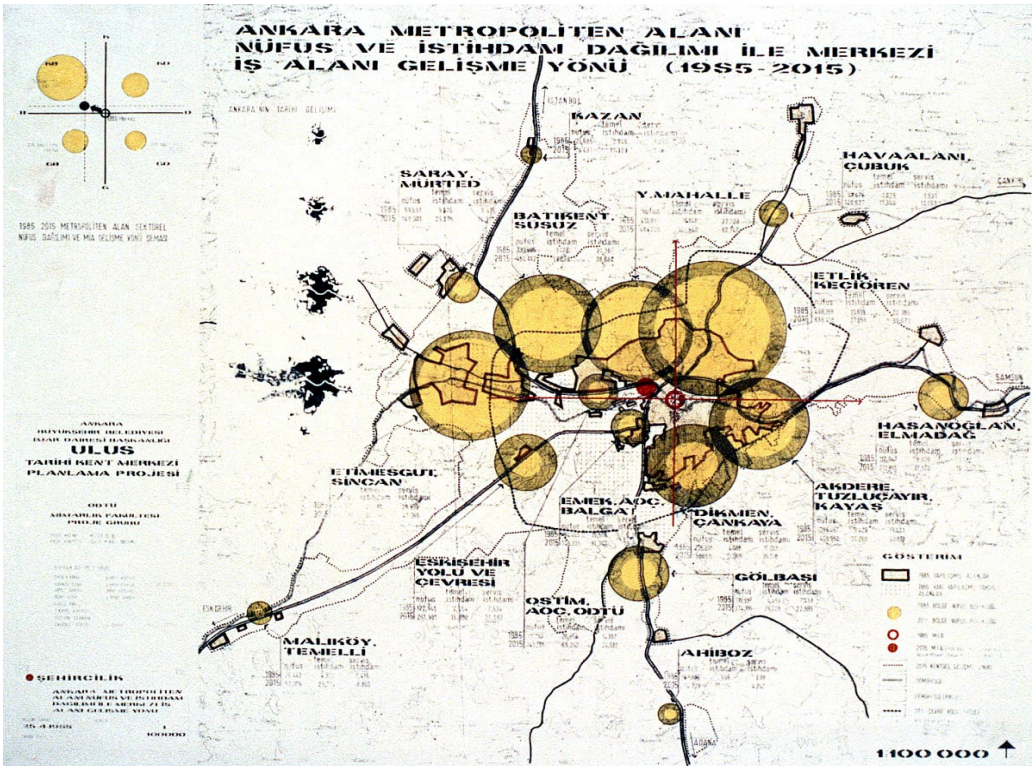


Figure 2: Population and Employment Distribution and Development Direction of Central Business District of Ankara Metropolitan Area (1985-2015) (1/100.000) (Source: Baykan Günay)

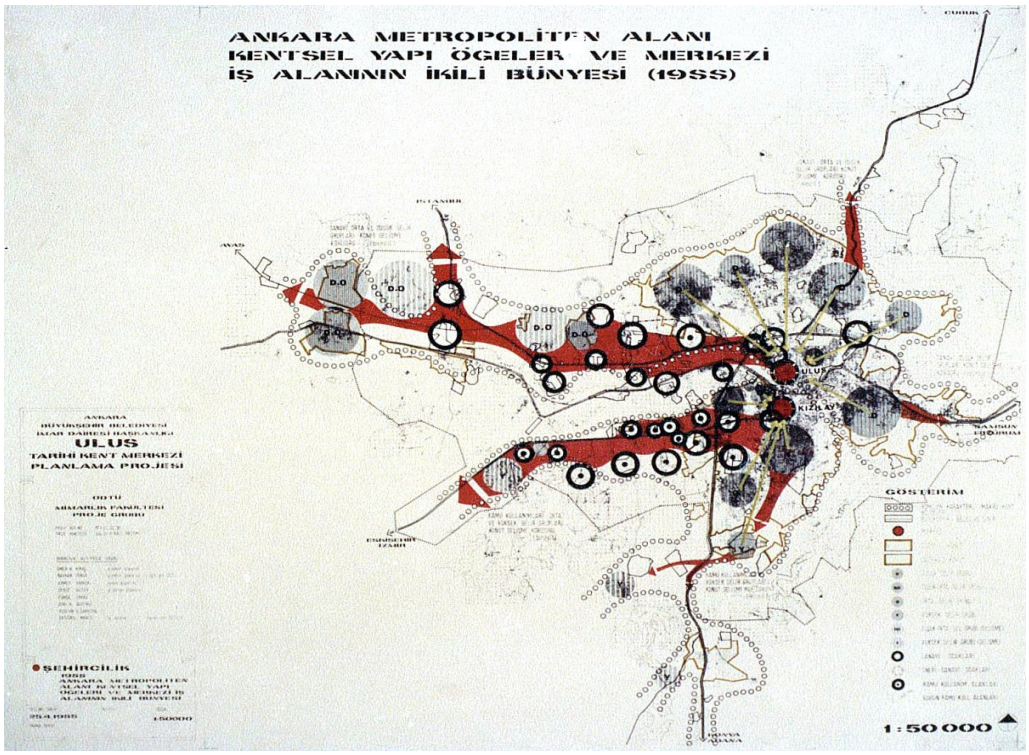


Figure 3: Urban Structure Elements and Dual Character of Central Business District (1988) (1/50.000) (Source: Baykan Günay)

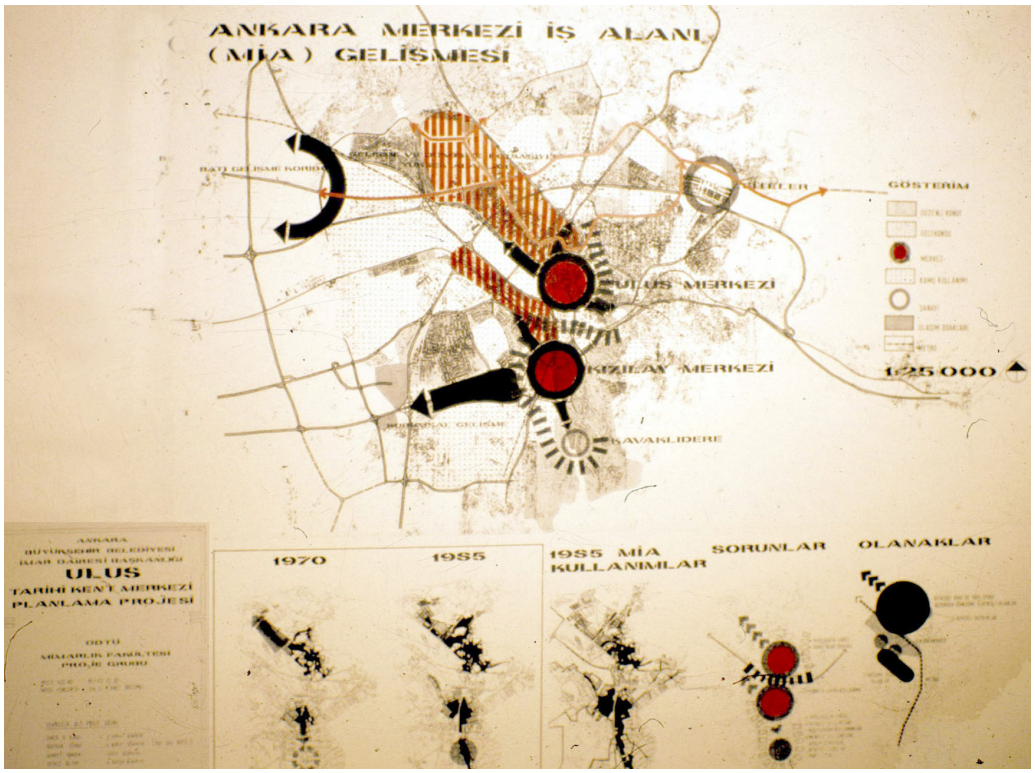


Figure 4: Central Business District (CBD) Development (1/25.000) (Source: Baykan Günay)

According to Ankara master plan of 1990 (Figure 5), the area between Ulus and Akköprü was proposed as Central Business District. In Ulus planning work it was estimated that population would reach to 4 million in 2000. As regards to projections, central business district, population and labour force would move towards northwest on Ulus-Akköprü axis rather than towards south on Kızılay-Çankaya axis. Then, it was assumed that the area between Ulus and Akköprü called Kazıkiçi Bostanları (İskitler area) should develop as Ankara's Metropolitan Business District and plans were made accordingly (Bademli ve Kıral, 1992, 130-131).

This development was assessed by the working group as a factor that would reduce the central development tendency on historical part of Ulus. Therefore, while Central Business District idea for Kazıkiçi Bostanları was being put into agenda as a planning decision, Ulus historical city center conservation strategies were determined in a balancing manner (Bademli ve Kıral 1992, 131). Therefore, the essence of this plan was balancing the support of metropolitan area development potential providing development and conservation of Ulus by spatial ideas (Bademli 1992, 21).

Figure 5: 1990 Ankara Master Plan (Source: Baykan Günay)

3.3.4. Analysis and Assessment Studies: Determination of Threats and Opportunities

Approximately 113 hectare “Ulus Historical City Center Planning Area” taken as a whole by upper level decisions was divided into 19 working zones and for each zone assessment, analysis and evaluation studies were made at the level of detail required by conservation/development planning (Figure 6) (Bademli, 1993, 86).

First, land-use for each zone was formulated and then the following characteristics and information for each zone were figured out:

- Natural data including heights, green areas, trees,

- Height of buildings, number of floors,

- Building conditions: at the construction stage, good (newly repaired), fair (requiring radical repair), buildings that might collapse and ruined buildings.

- Building characters: like monuments, registered buildings, Republican period buildings to be conserved, buildings to be conserved that have location, plan, material and component values, buildings that are compatible with the environment with their material and have to be rehabilitated, mass and location features, existing multi storey new buildings that do not require immediate intervention, buildings harmful to environment and/or poor quality, unhealthy, and block lines of which height and border would be conserved,

- Construction block character assessments: like conservation rehabilitation development and renewal areas, areas with new buildings subjected to facade revision, streets that should be conserved with their existing function, special project areas that presents potentials,

- Environmental values: like Monumental structures, registered buildings, street/steep sloppy street, square, facade and facade series that have to

be preserved, arranged open space, garden, courtyard, undefined open space, cul de sac, trees, vehicle entrance to the area, pedestrian entrance to the area, special upper storeys that enters into vista, triangle facade roof component that enters into vista, minaret, staircase, fountain, narrow street entrance, lower stone courtyard, garden barrier, courtyard entrance under building, vista points directed to city in the area, building groups and vista directed to streets,

- Ownership situation: such as municipality, foundation, with municipality portion, other public organizations,

- Transportation information: such as dolmuş lines, traffic direction, main vehicle entrance, main pedestrian entrance, open car park, pedestrian traffic, roadside carpark usage, buildings that have car park,

- Building transformation potential,

- Problems: like buildings inconsistent with the environment and/or poor quality buildings and building extensions, dense vehicle traffic intersection points, buildings that have functions inconsistent to environment, undefined outdoor places, facades inconsistent with environment, facades in need of revision, existing buildings that exceeds storey order, terrace added later and set back storeys,

- Potentials such as areas that presents potentials, building and building blocks to be assessed with the potential areas, construction blocks with transformation potentials, buildings to be evaluated for recreation, parcels owned by municipality/other public organizations and parcels with municipality portion, areas that ensures vista potentials with the topography, castle and castle entrances, odeon, pedestrian road connections (ABB, 1988).

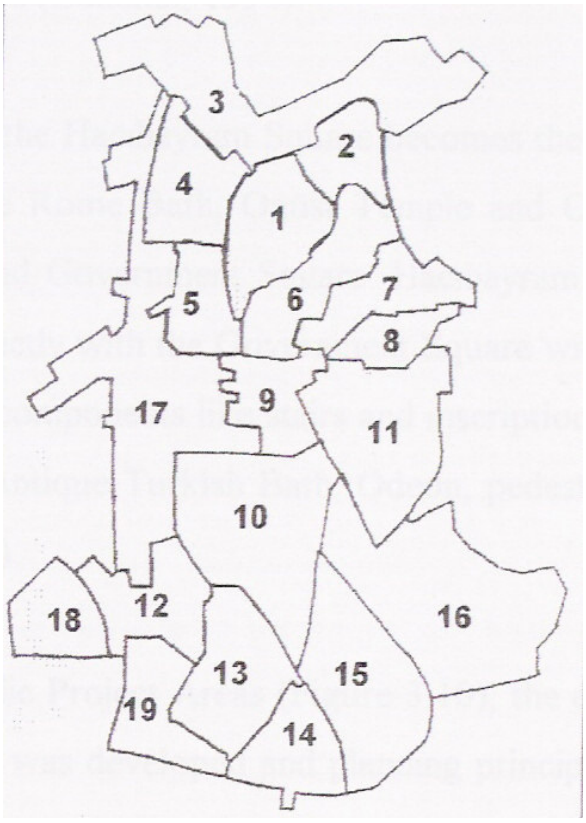


Figure 6: Planning Regions Ulus Historical Centre Planning Competition Area (Source: İ. Sinem Şiranlı Unpublished Master Thesis)

3.3.5. 1/5000 Scale Transportation System Model and 1/2000 Interim Plan

In the Ulus Plan, a model for 1/5000 scale transportation plan was prepared. In this model, decisions concerning the transportation issues such as pedestrian, one-way and traffic roads were brought about (Figure 7, 8).

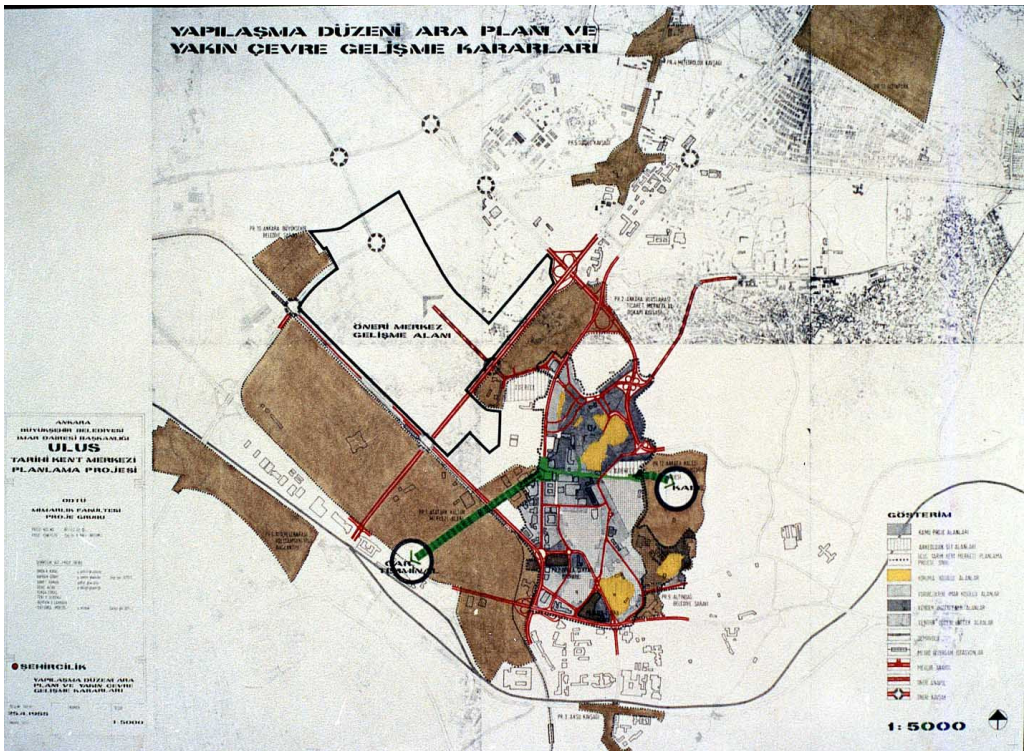


Figure 7: 1/5000 Transportation System Model (Source: Baykan Günay)

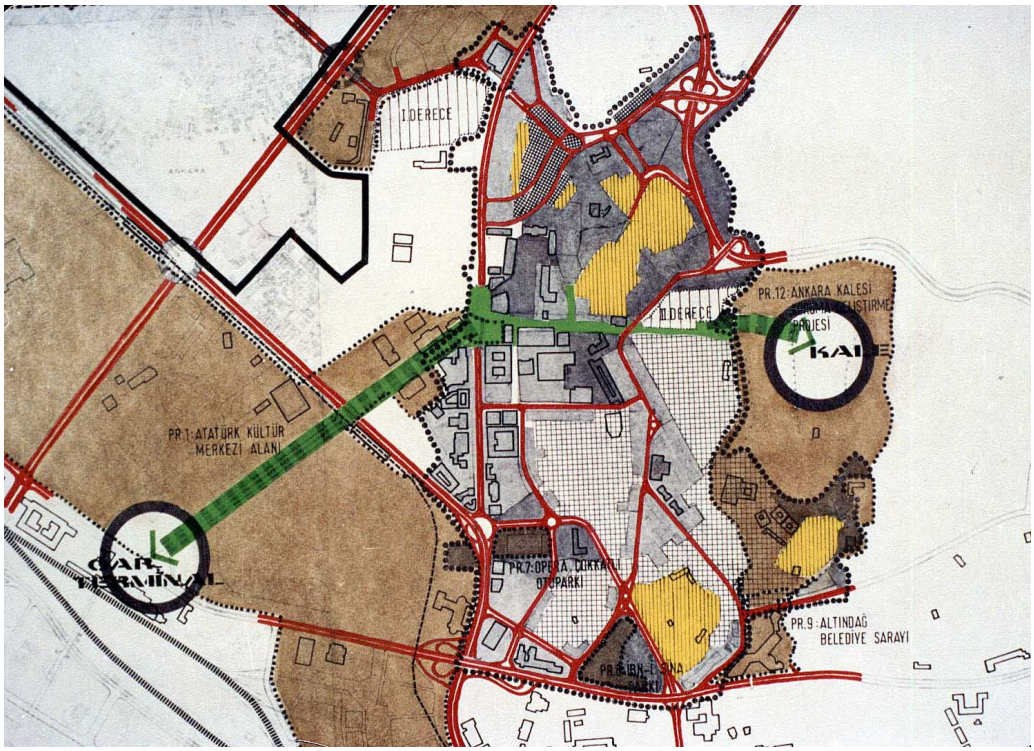


Figure 8: 1/5000 Transportation System Model (Source: Baykan Günay)

In the planning process, until the approval of Ulus Plan, 1/2000 scale detailed information maps and an interim plan were prepared in accordance with the public demands (Figure 9). This plan was not approved since it is an interim plan.

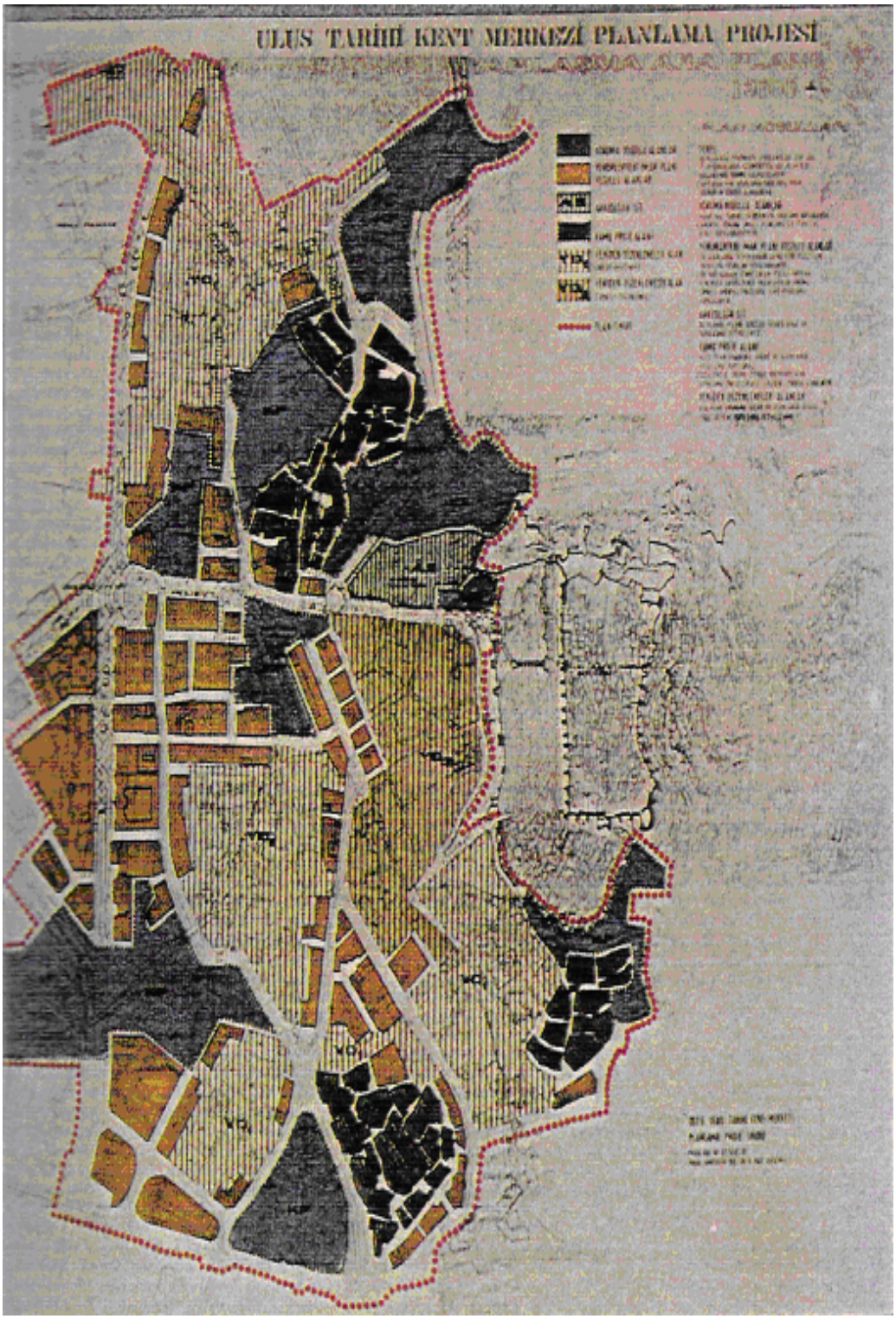


Figure 9: An Intermediate Plan 1/2000 (Source: İ. Sinem Şiranlı Unpublished Master Thesis)

3.3.6. Framework Plans at 1/1000 Scale

1/1000 scale “Ulus Historical City Center Conservation and Improvement Plan” was prepared with the unique planning understanding based on the administration of conservation, utilization, repair and structuring processes. Ulus Plan does not display accustomed conservation (development) planning (or spatial planning) approaches that adopt passive (yes-no) attitudes and determine long-term physical/spatial objectives, resulting situations, solutions or designs. Quite differently, it puts forward policies, fundamentals and strategies to be followed actively (including participation, negotiation and process management) (Erkal, Kıral, Günay 2005, 42).

Under the light of combined results reached by the evaluation of data obtained from the assessments, analyses and evaluations made for each zone and from the assessment of Ulus at 1/100.000, 1/50.000 and 1/5000 scales as a whole, three framework plans at 1/1000 scale were produced instead of one 1/1000 scale development plan (Bademli 1993, 86).

Although “Ulus Historical City Center Conservation and Improvement Plan” is an exceptionally detailed plan with 1/1000 scale aiming to bring solution to chronic planning problems of Ankara’s historical center declared as “Urban Protected area”, it is not an “implementation development plan” but has the characteristics of a master plan (framework plan) (Plan decisions, 1990).

According to Bademli (1992, 132), the first step in standard planning is the preparation of 1/5000 scale master plan. As its name indicates, master plan determines planning principles. Later, a 1/1000 scale plan is prepared as a definite development plan. However, in the present work, being rather different from a standard planning work, a 1/1000 scale plan was prepared and accepted as the principle plan i.e. a Master plan “framework plan”. This means, without producing ideas, services and environmental arrangements at a lower scale, implementation is not possible with reference to this plan (Master Plan at 1/1000 scale).

Basic variables to be controlled at a later stage were formulated in the plan. In the standard development plan there are five areas that require intervention. The initial intervention is about ownership. Therefore, in the Ulus plan first of all, principles of ownership arrangements were determined. Second, some limitations were brought to structuring and structuring principles. Following intervention was related to circulation and transportation issues. Fourth intervention was related to usage and the fifth intervention is about arrangement, aesthetics, etc. and infrastructure of outdoor spaces. In other words, each plan should contain these five layers (Bademli ve Kıral 1992, 132).

At the end, rather than preparing one standard map, it was decided to prepare three separate-interconnected maps. Building regulations, transportation and circulation system and detailed regulations on them, urban design and out door space arrangements were explained in the three maps. Infrastructure and ownership regulations were detailed in plan notes and also reflected into these three layers. These detailed and interconnected three framework plans produced at 1/1000 scale were Urban Design Plan, Building Codes Plan and Public and Private Project Packages Plan.

As Kıral (2005, 2) explains, rather than yielding the concrete results, Ulus Historical City Center Conservation and Improvement Plan, composed of these three plans at 1/1000 scale, puts forward the main principles of the process, timing and methods of its realization to reach the results.

Plan notes define plan-project steps until more detailed implementation plans were prepared. According to plan notes, “until 1/500 scale new development implementation plan” was made; the planning process was defined as follows:

a) Whatever its character and size, for each parcel concerned, first a ground plan was taken (çap almak) at 1/500 scale (1/200 scale when necessary). Later, “Environmental Assessment and Evaluation Studies” indicating structuring conditions of concerned parcel and contiguous parcel, overhang heights, road heights, heights of natural ground to that were

taken shape, existing facade and architectural features and landscape features etc. and 1/500 scale (1/200 scale when necessary) site plan proposal that indicates sitting of building that was thought of concerned parcel, overhang heights, facade order, material usage features, environmental arrangements, connections with the environment etc. will be prepared and applied to relevant municipality for prior permission: then architecture, engineering and landscape implementation projects that will be prepared according to the principles in "preliminary opinions" will be submitted to the Ankara Conservation Board for the approval then will be submitted for the construction permit

b) In order to preserve castle vista, it is fundamental that overhang height of buildings over two storeys, with natural ground height is 900.00 m or more, should not exceed 915.00 m.

c) The process defined here, without any exception, is valid for whole private and legal (including municipalities) persons (Plan Decisions, 1990).

For development parcels prepared according to the implementation plan, only preparation of architectural project is the case. However environmental dimension was also added at the plan-project process.

As the plan notes indicate, in Ulus planning area, ownership arrangement cannot be made at 1/1000 scale. Ground plan cannot also be issued. For each parcel (cadastral, development, unification parcels with the aim of conservation (CU), unification parcels with the aim of new structuring (Structuring/Unification-SU) and/or Public Project Areas (PPA) parcels determined in plan) preparation of sub planning/design (1/200 scale or 1/500 scale environmental arrangement, urban design) with conservation, rehabilitation or new building construction purposes, formulation and negotiation of alternatives are all requirements indicated in the plan. This rule is binding not only for individuals but also for public agencies and public institutions (Erkal, Kıral, Günay, 2005, 43).

First, sub scale (1/1000) and then 1/5000 scale studies were made. Instead of customary hierarchical scale studies between the highest and lowest implementation scales, flexible, dynamic feedbacks were preferred (Bademli ve Kıral 1992, 132). In addition, this work was executed with a feedback processing also between analyses; plan decisions and professions (Erkal, Kıral, Günay, 2005, 35).

As mentioned above, in Ulus Historical Centre Conservation and Improvement Plan, detailed and interconnected three framework plans were produced at 1/1000 scale. These were Urban Design Plan, Building Codes Plan and Public and Private Project Packages Plan which are discussed below in detail.

3.3.6.1. Urban Design Plan

Urban Design plan summarizes the urban designing principles envisaged for Ulus. Design approach based on the integrity of urban open spaces was composed. All open urban spaces in and around Ulus planning area were taken into account. A design setting/urban open space system including squares, pedestrian roads, terraces for panorama (bakı terası), axes, parks, carparks, transportation focal points, traffic roads and junctions, public transportation systems, urban icons, urban furniture, forestation in city, infrastructure and architectural elements were proposed. In addition, this plan also proposed several detailed urban design projects for the spatial system including revitalization and refurbishment. They were given as follows:

1. Ulus, government and Hacıbayram plazas are to be united, to search for the integration of secular and religious activities,

2. Roman Bath-Hacıbayram-Odeon axis would be regenerated for cultural continuity,

3. Ulus-Citadel axis would be rehabilitated,

4. Hergelen plazas (gateway to the old center) would be connected with citadel and old market via the old Jewish Quarters (Figure 10).

3.3.6.2. Building Codes Plan

With the Building Codes Framework Plan, structuring matters in Ulus area were put under certain rules based on parcel basis according to intervention principles within the context of proposed program areas. What would happen in each parcel and in each public area were regulated. In many cases combination of parcels was encouraged and development rights were provided for property owners (Figure 11).

Figure 10: 1/1000 scale Framework Plan: Urban design (Source: İ. Sinem Şiranlı Unpublished Master Thesis)

Figure 11: 1/1000 Scale Framework Plan: Building Code (Source: İ. Sinem Şıranlı Unpublished Master Thesis)

3.3.6.2.1. Program Area Discrimination in Building Codes Plan

As mentioned above, 1/1000 scale Ulus Historical City Center Conservation and Improvement Plan was prepared with the unique planning concept based on the administration of conservation, utilization, repair and structuring processes. Ulus Plan does not display accustomed conservation (development) planning (or spatial planning) approaches that adopt passive (yes-no) attitudes and determine long-term physical/spatial objectives, resulting situations, solutions or designs. Quite differently, it puts forward policies, fundamentals and strategies to be followed actively (including participation, negotiation and process management) (Erkal, Kıral, Günay 2005, 42).

Ulus Plan defines the rules and conditions of implementations by bringing 'Program Area' concept into planning. It divides Ulus into different program areas and presents proposals for them. These program areas are considered as "Action areas" indicating that the Ulus Plan is an action oriented strategic plan. In each program area, specific actions directed at ownership, structuring, usage and functionalization are defined.

These three separate program areas are;

- Conservation Program Area,

- Conservation Prioritized Improvement Program Area,

- Renewal Prioritized Improvement Program Area (Figure 12).

There are different conservation, utilization, repair and structuring attitudes for each program area and principles for each of them are determined. Definitions of ownership, usage and functionalization, structuring (buildings to be conserved, saturated and new), transportation/circulation/carpark, infrastructure, environmental arrangements/landscape/city furniture and project preparing/implementation process and the way that would be followed are provided in Ulus plan as planning principles and requirements.

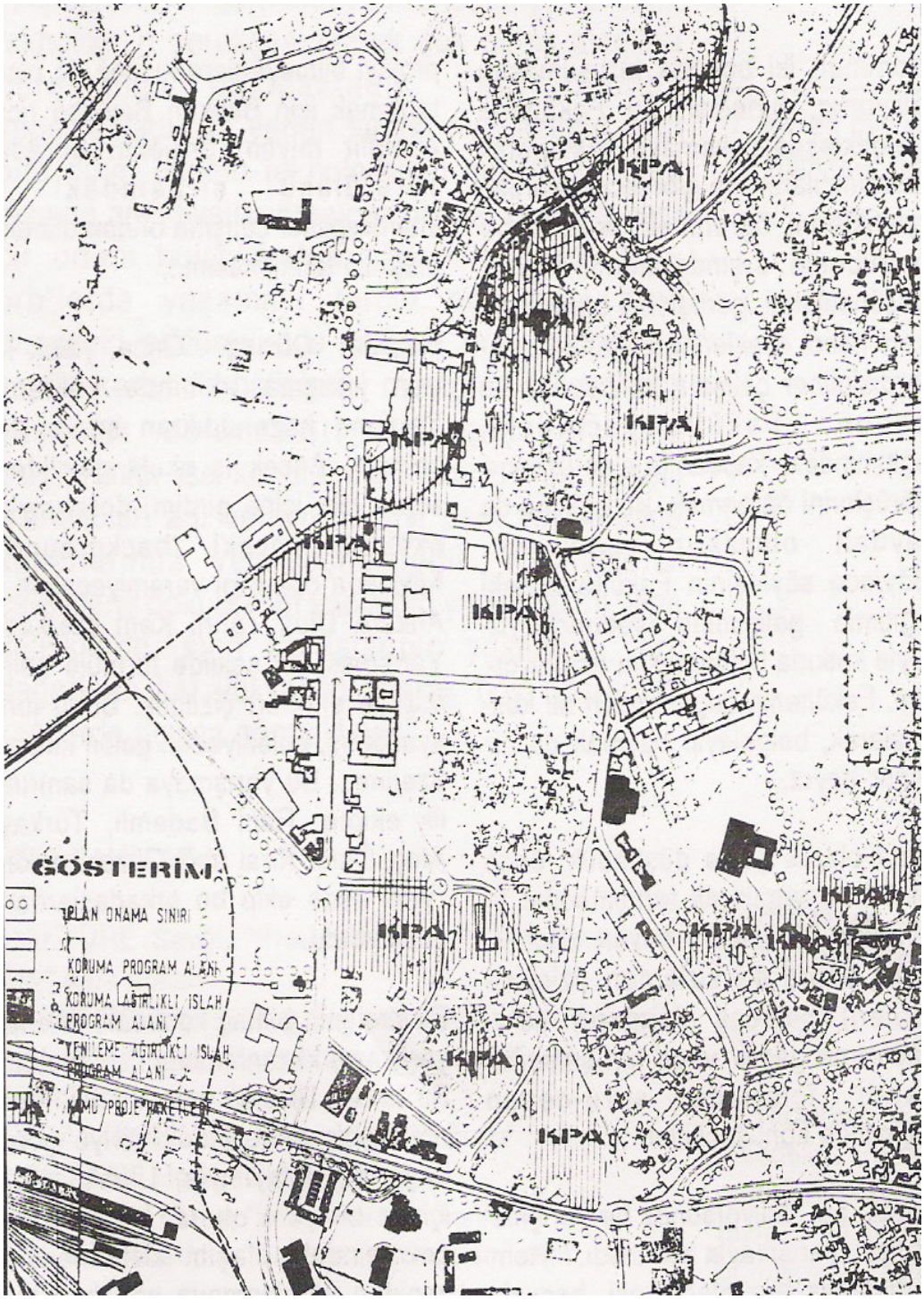


Figure 12: Ulus Historical City Center Program Areas (Source: City, Design and Planning of Cities, METU, Architectural Faculty Publications)

3.3.6.2.2. Ownership Defined in Program Areas

'Change of ownership order' is the fundamental principle of the Ulus plan. It formulates changing the ownership order and combination of divided, fragmented ownership. In the Plan, two types of ownership were described for program areas:

1. Public areas that do not have parcel number (roads, green areas, carparks and treasury areas allocated for utilization) and,

2. Property ownership that has parcel number (in other words private parcels belonging to private persons, cooperatives, firms etc. and public parcels belonging to public agencies and institutions)

Property parcels in Ulus plan was assessed in two main groups:

a) Singular parcels (private or public)

b) Combined parcels

Singular parcels in Ulus plan indicate parcels for which:

- Ownership arrangement was made, registered to the office and structured development parcels,

- Ownership arrangement was made, registered to the office, development parcels whose structures/fabric were formed according to cadastral order but not have construction

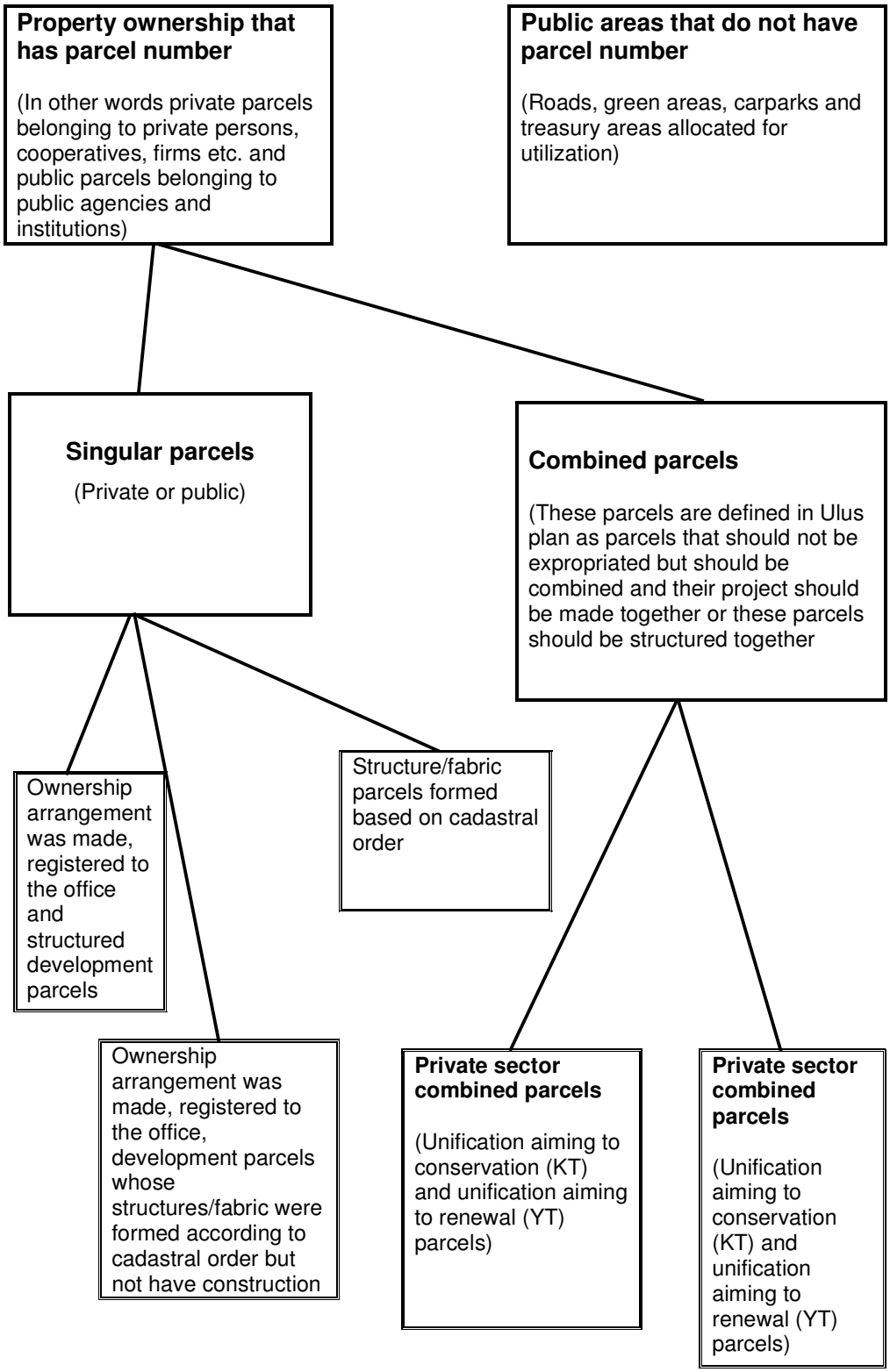
- Structure/fabric parcels formed according to cadastral order

Combined parcels are defined in Ulus plan as parcels that should not be expropriated but should be combined and their project should be made together or these parcels should be structured together. Two types of combined parcels are defined:

a) Private sector combined parcels (Unification aiming to conservation (Conservation/Unification-CU) and unification aiming to renewal (unification aiming to new structuring (Structuring/Unification-SU) parcels) and,

b) Public sector combined parcels (Public project (PP) parcels and Public Project Area Parcels (PPA); there are private and public areas in these parcels) (Bademli, 2001) (Table 1).

TABLE 1: OWNERSHIP DEFINED IN PROGRAM AREAS



3.3.6.2.3. Building Categories

Compared to the development plans that have been made so far, different building categories were defined in Ulus Plan. As an action oriented strategic plan, the plan also defines the usage and functionalization of each building.

The categories and intervention principles defined in three main headings are:

a) Buildings to be preserved: buildings that would be conserved (rehabilitated, restorated, renewed) according to plan,

b) Saturated buildings: buildings that would not be given new development right

c) New buildings: buildings that would be given new development rights

This categorization was specified in the plan decisions and characteristics of implementation for each parcel were determined. For each category, building intervention principles like: arcade, passage arrangement, chamfer, transition, courtyard facade arrangement, development condition investigation, storey reducing condition, storey distinction and back damping clearance arrangement, expansion in basement and ground floor, additional floor, or additional unit etc. were indicated in the plan. Separate and particular implementation intervention types were described in detail.

Categories and implementation principles defined under the "**Buildings to be Conserved"** heading are as follows:

- Registered building (registered by Ministry of Culture),

- Building that will be conserved according to plan, (even though this building is to be demolished with the decision of conservation board replacement building will not exceed existing building area and number of storeys),

- Additional storey possibility of building under conservation according to the plan,

- Facade arrangement in building to be preserved,

- Parcels to be unified or expropriated with the aim of conservation in conservation program areas.

Different Categories and Intervention Principles Defined under the 'Saturated Building' heading include:

- Saturated building,

- Existing total number of storeys in saturated buildings (including ground floor and roof),

- Saturated buildings of which storeys will be reduced,

- Saturated buildings of which development right will be investigated,

- Facade arrangements in saturated buildings consistent with the environment,

- Facade line that will be conserved in saturated building,

- Arcade and passage arrangements in saturated buildings,

- Storey distinction and dumping clearance in saturated buildings

Specified Categories and New Building Intervention Principles are as follows:

- New building (including already existing ones to be conserved and/or attachments to saturated building in a parcel)

- Maximum number of storey of the new building (consistency with surrounding overhang height, architectural character etc. is the standard, including ground floor- roof)

- Parcels to be unified (transformation from small parcels to big parcels) or expropriated for a new construction. Existing parcels, i.e. development plan parcels in 1957, consist of 300-500 m² parcels. In the following periods, after Jansen, these parcels had some changes at the planning phase. Cadastral parcels were divided into shares with Jansen plan; later with Uybadin plan, these parcels were again divided into shares. As a result, there are small parcels with many shares. Expanding of these shares is in question (Bademli ve Kıral 1992, 137).

- Providing carpark for unified or expropriated new building parcel,

- Old facade line conserved in the new building,

- Facade line proposed in the new building,

- Arcade and passage arrangements in the new building,

- Storey distinction and dumping clearance in the new building.

As mentioned before, Ulus Plan defines the rules and conditions of implementations by bringing Program Area concept into planning. It divides Ulus into different program areas and presents proposals for them. These three separate program areas are; Conservation Program Area, Conservation Prioritized Improvement Program Area, Renewal Prioritized Improvement Program Area.

In the action oriented Ulus Plan, there are different conservation, utilization, repair and structuring attitudes for each program area and principles for each of them are determined. Definitions of ownership, usage and functionalization, structuring (buildings to be conserved, saturated and new), transportation/circulation/carpark, infrastructure, environmental arrangements/landscape/city furniture and project preparing/implementation process and the way that would be followed are also provided in Ulus plan as planning principles and requirements. Planning principles and conditions, ways and processes (actions) to be followed for Program Areas in Ulus Plan have been described as follows:

3.3.6.2.4. Conservation Program Area

According to **ownership** principles declared for *Conservation Program Area* in the Plan: cadastral ownership is fundamental for the implementation in this area, parcelling out/dividing land into lots (*ifraz*) is not permitted. In other words division of the islands as “one block one parcel” is against the provisions of Ulus plan. Case by case applications for “Conservation/rehabilitation” and “transformation of functions” cannot be done in parcels proposed for “unification”. If an agreement envisaged by unification cannot be reached among owners of these types of parcels, expropriation can be put into effect.

According to **Structuring** basis defined for Conservation Program Area in the plan, existing average floor area ratios (index) (TAKS) and storey area ratio (index) (KAKS) are accepted as upper boundary. Whatever the size and character of the parcel is, this boundary should not be exceeded. With the direction of necessary assessment and evaluation, with the purpose of “returning to its original form” or “rehabilitation“, utmost care is given to descend under existing precedents (Plan notes, 1990).

Intervention principles for the buildings within this area were determined as follows:

Registered or not “Buildings to be Conserved” should be rehabilitated according to “relief-restoration” projects. These buildings cannot be demolished with any reason. “Saturated buildings” are the ones that should be rehabilitated and/or made compatible with environment. Interventions to saturated buildings are determined according to detailed project studies. “New buildings” defined within this program area display new structuring opportunities compatible with environment. Definite locations, heights and architectural features of these buildings are determined with detailed project studies.

Similarly, according to structuring principles in the program area, it is imperative not to exceed the overhang height of buildings to be conserved in

each parcel and those in neighbouring parcels. It is also compulsory to bring proposals compatible with the generalities found out by the studies of roof, plan and facade features of buildings to be conserved at “relief-restitution”, “relief-restoration” and “new structuring compatible with environment”.

Functionality (functionalization) principles described for conservation program area in the plan are as follows:

- Housing (lodgement, house for rent to be operated by public),
- Service (functions of public sector with administration, health and culture/tourism purposes),
- Commerce (bed and breakfast, small hotel, restaurant, coffee-house, tourist objects selling, crafts compatible to environment etc.).

In addition to that, it is indicated in the plan that new dwelling/service and commercial functions would be the case for the unified and expropriated parcels in this program area and new function transformations (excluding bed and breakfasts) would not be permitted except these parcels.

According to intervention principles described for the **transportation, circulation and carpark**; non existence of arteries open to vehicle traffic and carparks and forming of pedestrian based transportation channels that will give possibility to controlled vehicle traffic and service when required were the main principles in this program area. In this context, in detailed environmental arrangement projects to be prepared for the common usage areas apart from the parcels: unpaved and parquet stones paved road system will be developed.

According to **infrastructure** interventions described in the plan: rehabilitation of technical infrastructure like water, drainage, electricity and communication and completing the social infrastructure like school, nursery, health cabin, etc. were compulsory. The work to be conducted in this field should be considered and programmed in coordination with the detailed environmental

arrangement project prepared for the common usage areas outside of the parcels.

According to intervention principles described for the **environmental arrangements/landscape/city furniture,** A detailed "Environmental Arrangement Project" should be prepared for the common usage areas that are apart from the program area parcels. Without it, any change for urban furniture and landscape cannot be made.

Intervention principles described for the **project preparing/implementation** area are as follows:

Before the approval of this plan, apart from the parcels that were already decided by Ankara Conservation Board for Cultural and Natural Assets, whatever the feature and size, for each parcel, 1/200 "Conservation Rehabilitation Environmental Assessment and Evaluation" studies and 1/200 scale "Conservation Rehabilitation Site Plan Proposal" would be prepared and then applied to relevant municipality for prior permission. Restitution, engineering and landscape implementation projects that would be prepared according to principles defined in prior permission would have been submitted to municipality for construction permission only after the approval of Ankara Conservation Board Restoration.

At the prior permission stage, whatever the feature and size of each parcel in which conservation and rehabilitation operations would be made, during and/or at the end of operation stage, temporary and/or permanent precautions and report that summarizes the organization and finance models for the inhabitants and shops that should be moved from their place, would be submitted as attachment to the 1/200 scale studies.

3.3.6.2.5. Conservation Prioritized Improvement Program Area

According to **ownership** principles declared for Conservation Prioritized (Emphasized) Improvement Program Area, old development parcels are taken as the basis.

According to **Structuring** basis, structures that had already taken place according to 1/5000 scale Region Floor Master Plan and Ankara Development Regulations, which were repealed with the introduction of the new plan, do not form a precedent for the new structuring that was proposed in this plan.

“New Buildings” that were described in this program area display the new structuring opportunities in conformity with the environment. Conditions for new structuring on old development parcels and on unified old development parcels have been described in the plan and overhang heights would be in accordance and compatible with the neighbouring buildings. According to the plan “Saturated Buildings” that should be rehabilitated and/or be made compatible with the environment cannot exceed the existing number of floors. All kind of interventions to be made to the saturated buildings (including correction of implementations that were realized exceeding legal rights) is determined with detailed project studies. Saturated buildings whose files would be investigated were also indicated in plan. Whether registered or not, rehabilitation of the “Buildings to be Conserved” should be done according to the relief-restoration project framework. The buildings on which additional storey and/or extensions would be constructed are also separately marked in the plan. Concerned buildings might be demolished when related Conservation Board considered as convenient.

According to structuring basis in this program area, storey heights that were marked in the plan are taken as the rule. Ground floor and roof floor were involved to the number of floors determined with reference to road height. Coming up with proposals according to the common rule determined by the studies architectural features of buildings to be conserved at “relief-restoration” and “new structuring compatible with the environment” studies

are essential. In addition, according to the new building principles, in order to preserve castle vista, overhang height of buildings over two storeys of which natural ground height is 900.00 m or more should not exceed 915.00 m.

According to **functionality (functionalization)** principles, this program area is open to all central business district functions except production and storage services that cause disturbance for the environment. Encouragement of public functions like administration, health, culture/tourism and usages like boarding house, hotel, and restaurant ext. are the principle. According to functionality (functionalization) principle, new housing, service and commercial functions for unified and/or expropriated parcels in this program area are indicated with detailed projects.

According to intervention principles for the **transportation, circulation and car park** to be constructed in this program area, regularization of traffic except the main arteries that would provide some relief for the pedestrians were being proposed. Vehicle and pedestrian traffic systems as a whole would be detailed within the framework of “Environmental Arrangement Project” that will be prepared for this program area. Apart from main vehicle arteries “Ulus Central Controlled Traffic Road System” was proposed for this area. This road system also would also be detailed within the framework of environmental arrangement project mentioned above.

According to **infrastructure** interventions described in the plan notes: rehabilitation of technical infrastructure such as water, drainage, electricity and communication and completing the social infrastructure like school, nursery, health cabin, etc. were the main principle. Works to be done in this field should be considered in connection with a detailed environmental arrangement project prepared for the common usage areas that are out of the parcels.

According to intervention principles described for the **environmental arrangements, landscape and city furniture,** a detailed “Environmental Arrangement Project” should be prepared for the common usage areas that

are apart from the program area parcels and public projects areas. Without it changes for urban furniture and landscape cannot be made.

Intervention principles for the **project preparing/implementation** processes described in this program area, the process indicated in the plan notes is taken as basis.

3.3.6.2.6. Renewal Prioritized Improvement Program Area

According to **ownership** principles declared for Renewal Prioritized Improvement Program Area, unification of old development parcels are the main principle.

According to **Structuring** basis, structures that had already taken place according to 1/5000 scale Region Floor Master Plan and Ankara Development Regulations, which were repealed with the introduction of the new plan, do not form a precedent for the new structuring that was proposed in this plan.

“New buildings” that were described in this program area display the new structuring opportunities in conformity with the environment. Conditions for new structuring on old development parcels and on unified old development parcels have been described in the plan. In new buildings on unified old development parcels, building car park, plaza and arcade on the ground and chamfer in corner buildings were the principle. Definite locations, heights and architectural opportunities of new buildings compatible with their environment were determined with detailed project studies. According to plan, overhang heights will be identical and in harmony with the neighbouring buildings.

According to the plan “Saturated Buildings” that should be rehabilitated and/or be made compatible with the environment cannot exceed the existing number of floors. All kind of interventions to be made to the saturated buildings (including correction of implementations that were realized exceeding legal rights) is determined with detailed project studies. Saturated buildings whose files would be investigated were also indicated in plan.

Whether registered or not, rehabilitation of the “Buildings to be Conserved” should be done according to the relief-restoration project framework. The buildings on which additional storey and/or extensions would be constructed are also separately marked in the plan. Concerned buildings might be demolished when related Conservation Board considered as convenient.

According to structuring basis in this program area, storey heights that were marked in the plan are taken as the rule. Ground floor and roof floor were involved to the number of floors determined with reference to road height.

Coming up with proposals according to the common rule determined by the studies architectural features of buildings to be conserved at “relief-restoration” and “new structuring compatible with the environment” studies are essential.

Again also for this programme, **functionality (functionalization)** principles were determined; this program area is open to all central business district functions except production and storage services that cause disturbance for the environment. Encouragement of public functions like administration, health, culture/tourism and usages like boarding house, hotel, and restaurant ext. are the principle. According to functionality (functionalization) principle, new housing, service and commercial functions for unified and/or expropriated parcels in this program area are indicated with detailed projects.

According to intervention principles for the **transportation, circulation and car park** to be constructed in this program area, apart from main vehicle arteries “Ulus Central Controlled Traffic Road System” were proposed for this area. This road system would be detailed within the framework of “environmental arrangement project that was prepared for this program area.

According to **infrastructure** interventions described in the plan notes: rehabilitation of technical infrastructure such as water, drainage, electricity and communication and completing the social infrastructure like school, nursery, health cabin, etc. were the main principle. Works to be done in this field should be considered in connection with a detailed environmental

arrangement project prepared for the common usage areas that are out of the parcels.

According to intervention principles described for the **environmental arrangements, landscape and city furniture,** a detailed “Environmental Arrangement Project” should be prepared for the common usage areas that are apart from the program area parcels and public projects areas. Without it changes for urban furniture and landscape cannot be made.

Intervention principles for the **project preparing/implementation** processes described in this program area, the process indicated in the plan notes is taken as basis (Plan notes, 1990)

3. 3.6.3. Public-Private Project Packages Plan

Third framework plan, Public-Private Project Packages Plan separates the projects that may be handled by itself in Ulus area into private and public project packages. This is done so by assessing the each project within itself according to the aim, size and financial availability, organizational structure, complexity and implementation difficulties criteria. It establishes connections between plan and project implementation (Bademli ve Ülkenli 1992, 58) (Figure 13).

1/500, 1/200, 1/100, 1/50 scale studies for public and private project packages progressed by revisions and developments before, during and afterwards of 1/1000 and 1/5000 scale project studies (Erkal, Kıral ve Günay 2005, 35). For those project areas, functions and actions for the preparation of projects were defined before hand in plan notes.

3.3.6.3.1. Public-Private Project Packages in the Public-Private Project Plan

- Public Project Areas (PPA),
- Public Projects (PP),
- Unification/Expropriation Parcels with the Aim of Conservation (CU)
- Unification/Expropriation Parcels with the Aim of New Structuring (SU)

3.3.6.3.1.1. Public Project Areas (PPA):

In general, publicly owned areas (expropriated if it was private) are defined as Project Packages including functional regulations, structuring and outdoor space regulations with the aim of providing the city a new image, restructuring of the city and maximization of public benefit.

Those areas are the strategic areas where priority is given for the improvement of the center. Within the plan, Public Project Area Concept was described and 12 different projects were defined.

3.3.6.3.1.2. Public Projects: (PP)

Publicly owned or expropriated areas, within the restructuring process of the center, are strategically important project areas with a high regeneration potential. With the proposed transformations, the aim is the reutilization of these areas and therefore, maximization of public rights.

3.3.6.3.1.3. Unification/Expropriation Parcels/Projects with the Aim of Conservation (Conservation/Unification-CU)

In these strategically important areas with regards to conservation, state will have a directing role through unification or the objectives indicated in the plan will directly be realized by expropriation.

Ulus Plan defined certain parcels to be considered together and marked them as “Unification parcels with the aim of Conservation” with the purpose of not only balancing the burden of conservation and benefits of restructuring, and forming inner courtyards in order to make the construction blocks as “khan” (encouragement of repairing and harmonious structuring by increasing commercial facades of buildings instead of replicating the previous ones) in the areas where commercial usages are dense but also for providing coordination in conservation/repair/new structuring activities with technical reasons (Bademli, 2001).

3.3.6.3.1.4. Unification/Expropriation Parcels with the Aim of New Structuring (Structuring/Unification-SU):

In these areas, in the restructuring process of center, instead of old parcels which lost their rationality, larger parcels compatible with the center concept were offered for the realization of outdoor spaces, functional transformations, carpark and pedestrian circulation areas.

For this reason method of unification of old parcels was chosen. State will have a directing role or the objectives indicated in the plan will directly be realized by expropriation (Plan notes, ABB).

For these areas, in the process of preparation of some private project packages, detailed project studies should be done according to the conditions set forth in the Ulus Historical Center Conservation and Improvement Plan. In addition, each project should be based on the feasibility studies that include comprehensive legal-administrative organizational and financial model (Bademli ve Kıral 1992, 137).

Ulus Historical Center Conservation and Improvement Plan describe the project formation process in implementation phase and functional character of each project area. The Plan prepared for Ulus is not a completed project but open to development and flexible enough to determine the general features of implementation and project making principles within the process of implementation.

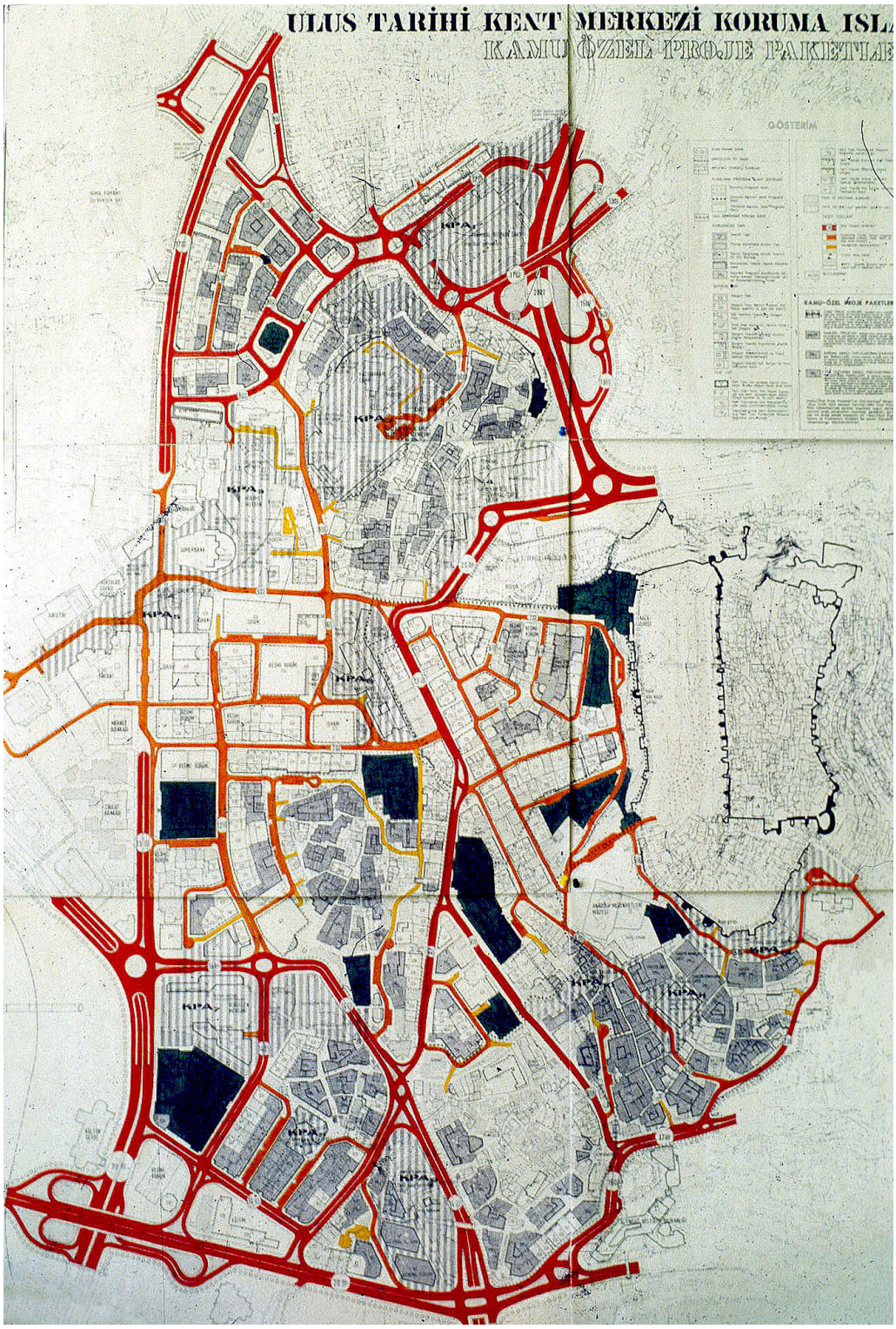


Figure 13: 1/1000 Scale Framework Plan: Public Project Areas (Source: Baykan Günay)

CHAPTER 4

SELECTED CASE IMPLEMENTATION IN ULUS HISTORICAL CENTER CONSERVATION AND IMPROVEMENT PLAN

4.1. Hacıbayram Veli Mosque Public Project Area (PPA-2)

In early years of Ankara as the capital city of the Turkish Republic, in 1928, German architect Herman Jansen designed the surrounding area of Hacıbayram Veli Mosque as a triangle shaped square. However, Jansen's design had never been put into effect and in following planning and implementation studies, the area in front of the mosque was expanded in an undefined form ending up as a car park (Bademli 1993, 89).

Environmental renewal of Hacıbayram Veli Mosque and its surroundings was handled with the "Conservation Law for Cultural and Natural Assets" in 1983 (issued 2683). Although plans were prepared and approved, implementation was limited to part of it and could not be completed.

Later on, Hacıbayram Veli Mosque and its environs came into agenda with the Ulus Historical Center Planning competition of Ankara Greater Municipality in 1986. The arrangement of the rectangular square in front of the Mosque and August Temple including the area used as car park and dolmuş stop and the area that covers the road surrounding Hacıbayram Veli Mosque and the wall was included in the competition within the framework of "Buildings and Building Groups for Environmental Renewal" (Project Competition on Ulus Historical Center 1986).

Proposed project area as a religious, historical, cultural, tourist sub center for Ankara has an undisputable structural value and this brings about a social

and physical complexity besides the richness stemming from the togetherness of these values. Unfortunately, deterioration of unique historical fabric, new structuring incompatible with the environment either as a result of illegal acts or with various development actions, ownership problems, increasing density of commercial functions, pressures of environmental problems on the area (car park problems ext.) all add to that social and physical complexity and chaos and turns the area into a slum area (Bademli 1992, 25).

In fact, Hacıbayram Veli Mosque and its environs is an important cultural focus of Ankara with religious purposes (worshipping, funerals, visits before pilgrimage, shrine visits) and tourist visits (August Temple and archaeological area). In sum, it is the window of the city (Bademli 1992, 25).

4.1.1. Preparation of the Project

As mentioned in detail in the previous chapter, METU Planning Group won the Ulus Historical Centre Competition and produced three framework plans at 1/1000 scale under the heading of Ulus Historical Center Conservation and Improvement Plan: Urban Design Plan, Building Codes Plan and Public and Private Project Packages Plan. “Hacıbayram Veli Mosque Environmental Renewal Project” is one of the public project areas declared in 1/1000 scale Public and Private Project Packages plan. In fact, it is considered as the most important project of the twelve strategic “Public Project Area” interventions envisaged in 113 hectare “Ulus Historical Center Planning Area” (Bademli ve Ülkenli 1992, 58). All plans and assessments made for Hacıbayram Public Project Area also have this priority treatment.

The winner METU Group rehandled the “Hacıbayram Veli Mosque Environmental Renewal Project” proposal prepared for the Ulus competition, by taking into account the critiques of the jury and program of the Greater Municipality proposed for the area and came up with a design integrated with 1/1000 scale Ulus Historical Center framework plans prepared in 1989. METU Planning Group also prepared the structural plan and sketches and projects at 1/200 scale. (Figure 14, 15, 16)

With the change of municipal administration, a new framework revised in conformity with the new program was prepared (Bademli 1993, 88). With the approval of 1/1000 scale Ulus Historical Center Conservation and Improvement Plan', Hacıbayram Veli Mosque Environmental Renewal Project was also officially confirmed. The project was chosen for implementation as a result of a decision by Prof. Bademli, Head of Planning Department of the Greater Municipality and leader of the METU Planning Group. Güzer argues that the particular project was easy to be evaluated compared to other packages in terms of its budget and physical relationships. Since there had already been a current square design and Hacıbayram Park project for the area, ownership problem was partly solved by the previous municipal administration through expropriation (Güzer in Şiranlı 1999, 53).

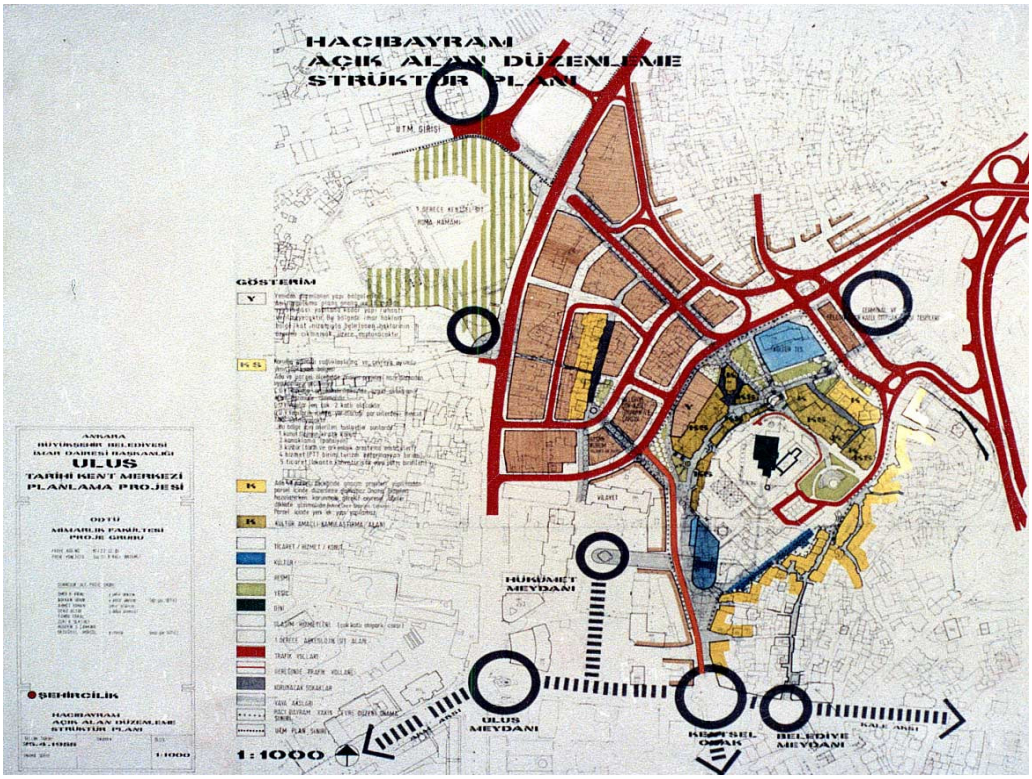


Figure 14: Hacıbayram Open Space Renewal Structure Plan (Source: Funda Erkal)

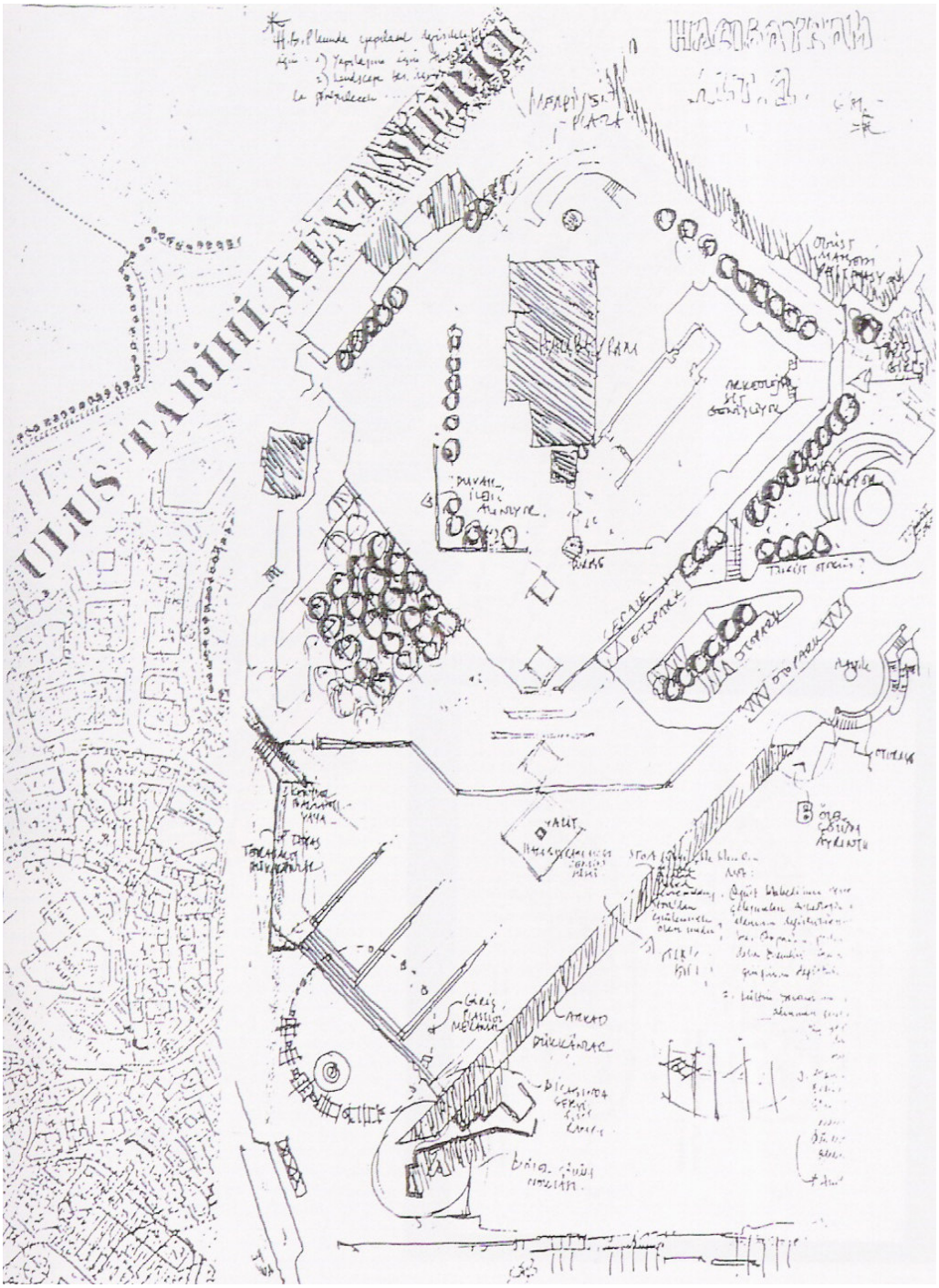


Figure 15: Sketches for Hacıbayram Square (Source: İ. Sinem Şiranli, Unpublished Master Thesis)

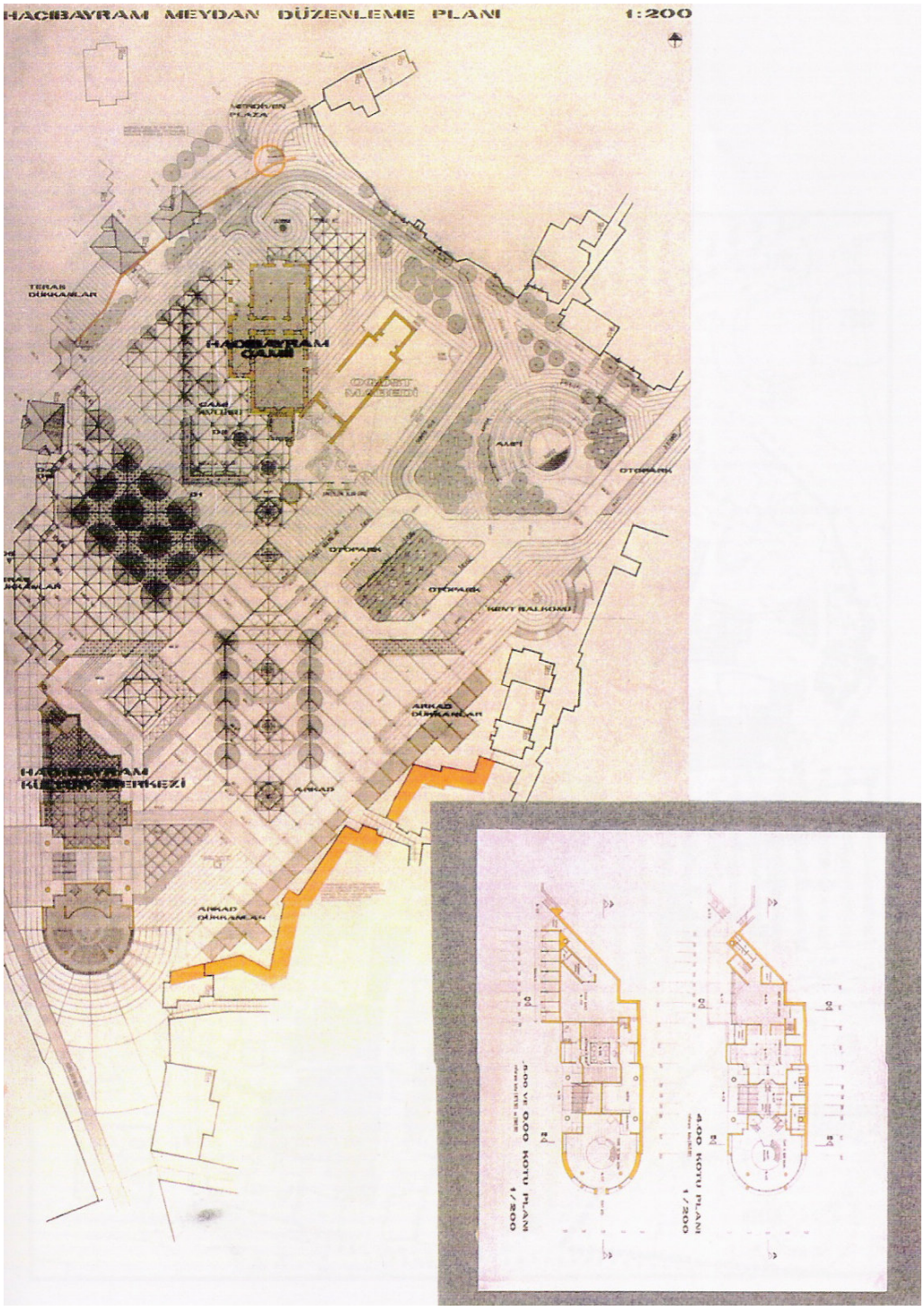


Figure 16: 1/200 Scaled Hacıbayram Veli Mosque Environmental Renewal Project (1989) (Source: İ. Sinem Şiranli, Unpublished Master Thesis)

4.1.2. Main Targets of the Project:

Priority aim of the project was to transform the urban complexity to richness, return the Hacıbayram area into cultural focus of the city according to the standards of a capital city. With this purpose in mind, the following are targeted:

- Rehabilitation of the existing structure while adhering to the old fabric as the main framework,

- Putting forward distinguished cultural values in the square,

- Construction of a modern infrastructure serving all functions especially to the religious and tourist visits,

- Restructuring of existing economic, religious, cultural, social, urban facilities in the area in harmony and according to modern standards,

- Refinement of architectural language from the physical and visual confusion and regeneration of it through integration of environment and by influence stemming from the unique fabric and monumental structures.

- Conservation of the physical possibilities for conservation and restoration of architectural values in the area.

As Bademli (1992) puts forward “starting of an implementation that will be the generator for the Ulus Project as a whole, injection of historical city environment consciousness to the inhabitants in a participatory model, trial of a process that will be the sample for Ankara, even for Turkey, solution of accumulated ownership problems in this area were the secondary targets of the project.”

Implementation works of Hacıbayram Environmental Renewal Project prepared in conformity with above mentioned aims were started in 28th September 1990 (ABB Archive, file no. 446).

4.1.3. Structure of the Plan

As mentioned before, METU Planning Group had prepared three framework plans at 1/1000 scale: Urban Design Plan, Building Codes Plan and Public and Private Project Packages Plan.

In 1/1000 scale Urban Design Plan Hacıbayram Square is connected with Ulus and Government Square as constituting the center of urban spaces system connecting the Roman Bath, August Temple and Odeon. Hacıbayram Square is designed as rectangle square getting its fundamental geometry from two sacred structures rested to each other with 45 degrees, and directly connected to the Government Square shaped as thin and long rectangle with elements like Julien Column, staircases and inscription. It is also indirectly linked to antique bath and Odeon with pedestrian axis and to panorama terrace with staircases (Bademli ve Ülkenli 1992, 38).

According to 1/1000 scale Building Code framework plan, Hacıbayram Veli Mosque and its environs are within the borders of “Conservation Program Area” (PPA 2) (Figure 17). In city parts that kept their characteristics, except the new structuring and functionalization interventions for the description of the square and rehabilitation of city texture, existing road network and building stock will be taken as the basis.

Figure 17: Hacıbayram Veli Mosque and Environs "Conservation Program Area" (PPA-2) in Ulus Historical Centre Conservation and Improvement Plan (Source: ABB)

4.1.4. Main Characteristics of the Project

As Bademli and Ülkenli (1992, 58) state, Hacıbayram Environmental Renewal Project was considered, evaluated and completed not in isolation with the city logic and the wider planning process of the city is taken into account. The project was linked with the surrounding areas and the city itself and not only adjusted to the planning format because of the legal requirements. On the contrary, in the Hacıbayram Project, urban logic and urban planning process is intertwined with the project logic and project planning (description and design); and urban planning and project design processes were realized in an interactive manner. Project description and design process that are hand in hand with urban logic and urban planning is the basic feature that separates Hacıbayram Project from most of the other urban design projects.

According to Bademli (1992, 22), Hacıbayram Project, in the process that was foresighted in the Ulus Historical Centre Conservation and Improvement Plan, was drawn, discussed and prepared eight times and alternatives were submitted each time to a common institutional controlling mechanism, composed of Conservation Board, District Municipality, Greater Municipality and METU. The aim was to achieve conciliation among a great range of people, different political powers from the inhabitants, tenants, property owners, even car park mafia, muftis to the authorities in the Ministry of Culture and the President of the Republic. All these efforts were to increase participation and therefore 'improve the quality of action' which is an important characteristics of strategic plans.

While METU planning group was preparing the project, Ankara Greater Municipality constituted a decision-making mechanism called "Decision Board." The aim of this board, first of all, was to achieve an agreement between METU Planning Group and Greater Municipality and to organize meetings to present the projects to the public. Then, with the emergence of private requests in the process, this committee became a mechanism for the organization for everyone interested in the project and regular submission of

projects. This mechanism was dependent on the organization and representation of the people who are interested in the project and was providing transparent participation.

Within the decision board: on one side there were property owners, association of craftsmen, institutions dealing with religious affairs, representatives of tenants, muhtars, and on the other hand there are relevant bodies of municipalities; such as expropriation department, legal department, finance department, scientific affairs department, real estate and planning department, Mayors of Greater Municipality and Altındağ District Municipality and the secretariat of this organization (Bademli 1992, 22).

Decisions taken by Decision Board are kept in a registration book and although there is no legal requirement, they are obeyed by the parties. This was an important step for the inside and outside project coordination (Şiranli 1999, 60).

With this committee, all communication problems disappeared between the parties and demands of all parties could have been taken into consideration. Unlike traditional/mainstream planning methods, in Hacıbayram Project persuasion, conciliation and conflict resolution methods were tried. Owners of parcels, shops in the area were tried to be convinced that they do not loose their ownership rights but they could use them in other place where they could even actually profit from the situation (Erkal, Kıral and Günay, 2006, 36). All these efforts contributed to Hacibayram project as part of Ulus Plan having a more strategic planning character and methods.

Indicating the cooperative and collaborative nature and multi-actor involvement of the project, plenty of people from different agencies worked together in this project. With the introduction of Decision Board, participation into decision-making process was provided for everyone affected by the Hacıbayram project. Representatives were the decision makers from designing to implementation and utilization process. Property owners and tenants took active role in the planning, design and preparing of project programming of the environment in which they live. In addition to problems of traditional settlement areas, problems caused by the co-settlement of

registered buildings and squatter houses in the same place, complex ownership problems, division of ownership rights by inheritance, development parcels with cadastral ownership, disharmony resulted from unfinished buildings are all solved by the Decision Board.

Decision Board brought together the representatives of groups who were directly affected by the project and was another example of the Hacıbayram Veli Project as part of the Ulus Plan having a participatory character unlike the mainstream traditional plans. The visions that guide strategic planning usually involve actors, actions, locals and focuses for action. Strategic planning is guided by public/private entity negotiating all the phases. Indeed, as Salet and Faludi (2000, 28) mention one of the three approaches to strategic spatial planning at the beginning of 21st century as the *communicative and discursive approach* that favours framing and sense-giving activity. That is an interactive approach oriented building up connections between private and public organizations to improve performance in planning. Bearing the same purposes, the second approach is *sociocratic tendency* focusing on the inclusion of society and emergent citizenship (Salet and Faludi 2000, 28).

During the Hacıbayram Environmental Renewal Project preparation stage, for the protection of historical and architectural value of the area, the co-operation of experts from different disciplines was required. In addition to planners, architects, landscape architects, industrial designers also worked side by side for the preparation of this project. Archaeologists and restorers were asked for their advice. Moreover, Greater Municipality formed "Law-engineering Group" for the solution of ownership problems through barter model rather than using the traditional expropriation method. The strategy executed for Hacıbayram Veli Mosque Square Arrangement was to construct something without expropriation at the beginning and later on paying the value created here, implementation of some kind of fill-discharge method by transferring some other values to municipality ownership and structuring (Bademli, 1992, 23).

Figure 18: Hacıbayram Mosque and Environs Before Project Implementation (Source: Ankara Söyleşileri)

Figure 19: Hacıbayram Mosque and Environs before Project Implementation (Source. Koruyucu Kent Yenilemesi, 1992)

4.1.5. Hacıbayram Environmental Renewal Project Design Principles

In Hacıbayram Veli Mosque Environmental Renewal Project, primarily the Mosque and Augustus Temple and secondarily castle walls, archaeological remnants and traditional urban fabric surrounding them and unique structures are put forward in an integrity formed through pulling down the surrounding inconsistent structuring and rehabilitation of consistent structuring. Mosque and Temple, based on their physical geometry, are taking their position as main focal point at the corner of a rectangular square and observed from the various parts of new structuring with unique vista possibilities. At the other corner of the square the main approach was directed. At the edge of the square existing fabric and plantation area are taken as references.

In this manner assembling all walls within a meaningful sub-whole constituted a “Space Square” directing them to a greater entity in an urban scale. This square is the basic urban element that constitutes the design framework (Bademli 1992, 26). With this design principle, monumental structures and historical fabric were brought to the fore.

According to Bademli (1992, 26) the Square in Hacıbayram Environmental Renewal Project have been used as the collector of the problems caused by the presence of various objects with different cultures, time periods and scales but with monumental or signing value in the unhealthy environmental framework. The scale of square was considered as scale and geometry that might have brought different languages together. In the geometric and perceptional reference points of squares (edges and fences) sub parts that are meaningful in themselves were collected and brought together in an upper scale. These are: the Entrance, the Mosque and the Temple, Arcade shops, shops with courtyards, terrace shops, city balcony and green areas.

Arcade shops are essentially formed with contemporary reapplication of an Ottoman architectural style frequently used in the mosques and their building fabric. Here, while a linear structure formed between inconsistently and coincidentally shaped fabric and the Square defines the square around the mosque within the urban scale, transition of it into a kind of organic

structuring providing order is the case. Arcade shops are the results of transformation of the arcade structuring at the process of integration with fabric as a result of this understanding. This structuring while allowing execution of commercial functions in a flexible design approach turns into transparent column at the point where the castle view is missed. Structure is taken with a simple language, not putting it on the forefront, just defining space in repetitive designing and only staircase street entrances are vertically emphasized (Bademli, 1992, 26).

These vertical shapes (i.e. towers) are the repeating urban elements and the results of one language and scale union understanding in the wholeness of square. For the towers, the tomb in front of the mosque constitutes the scale and form references, the borders in the urban scale and important reference points of square (like street entrances, main approaching points, staircases) are emphasized via towers. While city balcony and staircases are emphasized with the two urban architectonic elements like tower-door rising on them, the linear connection between them forms the road that separates two main connections of the square (Bademli, 1992, 26).

Terrace shops are the fence elements that emphasize structurally the topographic macroform of the area; in other words, they strengthen the “hill” image. They soften the topographic passage between Government Street and Square; make the shops in two different heights that are used by both sides one by the government street and the other side at view terrace used by square. It means putting the castle walls in a new form (Bademli, 1992). The Wall ends with the plaza with staircases strengthening the connection of two squares in the Government Square entrance. The Clock Tower ending the wall constitutes a sign for entrance to the Square (Bademli, 1992, 27).

The design of Hacıbayram Environmental Renewal Project emphasizes the primacy of the pedestrian. According to Bademli (1992, 26) by recognizing the priority of visits and cultural usage, vehicle traffic around the Mosque is limited. Service facilities and priority of traffic for the direct usage regarding the Square and Mosque are also provided. It is assumed that the areas

proposed in Ulus Project as a whole would meet car park requirements in this area.

In the Hacıbayram Environmental Renewal Project design, selection and the use of materials are important for the language of design and integrity of its image. For the square and structures Ankara stone and granite were considered as main elements. Natural plant types were the other main inputs in design. According to Bademli (1992, 27) in elements at environmental scale, the coherence of pink, grey and green including texture differences were looked for. Main material was changing in textures according to functional differences. For example, triangle fences in rectangle square is made of granite plan and filling andasite plan, close surroundings of the Mosque is made of andasite fences and granite filling plazas. (Figure 18, 19, 20, 21)

4.1.6. An Evaluation of Hacıbayram Veli Mosque Environmental Renewal Project

Taken together, Hacıbayram Veli Mosque Environmental Renewal Project was developed and implemented as a multi-dimensional, multi-actor and participatory project indicating its characteristics more as a strategic planning example rather that of a traditional comprehensive planning. In addition, the coordination and collaboration among various professional groups, actors and the interaction between governmental institutions reflect its importance in terms of being more participatory.

Although, the implementation of the project has not been completed and the following processes like the project maintenance, administration and management processes were interrupted because of political reasons, Hacıbayram Veli Mosque Environmental Renewal Project remains as one of the most important examples of project packages as part of a wider Ulus Plan. With the above mentioned strategic planning characteristics it constitutes a part of Ulus Historical Center Conservation and Improvement plan which was intended as a strategic plan itself. Unlike the traditional conservation plans, Ulus plan and Hacıbayram part of it are first examples of

conservation and improvement plans developed with strategic planning understanding in Turkey.

Figure 20: Hacıbayram Mosque and Environs after Project Implementation (Source: Koruyucu Kent Yenilemesi, 1992)

Figure 21: 1/500 scale Hacıbayram Veli Mosque Enviromental Renewal Project PPA 2 (Source: Ankara Söyleşileri)

4.2. Keklik Street and Its Surroundings Conservation and Development Project

Keklik Street and Its Surroundings Conservation and Development Project was developed as part of the Ulus Historical Center Conservation and Improvement Plan proposed with the aim of rejuvenation of Ulus which has lost its central functions to the Kızılay by time. This project was created both for the revitalization of functional structure of Ulus and regeneration of physical structure by depending on the reproduction processes. It is one of the priority implementation projects of Ulus Historical Center Conservation and Improvement Plan covering two construction blocks with the aim of transforming this site into a city part that had solved its functioning problems and well connected to its environment while protecting the historical value and unique characteristics.

According to Keklik Street and Its Surroundings Conservation and Development Project Preliminary Report (1991, 3), in the 1/1000 scale framework plan, the features of working area that consists of two construction blocks and surrounding construction blocks in the Conservation Prioritized Improvement Program Area are stated as:

1. The area is on the transportation axis that provides connection with the Ulus Historical City Centre. Furthermore, it has a privileged position as entrance to the commercial areas in the khans and their surroundings.

2. In the area, there are historical monuments to be preserved, historical Ankara houses, stores to be rehabilitated and new buildings with different characteristics. Buildings with various features require different decisions and implementations.

3. In the area, there are extensive commercial activities (stores selling clothes, furniture, kitchen utensils, etc.) and some traditional handcrafts production (coppersmith, tinsmith) shops.

4. Despite the density of its usage, historical values and urgent requirements, a comprehensive conservation, rehabilitation decision and implementation were not considered for this area for a long time. The interventions in and around the area were sporadic and isolated single acts. Therefore, there are serious conservation, rehabilitation and functioning problems that require urgent solution.

5. In the area, 32% of the parcels are in the ownership of Altındağ District Municipality and 68% are in the private ownership.

4.2.1. Keklik Street and Its Surroundings Conservation and Development Project as Unification Implementation with the Aim of Conservation (Conservation and Unification/CU)

Together with the Public Project Areas defined according to the 1/1000 scale framework plans, Project Packages aiming the transformation of existing fabric were defined and implementation works were also extended to the fabric. Keklik Street and its Surroundings Conservation and Development area consists of Conservation and Unification islands (CU: unifying the properties in the block with the purpose of conservation) in the Ulus Historical Centre Conservation and Improvement Plan. According to the plan notes, in the CU islands with strategic importance, state would play a guiding role by unifying the properties in the block or would realize aims proposed in the plan by expropriation in these areas (Figure 22, 23).

Since the buildings in this project had different features and structures, they were subject to different decisions and implementations. Therefore, the Keklik Street and Its Surroundings Conservation and Development Project was expected to answer those demands by producing various decisions and Implementation processes. These processes in the CU area are given as follows:

a) Conservation, repair,

b) Rehabilitation,

c) Renewal, new-construction. (Report prepared by ODTÜ and Altındağ Municipality, 1991, 3)

4.2.2. Preparation of Implementation Plans for Keklik Street and Its Surroundings Conservation and Development Project:

After the approval of Ulus Historical Center Conservation and Improvement Plan, Altındağ District Municipality decided to choose a pilot case within the framework of Ulus Plan and to make a sample implementation in this site with the aim of creating continuity by leading urban regeneration in islands (CU) which means unification of ownership for the aim of conservation. Altındağ District Municipality expected that regeneration of this sample area would effect its close environment and would create continuity leading to regeneration of that region (Şiranli 1999, 78-79).

For the preparation of small-scale implementation projects as sample projects for Altındağ District Municipality, a protocol between METU Planning Group and Altındağ District Municipality with respect to Article 51/i of State Planning Law issued 2886 was signed on 1st June 1990. According to the protocol, the following are expected from the METU Planning Group:

- Preparation of drawings, research, and inquiries of two construction blocks and surrounding construction blocks for the determination of their current land use,

- Determination of conservation, implementation problems and requirements at the environmental and construction level and termination of architectural programs.

- Preparation of 1/200-scale draft projects of two construction blocks and surrounding islands within the framework of this project works,

- Preparation of 1/100, 1/50, 1/20 and 1/1 scale implementation plans and architectural, electricity and installation projects and explanation reports were also requested (Report prepared by ODTÜ and Altındağ Municipality, 1991, 5).

After signing the protocol between METU Planning Group and Altındağ District Municipality, design works, started with the determination of current land use, continued as two parallel works. The first work was the analysis and planning work of METU Planning Group and the second was about ownership regulations and organizational works conducted by Altındağ District Municipality. While these parallel works were going on, with the participation of property owners, tenants and craftsmen, the Altındağ Municipality organized a decision making mechanism called "Keklik Street Decision Board" meetings for the presentation of projects and production of solutions to problems related with the new shares of property owners. With the development of this mechanism, it was thought that all the communication problems between municipality and property owners would be solved and all inquiries and demands would be evaluated improving the conditions for the execution of the project (Şiranli 1999, 82-83). According to board decisions; everybody would participate in the new project in proportion with the ownership, everybody would be located in his previous place upon the completion of the project and everybody would share the project costs and rents.

In this process, through the decision board, as in the Hacıbayram Project, different ideas and especially the objections about the project were subject to attention, discussions were held and new solutions were produced when necessary indicating participatory character of the project. The '*sociocratic character'* of strategic spatial planning is also visible here. It is the inclusion of society into the project process and taking decisions based on a consensus. With this method, through the decision board meetings with the participation of *property* owners, their trust was won and the implementation of the project was secured.

Design process of Keklik Street and Its Surroundings Conservation and Development Project was completed on 31 December 1990 with the submission of architectural, electricity and implementation projects to the Altındağ District Municipality.

4.2.3. Assessment and Documentation Studies

For the Conservation\Unification (CU) parcels, rather than expropriation, unification is the main principle. The decision of unification for cadastral parcels in the CU parcels is impossible to make without detailed ownership, structuring, utilization and infrastructure studies. Therefore, Ulus Plan forbids implementation over 1/1000 scale, and on island basis (or on the parcel with its surroundings) set the following as imperative:

a) Preparation of 1/500, 1/200 scale detailed determination and evaluation studies,

b) Negotiation of determined base scale planning/design alternatives,

c) Changing the plan in case it is necessary, and,

d) Passing to implementation stage only after all the above stages were completed (Bademli, 2001).

For the development of conservation-rehabilitation-renewal decisions relevant to the area, starting with the necessity of determination and evaluation of the current structural and functional features of the area at the building and environmental scale, current situation analysis at the 1/200 scale were made. These assessments are as follows:

a) Plan and height measurements at the area scale,

b) Building assessments

- Detailed analyses of historical buildings in the implementation area

- Non-detailed assessment of the historical buildings in the 1/200 scale study area,

- Building-Unit inventory: assessment of plan, construction features, conditions and utilization types and features of other building-units in the area with the inventory cards.

c) Assessment of environmental features: for the assessment of connections of area with its environment (visual, transportation, functional), 1/500 scale studies of Ulus conservation and improvement plan were used. (Report prepared by ODTÜ and Altındağ Municipality, 1991, 4)

Assessment studies consist of the following documentation:

1. Inventory that consists of assessments at building scale

2. 1/50 scale (relief) drawings

3. 1/200 scale plans, facade and section drawings indicating current situation,

4. 1/200 scale land assessments and sections,

5. 1/500 scale plans showing building types, systems, and ownership pattern, functions, height numbers and open spaces, (Report prepared by ODTÜ and Altındağ Municipality, 1991, 5)

Data on *workplace and space usage assessments* were collected by on site interviews and observations. According to these findings, by examining building features, number of floors, inner parts of buildings, number of rooms, and usage types of buildings were determined. In addition, by examining physical infrastructure and health conditions, health conditions of buildings, infrastructure facilities like water, electricity, gas, WC, kitchen, heating and washbasin, and environmental pollution conditions were found out. People's wishes concerning revisions (attachments, repairs, demolition) related with area usage were also determined by interviews. Besides, types of activities conducted in these buildings and situation of working population were decomposed, property ownership was determined, relationship of activities in and around the Samanpazarı Keklik Street with its surroundings and with Ankara were analyzed from the environmental and marketing perspective. (Report prepared by ODTÜ and Altındağ Municipality, 1991, 7-16)

In this area, moreover, relevant with the *fabric and architecture*: borders and location, topography and fabric features, building blocks of the related area

were analyzed. After the analysis of building blocks, 5 different construction blocks were specified in the area: A, B, C, D and E.

Although they do not constitute a building block, other buildings in the working area are grouped as F and G construction blocks. Number of buildings, number of floors, construction systems that are used throughout the area (traditional wood skeleton, composite, stone etc.) the types of buildings in the area (historical monumental buildings, dwellings with historical value, dwellings that show features of their period etc.) analyzed and their locations were determined. The fabric and architectural structure of the streets were figured out and current building stock consisting of 128 building units and 199 stores were analyzed and separated into the following groups: historical monuments, dwellings with historical values, stores with historical values, dwellings carrying features of their construction period, stores carrying traditional value, stores built up with collected material without value, solid buildings compatible with the surroundings, reinforced-concrete constructions not incompatible to the surroundings with their mass features and buildings incompatible with their surroundings with their mass features. In this area, utilization and distribution of buildings were also analyzed. (Report prepared by ODTÜ and Altındağ Municipality, 1991, 17-36)

Departing from the current situation analysis, problems were determined according to the assessments made. According to those assessments location of the area within the commercial center carries importance in terms of the following:

1. Pedestrian axis providing connections to the historical Khans region and historical Inner Castle passes or starts in the area. Project area constitutes the East entrance of historical commercial centre.

2. On the other hand, this area is enclosed with the conservation blocks, which concentrate around the Khans region in the North. Two building blocks in the South part of the project area are also conservation areas with the same characteristics. However, an important part of this area consists of buildings that have to be rehabilitated and renewed. Therefore,

besides the conservation of the area, the project is about the rehabilitation, renewal and arrangement also by enabling connection among the conservation areas.

After the assessment of current situation, current architectural features and values of each building block that constitute the area were determined and according to the Keklik Street and Its Surroundings Conservation and Development Project Preliminary Report it is concluded that:

> In the project area composed of buildings of different character, except from the monuments and dwellings that have to be conserved because of historical and architectural features, conservation and rehabilitation of characteristics composed of small and identical units assembled together and dependent on the existing function and utilization of the area is the task itself.

Evaluation of conservation problems indicate that the area is intensively used commercial area. So far, current structuring had been subject to changes that aimed to solve functional and utilization problems. Although they have singular character and limited in scale, these changes have destructive impact on the unique historical value and character of the area. Historical dwellings are neither demolished nor conserved.

According to the evaluation of the current situation, at environmental scale in the area, existing infrastructure should be rehabilitated. It is also foreseen that evolving the vehicle traffic in the framework of plan decisions would increase service facilities and accessibility to the area. The basic problem of the pedestrian traffic is undefined pedestrian roads and open spaces, unhealthy co-existence with vehicle traffic and irregularity. Sloppiness of the surface area makes the connections between different heights more difficult and pedestrians have to use traffic roads. Although there are efforts to arrange open areas, constituting small squares, small squares connected to each other, greenery, resting and sitting areas that are expected to be in a commercial area are missing.

Moreover, as a result of the evaluations, following functioning and utilization problems were also assessed:

- Because of their traditional characteristics, existing production facilities should be kept in the area,

- Structural system and utilization conditions of units with existing production functions usually have problems at different scales

- Lack of service spaces, narrowness of staircases, maintenance problems caused by traditional building systems and materials,

- Technical and visual deficiencies of solutions. (Report prepared by ODTÜ and Altındağ Municipality, 1991, 37-39)

4.2.4. Proposed Interventions at 1/200 Scale

Based on the project preparation and implementation processes mentioned in the 1/1000 Ulus Conservation Prioritized Improvement Program Area Project plan notes, suggestions on 1/200 scale were made after the 1/500 and 1/200 scale environmental assessment and evaluations were realized.

The aim here is, by conserving its historical value and unique character, to convert this area to a city part whose functional problems were solved and well connected with the environment. Evaluations and decisions directing the architectural design including conservation, rehabilitation and new building decisions were made.

Functional program of the project was specified according to the existing functions and utilization areas. Accordingly, project was oriented towards the rehabilitation of existing 199 stores and improvement of their utilization conditions. However, these units present dissimilarities in terms of their building features. They can be classified as:

a) Buildings with traditional value and therefore, should be conserved and repaired,

b) Buildings that should be conserved as building stock and rehabilitated in terms of functions,

c) Buildings that would be renewed.

Therefore, it is considered essential to handle these buildings in the direction of function requirements. In addition, preservation of the existing functions and their distribution was adopted as principle decision. It is compulsory to examine connections among functional and structural features in preserved buildings. Limited number of new restaurants, patisserie or office units are also being proposed by taking into consideration the future developments.

Interventions on Environmental Scale: It is necessary to provide technical infrastructure and rehabilitation of pedestrian and vehicle transportation system. Protection of environmental values at rehabilitation and new structuring process was targeted. Topography, transportation order, open-covered area relations and natural features of the area are being conserved. Little units constituting unique character of the area present the starting point for design.

In this area, all of the historical buildings and stores are conserved. By examining structural conditions and existing functions of buildings and modifications on them, intervention types and functions that would be examined at 1/50 scale were determined.

Restoration principles of historical buildings are specified as:

- At first stage, restricted interventions may be foreseen until going over to the restoration works for the buildings that do not require urgent problems and comprehensive functional changes.

- Giving functions to the empty buildings are targeted.

- Buildings with structural problems should be subject to emergency intervention.

Rehabilitation Suggestions: There is a building group in the area that do not carry historical building features however, they could be kept as dwelling stock, compatible with the environment, having adequate usage conditions or that can be adequate and compatible with restricted interventions. The renewal of these buildings is not necessary for the rehabilitation of the area. However, realization of foreseen interventions for the facade, plan and functions is compulsory.

Wrecked buildings, if their historical value and importance do not require their conservation, might be subject to restructuring. Construction features of units to be rebuilt can be determined by taking into account the value, condition, architectural and planning features of building and relations with the environment. Restoration works can be done in accordance with functionalization-conservation decisions including detailed measured drawings, plan and structure analyses

Renewal suggestions: except two buildings in construction block C and in all D and E construction blocks, new structuring whose closed and open area relations are different than the existing one and connected with the whole of the area is suggested. The aim of the new structuring is to provide existing units in each construction block and parts of construction block to take place in better spatial conditions (Report prepared by ODTÜ and Altındağ Municipality, 1991, 41-43).

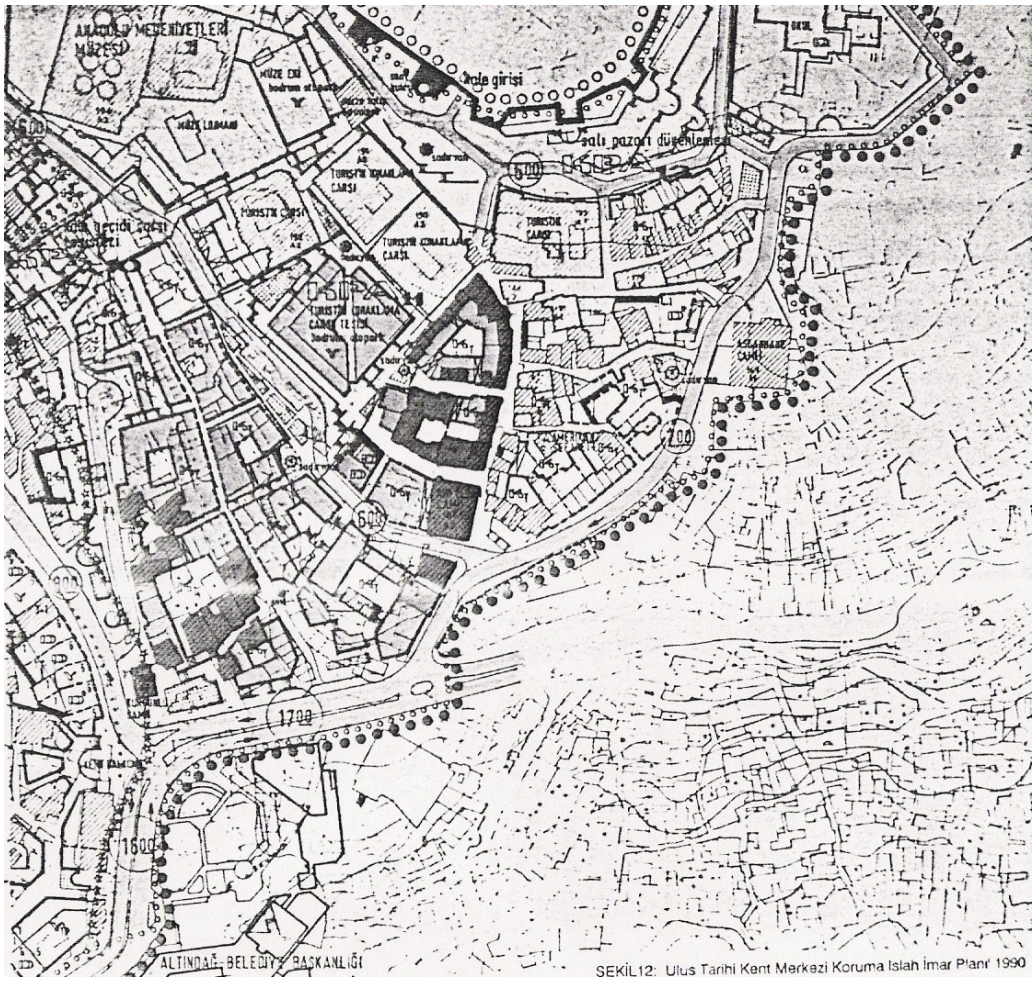


Figure 22: Ulus Historical Centre Conservation and Improvement Plan 1990 (1/1000) (Source: Ulus Samanpazarı Keklik Sokak ve Çevresi Koruma Geliştirme Projesi Ön Raporu)

1/500 scale site plan and 1/200 scale projects were approved by the decision (dated 01.07.1991 and issued 921) of Ankara Conservation Board for Cultural and Natural Assets.

After the approval of 1/1000 scale Conservation and Improvement plan by the Altındağ Municipal Assembly (decision dated 05.02.2006 and issued 652), only 1/50 scale projects for A construction block were approved by Ankara Conservation Board for Cultural and Natural Assets (decision dated 31.03.1992 and issued 2299). After that, 1/1000 scale implementation plan

revision approved by Ankara Municipal Assembly (decision dated 29.06.1995 and issued 485) and then by Ankara Conservation Board for Cultural and Natural Assets (dated 06.11.1995 issued 4280) (Figure 24).

Figure 23: Keklik Street and Surroundings Conservation and Development Plan 1/1000 scale (1989) (Source: İ. Sinem Şiranli, Unpublished Masters Thesis, 1999)

Figure 24: Keklik Street and Surrounding Conservation and Development Plan Revision 1/1000 scale (1995) (Source: Baykan Günay)

4.3. Buildings to be Conserved According to Plan Implementation In Conservation Prioritized Improvement Program Area: (4242 Construction Block 2-4 Parcels)

4242 block 2-4 parcels are located between Mazı Street and Anafartalar Street and parcel numbered 4 is the corner point in important commercial center (Figure 25). Within this parcel, the planning process and the actions are defined in 1/1000 scale. After the process was followed for a while and evaluations were taken, certain revisions were held in the plan. This shows the flexible characteristics of the plan.

Figure 25: Anafartalar Street Silhouettes 4242 Construction Block (Source: Mine Karataş)

4242 construction block parcel numbered 4 is in the Conservation Prioritized Improvement Program Area in 1/1000 scaled Ulus Historical City Center Conservation and Improvement Plan. It is proposed as “building to be

conserved according to the plan" parcel. These buildings should be restored before they collapse or modified by conserving urban fabric features such as façade (façade line, scale, material etc.), floor and storey area ratios and compatibility with the neighbouring parcels. While preparing "Situation Plan Proposition" regarding this parcel, "Conservation Prioritized Improvement Program Area" principles and conditions were applied (Figure 26).

Concerning the parcels in the Conservation Prioritized Improvement Program Area, buildings to be conserved with addition of floor and/or parcels on which additional building could be constructed are marked in the plan. For this program area, floor heights marked in plan are considered as basis. Parcel number 4 is marked as "building to be conserved" with 4 floors and 1 additional floor permission has been given. The other parcels in construction block are marked as "Saturated Building" in the improvement plan and most of them have six storeys. Harmony in the silhouette of the street is emphasized.

Parcel number 2 is marked with a dark line in the plan. This dark line means, "new structuring" in the framework plan. Façade line is also given in this parcel. One extension right in the back and structuring rights for three-storey building are also given to this parcel.

As declared in the plan decisions of 1/1000 scale framework plan, the planning-implementation process which is considered as binding for all private persons, firstly a situation analysis is required (Figure 27).

In 4242 construction block, 2-4 numbered parcels and neighbouring parcels, existing structuring situation, overhang heights, natural ground and formed road height, existing facade and architectural features, street and main street fabric, landscape elements etc. were analyzed from various points and according to the analysis 1/200 scale existing situation and assessment studies were made.

The analysis showed that the slope of the parcel is not suitable for addition of an extra storey on the building to be conserved. It was decided that

implementation of the proposals was also not possible. Therefore, the existing situation is rather different than the case in the plan.

Ownership problems were also detected in the parcels. In order to find out these problems, pictures were taken and files were examined, in the direction of files received from the related Municipality and Cadastre Directorate, old development situation, cadastre and pictures were comparatively examined

According to plan decisions declared in 1/1000 framework plan, after the existing situation analysis and assessments were completed, projects and plan notes were prepared. 1/200 scale “Situation Plan Proposition” including the features such as the site of the structure, overhang height, facade arrangement, material characteristics, environmental arrangement and relations with the environment were prepared. How sight of the parcels was drawn, silhouettes and sections were prepared (Figure 28).

It is mentioned that, given the priority of fabric and street silhouettes that was required in the Ulus plan, regulations were made such as adding one more storey to the extension (tevsii) part that is under road height because of the staircases.

In direction with the prepared project proposal for solution of the implementation problems, 1/1000 scale plan revision of the area was drawn and submitted for the “prior permission” to Altındağ Municipality and Ankara Greater Municipality. After the approval of the revised development plan by Ankara Conservation Board, an aplotting (parselasyon) plan was prepared and also approved by Cadastre Directorate. These changes were registered to the land registry and after new development situation (imar çapı) was taken from Municipality, 1/50 scale implementation plans were prepared. After approval was received from the commission constituted for this project in the Municipality and from the conservation board, mechanical, electricity, and concrete projects were prepared and construction permission was obtained (Interview with Mine Karataş).

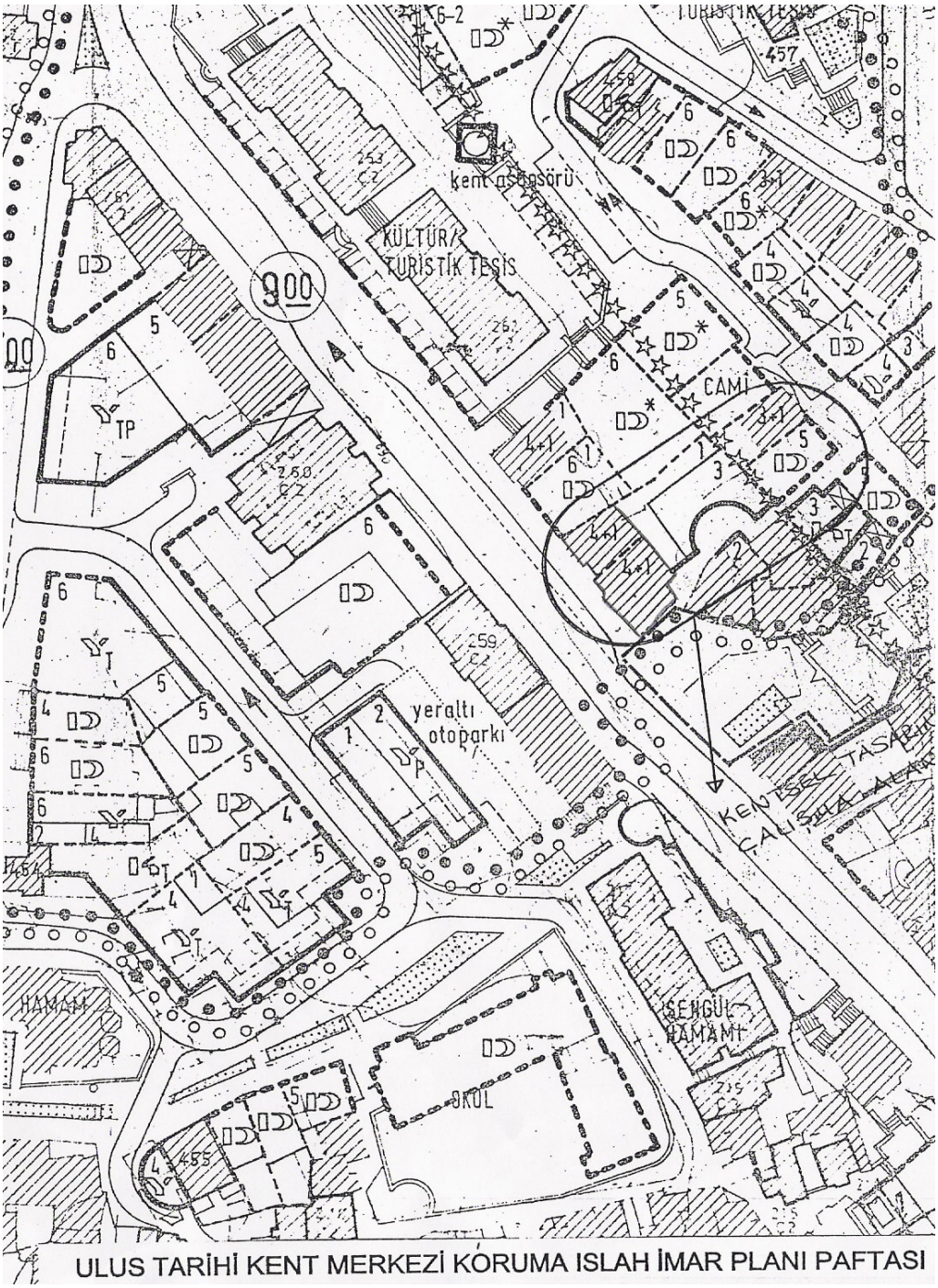


Figure 26: Ulus Historical Centre Conservation and Improvement Plan - 4242 Construction Block (Source: Mine Karataş)

Figure 27: 4242 Construction Block 2- 4 Existing Situation Analysis at 1/200 scale (Source: Mine Karataş)

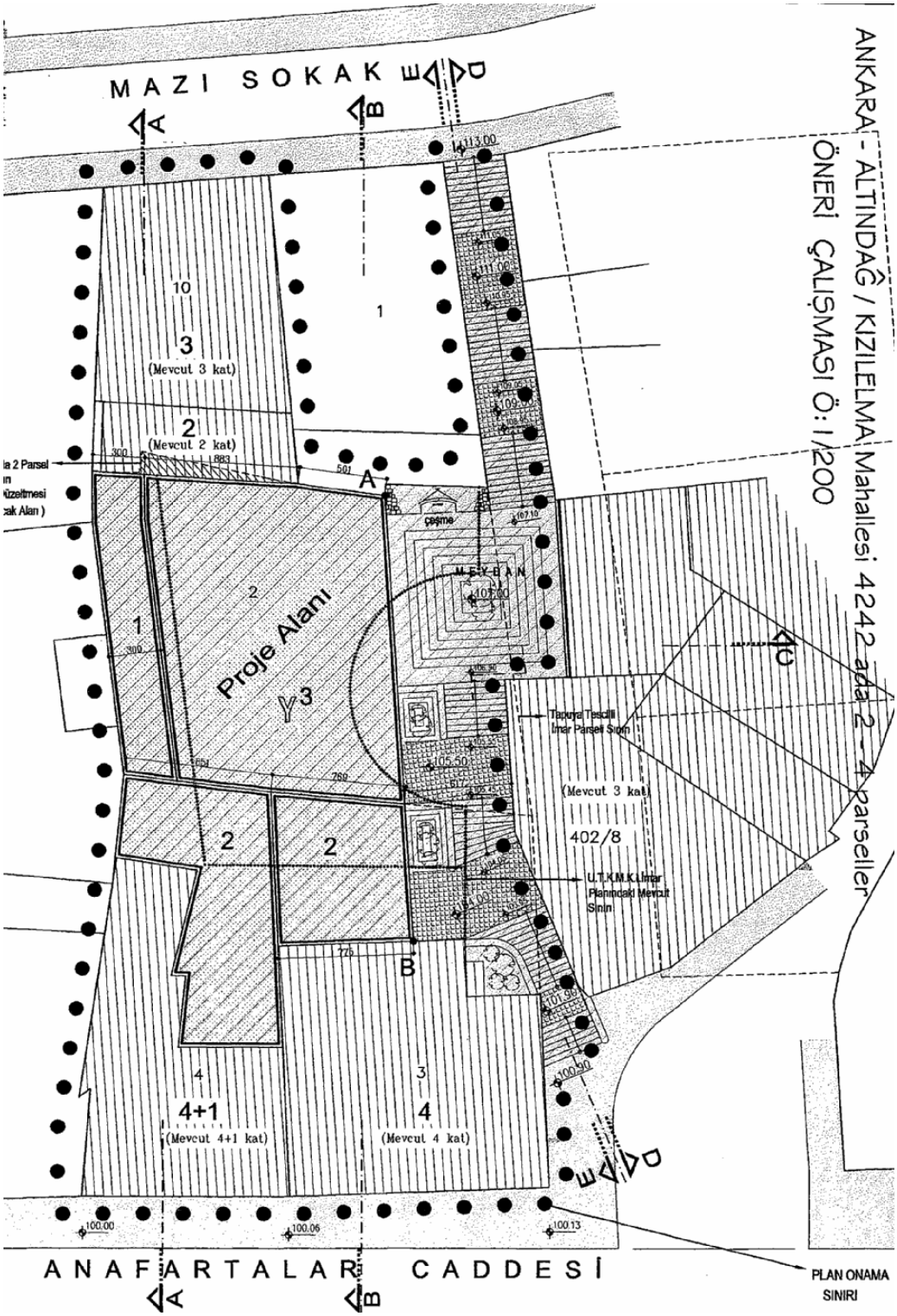


Figure 28: 4242 Construction Block 2- 4 Proposed 1/200 scale Plan (Source: Mine Karataş)

CHAPTER 5

CONCLUSION

The main question asked in this study is whether Ulus Historical Center Planning Project (Ulus Historical Center Conservation and Improvement Plan) is an example of a strategic plan prepared for the purposes of conservation (development). Does it display an alternative view and as a planning process is it any different than the traditional comprehensive conservation (development) plans?

In conformity with the general conviction that a strategic plan is more flexible, adaptable to changing circumstances, action oriented, open to negotiation by various actors involved in the planning process and allows participation by also beneficiaries of the planning process, this study tries to find out the strategic plan characteristics of Ulus Historical Center Conservation and Improvement Plan by looking at its development, main characteristics and the implementation process.

In doing so, first of all main features of strategic spatial planning have been searched. Has strategic planning proved to be more effective than ordinary planning tools in framing visions? What does strategic plan deals with? What are the novelties that strategic planning brought about?

Then the questions about Ulus Historical Center Conservation and Improvement Plan were asked to evaluate its strategic plan characteristics. Does it involve not only land use but also production of strategic decisions concerning physical environment, population and employment, housing, shopping areas, transportation, social services and etc.? Is there a collaborative action by a group rather than simply the planner

herself/himself? Is the planner the sole decision maker? Do the basic elements of the plan grow out of group discussion? Are there involvement of numerous actors (especially through boards, committees, task forces and teams), variability in information and extensive negotiations in the planning process? In sum, is the plan participatory? Is it presented to the public? Has the plan flexible designing and been based on continuous planning understanding that could adapt to the new situation and new decisions?

Depending upon the answers of the questions asked above, the study reached certain conclusions concerning the strategic plan characteristics of the Ulus Historical Center Planning Project (Ulus Historical Center Conservation and Improvement Plan) when compared to a standard conservation (development) plan. The section below expresses the findings about what make Ulus Plan different from the other conservation plans that also give it characteristics of an action oriented plan.

The method of the project identification and estimation of the project costs was quite different than from the methods used in the planning practices of Turkey. The Greater Municipality of Ankara was expecting traditional and familiar methods that were used in the planning practices thus far, like planning islands, parcel structures, their usage, building islands and their construction area/ratio. However, in Ulus Project, an international structure was applied presenting a new perspective in the commissioning practice in Turkey (Bademli ve Kıral 1992, 135).

As another indication of Ulus Historical Center Planning Project bringing about the novelties of strategic planning, *"Ankara Historical Areas Conservation Unit (ATAK)"* was formed within the structure of the Greater Municipality of Ankara in 1989. This unit was, on the one hand, directing implementation of Ulus plan and providing technical coordination between the Ministry of Culture Ankara Conservation Board for Cultural and Natural Assets, General Directorate of Foundations, Altındağ District Municipality and the METU Planning Group, on the other (Bademli ve Kıral 1992, 128). It was

also responsible of the execution of construction works at the worksite, expropriation studies and following trials.

Apart from the conservation unit, a planning framework was constructed by the contributions of inhabitants of Ulus, investors, individuals and institutions working in project preparation and implementation. Not only planners, architects, economists, sociologists, archaeologists, conservationists, industrial designers, engineers, but also owners of property, politicians, bureaucrats, journalists, solicitors, associations and artists are also involved in this planning process. That indicates the 'multiple actor involvement' in the plan which is also necessary for its successful implementation (Bademli ve Kıral 1992, 130).

The idea of launching a competition for the Ulus Historical City Center emerged out of increasing problems of Ulus Historical City Center, expansion of regeneration, renewal and rehabilitation projects in historical city centers in the world and availability of financial resources controlled by Ankara Greater Municipality. "Ulus Historical Center Conservation and Improvement Plan" aiming the renewal, rehabilitation and reconstruction of Ulus Historical City Center came into being after the conclusion of the competition in 1986. The aim of the planning competition was developing Ulus Historical Center as part of the urban environment by rehabilitating, conserving, renewing it without destroying the vernacular urban fabric and its traditional production patterns, and there from achieve and economically sound, living area (UN Economic Commission for Europe, 16th session, 1).

According to Bademli and Kıral (1992, 131) while preparing the Ulus Historical Center Conservation and Improvement Plan (here on Ulus Plan), the basic thoughts on the planners' minds were that:

> Ulus is not a homogeneous city part and some historical fabric has certainly to be conserved. Both when its usage and physical properties are concerned; the transformation of Ulus has resulted in its collapse (depression area). Therefore, the approach towards Ulus has to be a multi

> dimensional one and if there is going to be a plan; problems have to be well defined and certainly should be expressed in such a way that they are not as in the development plan.

In the competition winner METU Planning Group's study, first of all, problems of Ulus were defined and questions were asked. Ulus Historical City Center Planning project was considered as part of central Ankara problem and not being held in isolation either from its own vicinity or Ankara in its entirety. Starting with the questions such as: what is the destiny of Ulus in Ankara? What are the dominant urban transformation processes in Ulus? Why Ulus has to be planned? What are the values that should be conserved in Ankara? What are the opportunities Ulus presents? How can Ulus be restructured with these opportunities? basic ideas directing studies were formulated.

Ulus plan has the characteristics of a "Main Plan" with its nature above the architectural project that are being handled on building scale with the regulations that should be done in parcels and with program areas, public-private project areas and project packages categories it defined (Erkal, Kıral, Günay 2005, 37). The main feature of this plan is its approach to conservation urban design and planning by emphasizing the "process management". Plan notes do not display the definite results of project implementation on Ulus Planning area. Rather, they demonstrate how and by which process the condition fundamentals, determined with Conservation and Improvement plans composed of the 1/1000 scale "Building Codes", "Urban Design" and "Public and Private Project Packages" plans can be implemented. (Erkal, Kıral, Günay 2005, 38)

As Bademli expresses (1992, 130):

> The aim here is not to make discrimination between various professional service subjects and to highlight the differences but rather to connect different services, improve common features among them and to fill in the blanks. Construction of a common language among different specializations, creation of multi dimensionality and

> flexibility required by the planning process, avoidance from the negative aspects of the development planning are all investigated.

Therefore, a planning approach that had never been tried before was adopted at Ulus Historical City Center Planning work. Bademli (1992, 130) indicates that the planning approach here is different from the stereotyped, one dimensional, prohibiting and excluding development plans that are regarded as rigid. The aim here is not to get a plan but 'planning'. Coming up with a project, reinterpretation of the area, finding the sub parts and creating projects according to these sub parts are all features of an interactive and dynamic planning understanding radically different than the classical development planning. In this approach, the planning process is open to negotiation and parts where intervention is possible have been determined beforehand (Günay 2005, 9).

As mentioned above, 1/1000 scale Ulus Historical City Center Conservation and Improvement Plan was prepared with the unique planning concept based on the administration of conservation, utilization, repair and structuring processes. Ulus Plan does not display accustomed conservation (development) planning (or spatial planning) approaches that adopt passive (yes-no) attitudes and determine long-term physical/spatial objectives, resulting situations, solutions or designs. Quite differently, it puts forward policies, fundamentals and strategies to be followed actively (including participation, negotiation and process management) (Erkal, Kıral, Günay 2005, 42).

Ulus Plan defines the rules and conditions of implementations by bringing 'Program Area' concept into planning. It divides Ulus into different program areas and presents proposals for them. These program areas are considered as "Action areas" indicating that the Ulus Plan is an action oriented strategic plan. In each program area, specific actions directed at ownership, structuring, usage and functionalization are defined. These three separate program areas are; Conservation Program Area, Conservation Prioritized

Improvement Program Area, Renewal Prioritized Improvement Program Area. There are different conservation, utilization, repair and structuring attitudes for each program area and principles for each of them are determined. Definitions of ownership, usage and functionalization, structuring (buildings to be conserved, saturated and new), transportation / circulation / carpark, infrastructure, environmental arrangements/landscape/city furniture and project preparing/implementation process and the way that would be followed are provided in Ulus plan as planning principles and requirements.

Compared to the development plans that have been made so far, different building categories were also defined in Ulus Plan. As an action oriented strategic plan, the plan also defines the usage and functionalization of each building.

Ulus Historical Center Conservation and Improvement Plan describe the project formation process in implementation phase and functional character of each project area. The Plan prepared for Ulus is not a completed project but open to development and flexible enough to determine the general features of implementation and project making principles within the process of implementation.

Finally, when we look at the selected case implementations in Ulus Historical Center Conservation and Improvement Plan, many features of strategic plans are also observed. These cases are Hacıbayram Veli Mosque Public Project Area (PPA-2), Keklik Street and Its Surroundings Conservation and Development Project and lastly 4242 Construction Block 2-4 Parcels Private area (Buildings to be Conserved According to Plan Implementation In Conservation Prioritized Improvement Program Area).

According to Bademli (1992, 22), Hacıbayram Project was drawn, discussed and prepared eight times and alternatives were submitted each time to a common institutional controlling mechanism, composed of Conservation Board, District Municipality, Greater Municipality and METU. The aim was to achieve conciliation among a great range of people, different political powers from the inhabitants, tenants, property owners, even car park mafia, muftis to

the authorities in the Ministry of Culture and the President of the Republic. All these efforts were to increase participation and therefore 'improve the quality of action' which is an important characteristics of strategic plans.

Indicating the cooperative and collaborative nature and multi-actor involvement of the project, plenty of people from different agencies worked together in this project. With the introduction of Decision Board, participation into decision-making process was provided for everyone affected by the Hacıbayram project. Representatives were the decision makers from designing to implementation and utilization process. Property owners and tenants took active role in the planning, design and preparing of project programming of the environment in which they live. In addition to problems of traditional settlement areas, problems caused by the co-settlement of registered buildings and squatter houses in the same place, complex ownership problems, division of ownership rights by inheritance, development parcels with cadastral ownership, disharmony resulted from unfinished buildings are all solved by the Decision Board.

Decision Board brought together the representatives of groups who were directly affected by the project and was another example of the Hacıbayram Veli Project as part of the Ulus Plan having a participatory character unlike the mainstream traditional plans. The visions that guide strategic planning usually involve actors, actions, locals and focuses for action. Strategic planning is guided by public/private entity negotiating all the phases. Indeed, as Salet and Faludi (2000, 28) mentions one of the three approaches to strategic spatial planning at the beginning of 21st century as the *communicative and discursive approach* that favors framing and sense-giving activity. That is an interactive approach oriented building up connections between private and public organizations to improve performance in planning. Bearing the same purposes, the second approach is *sociocratic tendency* focusing on the inclusion of society and emergent citizenship (Salet and Faludi 2000, 28).

During the Hacıbayram Environmental Renewal Project preparation stage, for the protection of historical and architectural value of the area, the co-operation of experts from different disciplines was required. In addition to planners, architects, landscape architects, industrial designers also worked side by side for the preparation of this project. Archaeologists and restorers were asked for their advice. Moreover, Greater Municipality formed "Law-engineering Group" for the solution of ownership problems through barter model rather than using the traditional expropriation method. The strategy executed for Hacıbayram Veli Mosque Square Arrangement was to construct something without expropriation at the beginning and later on paying the value created here, implementation of some kind of fill-discharge method by transferring some other values to municipality ownership and structuring (Bademli, 1991).

Taken together, Hacıbayram Veli Mosque Environmental Renewal Project was developed and implemented as a multi-dimensional, multi-actor and participatory project indicating its characteristics more as a strategic planning example rather that of a traditional comprehensive planning. In addition, the coordination and collaboration among various professional groups, actors and the interaction between governmental institutions reflect its importance in terms of being more participatory.

Although, the implementation of the project has not been completed and the following processes like the project maintenance, administration and management processes were interrupted because of political reasons, Hacıbayram Veli Mosque Environmental Renewal Project remains as one of the most important examples of project packages as part of a wider Ulus Plan. With the above mentioned strategic planning characteristics it constitutes a part of Ulus Historical Center Conservation and Improvement plan which was intended as a strategic plan itself. Unlike the traditional conservation plans, Ulus plan and Hacıbayram part of it are first examples of conservation and improvement plans developed with strategic planning understanding in Turkey.

In Keklik Street and Its Surroundings Conservation and Development Project, through the decision board, as in the Hacıbayram Project, different ideas and especially the objections about the project were subject to attention, discussions were held and new solutions were produced when necessary indicating participatory character of the project. The '*sociocratic character'* of strategic spatial planning is also visible here. It is the inclusion of society into the project process and taking decisions based on a consensus. With this method, through the decision board meetings with the participation of *property* owners, their trust was won and the implementation of the project was secured.

Strategic plan is composed of several parts. The 'whole' in the strategic plan describes the parts and this is another characteristic that separates strategic plan from the comprehensive plan. In fact, although strategic plan often is considered and used as a plan composed of parts, it also denotes 'wholeness'. It is planned as a system and its action-oriented characteristic denotes designs for its sub-sections.

Indicating the above mentioned feature of the strategic plan, the macroform of Ulus Plan relies on 1/100.000 scale study determining the "Population and Employment Distribution and Development Direction of Central Business District between 1985-2015 in Ankara Metropolitan Area" and 1/50.000 scale study determining "Urban Structure Elements and Dual Character of Central Business District" plans. Central Business area structure is also handled at 1/25.000 and 1/5000 scales In addition, a 1/5000 scale transportation plan is prepared and decisions concerning the transportation issues such as pedestrian, one-way and traffic roads were brought about. With this plan, transportation and pedestrian systems were defined. Three 1/1000 scale framework plans were also prepared. These framework plans are implementation plans that have the details of the 1/5000 scale master plan and carries the characteristics of a master plan. They define the sub-sections of a system and have transportation, circulation and open spaces system. 1/1000 scale framework plans, in a way, summarize a system including squares, pedestrian roads, terraces for panorama (bakı terası), axes, parks,

carparks, transportation focal points, traffic roads and junctions, public transportation systems, and the design criteria and offers urban design projects system.

Besides, depending on the system, program areas are differentiated and action plans, design criteria and actions based on parcels are defined for these program areas. Ulus plan divides Ulus into various program areas within a system depending on a whole and these program areas also denotes action areas. These 'action areas' define ownership, usage and functionalization, structuring, transportation/circulation/carpark, infrastructure, environmental arrangements/landscape/city furniture and project preparing/implementation process and the way that would be followed and offer actions and design criterias.

Finally, within 4242 block 2-4 parcels located between Mazı Street and Anafartalar Street and parcel numbered 4 at the corner point in important commercial center, the planning process and the actions are defined in 1/1000 scale. After the process was followed for a while and evaluations were taken, certain revisions were held in the plan. This shows the flexible characteristics of the plan.

Examining the main characteristics of comprehensive and strategic spatial planning, comparing both planning understandings, the main conclusion the thesis is that by displaying an alternative view and as a planning process Ulus Historical Center Conservation and Improvement Plan is an example of a strategic plan prepared for conservation (development) purposes. Therefore, Ulus Planning Project is different than the traditional comprehensive conservation (development) plans and more in line with the characteristics of strategic plan that it is more flexible, adaptable to changing circumstances, action oriented, open to negotiation by various actors involved in the planning process, allows participation by beneficiaries of the planning process, composed of several parts and the 'whole' in it describes the parts

In sum, main characteristics of Ulus Historical Center Conservation and Improvement Plan indicating its importance for an effective conservation and improvement of the Ulus Historical Center, can be summarized as follows:

- It brings a vision for Ulus Historical Center,
- It is a result of a long and laborious studies and investigations.
- It was developed with the participation of all relevant parties through discussions; it has a participatory character,
- Many professionals participated in the planning process.
- It produced action-oriented decisions, divided the area into Program Areas, and in each program area actions directed towards ownership, structuring, functionalization and transportation are defined. Program areas can be considered as action areas directing planning process.
- Opportunities, threats were defined and analysis was made.
- It is a flexible plan therefore adaptable to changing circumstances (the weakness could be detected out and be corrected because of these two characteristics).

As a contribution of this study to the subject area it is highly recommended that Ulus plan because of its characteristics described in detail in this thesis is an important plan and whatever the impediments to its implications should not be abandoned altogether. Since the plan was prepared according to the strategic planning principles, it is flexible; therefore it could be revised and adapted to today's circumstances.

The Ulus Historical Center Conservation and Improvement Plan has been cancelled on January 14th 2005 by the argument that its implementation is difficult and costly for public finance. On the contrary to the Ulus Historical Center Conservation and Improvement Plan which has characteristics of a Strategic Plan and which is more in line with the requirements of the contemporary era, replacing plan is comprehensive plan. (Appendix A)

TABLE 2: STRATEGIC PLANNING CHARACTERISTICS OF ULUS HISTORICAL CITY CENTER CONSERVATION AND IMPROVEMENT PLAN

STRATEGIC PLANNING FEATURES	STRATEGIC PLANNING CHARACTERISTICS OF ULUS HISTORICAL CITY CENTER CONSERVATION AND IMPROVEMENT PLAN
ACTION ORIENTED	• Ulus Plan defines the rules and conditions of implementation by introducing 'Program Area' concept into planning. It divides Ulus into different program areas and presents proposals for them. These program areas are considered as "Action areas" indicating that the Ulus Plan is an action oriented strategic plan. In each program area, specific actions directed at ownership, structuring, usage and functionalization are defined. These three separate program areas are; Conservation Program Area, Conservation Prioritized Improvement Program Area, Renewal Prioritized Improvement Program Area. There are different conservation, utilization, repair and structuring attitudes for each program area and principles for each of them are determined. Definitions of ownership, usage and functionalization, structuring (buildings to be conserved, saturated and new), transportation/circulation/carpark, infrastructure, environmental arrangements/landscape/city furniture and project preparing/implementation process and the way that would be followed are provided in Ulus plan as planning principles and requirements. • In Ulus plan what would be done is also detailed in the plan notes. Plan notes define plan-project steps. According to plan notes: planning process was defined as follows: Whatever its character and size, for each parcel concerned, first a ground plan was taken at 1/500 scale (1/200 scale when necessary). Later, "Environmental Assessment and Evaluation Studies" indicating structuring conditions of concerned parcel and contiguous parcel, overhang heights, road heights, heights of natural ground to that were taken shape, existing facade and architectural features and landscape features etc. and 1/500 scale (1/200 scale when necessary) site plan proposal that indicates sitting of building that was thought of concerned parcel, overhang heights, facade order, material usage features, environmental arrangements, connections with the environment etc. will be prepared and applied to relevant municipality for prior permission: then architecture, engineering and landscape implementation projects that will be prepared according to the principles in "preliminary opinions" will be submitted to the Ankara Conservation Board for the approval then will be submitted for the construction permit. In fact, a planning process is defined rather than a final product. Actions are defined, that is why Ulus Project is considered as action-oriented.

STRATEGIC PLANNING FEATURES	STRATEGIC PLANNING CHARACTERISTICS OF ULUS HISTORICAL CITY CENTER CONSERVATION AND IMPROVEMENT PLAN
PARTICIPATIVE	• According to Bademli (1992, 22), Hacıbayram Project was drawn, discussed and prepared eight times and alternatives were submitted each time to a common institutional controlling mechanism, composed of Conservation Board, District Municipality, Greater Municipality and METU. The aim was to achieve conciliation among a great range of people, different political powers from the inhabitants, tenants, property owners, even car park mafia, muftis to the authorities in the Ministry of Culture and the President of the Republic. All these efforts were to increase participation and therefore 'improve the quality of action' which is an important characteristics of strategic plans. Indicating the cooperative and collaborative nature and multi-actor involvement of the project, plenty of people from different agencies worked together in this project. With the introduction of Decision Board, participation into decision-making process was provided for everyone affected by the Hacıbayram project. Representatives were the decision makers from designing to implementation and utilization process. Property owners and tenants took active role in the planning, design and preparing of project programming of the environment in which they live. In addition to problems of traditional settlement areas, problems caused by the co-settlement of registered buildings and squatter houses in the same place, complex ownership problems, division of ownership rights by inheritance, development parcels with cadastral ownership, disharmony resulted from unfinished buildings are all solved by the Decision Board. Decision Board brought together the representatives of groups who were directly affected by the project and was another example of the Hacıbayram Veli Project as part of the Ulus Plan having a participatory character unlike the mainstream traditional plans. The visions that guide strategic planning usually involve actors, actions, locals and focuses for action. • In Keklik Street and Its Surroundings Conservation and Development Project, through the decision board, as in the Hacıbayram Project, different ideas and especially the objections about the project were subject to attention, discussions were held and new solutions were produced when necessary indicating participatory character of the project. The 'sociocratic character' of strategic spatial planning is also visible here. It is the inclusion of society into the project process and taking decisions based on a consensus. With this method, through the decision board meetings with the participation of property owners, their trust was won and the implementation of the project was secured.
MORE EMPHATIC ABOUT IN NEED TO UNDERSTAND THE OPPORTUNUTIES AND THREATS COMMUNITY FACES	• Approximately 113 hectare Ulus Historical City Center Planning Area taken as a whole by uper level decisions was divided into 19 working zones and for each zone asessment, analysis and evaluation studies were made, opportunities and threats, problems and potentials have been figured out. Problems: like buildings inconsistent with the environment and/or poor quality buildings and building extensions, dense vehicle traffic intersection points, buildings that have functions inconsistent to environment, undefined outdoor places, facades inconsistent with environment, facades in need of revision, existing buildings that exceeds storey order, terrace added later and set back storeys. Potentials such as areas that presents potentials, building and building blocks to be assessed with the potential areas, construction blocks with transformation potentials, buildings to be evaluated for recreation, parcels owned by municipality/other public organizations and parcels with municipality portion, areas that ensures vista potentials with the topography, castle and castle entrances, odeon, pedestrian road connections (ABB, 1988).

STRATEGIC PLANNING FEATURES	STRATEGIC PLANNING CHARACTERISTICS OF ULUS HISTORICAL CITY CENTER CONSERVATION AND IMPROVEMENT PLAN
MORE FLEXIBLE: ADAPTABLE TO CHANGING CIRCUMSTANCES	• Ulus Historical Center Conservation and Improvement Plan describe the project formation process in implementation phase and functional character for each project area. The plan prepared for Ulus is not a completed project but open to development and flexible enough to determine the generel features of implementation and project making principles within the process of implementation. For instance, within 4242 construction block 2 and 4 parcels in Ulus Historical City Center Conservation and Improvement Plan, after the planning process and the actions defined in 1/1000 scale was followed for a while and evaluations were taken, certain revisions were held in the plan according to existing situations. This shows the flexible characteristics of the plan.
OPEN TO NEGOTIATION BY VARIOUS ACTORS INVOLVED IN THE PLANNING PROCESS	• “Ankara Historical Areas Conservation Unit (ATAK)” was formed within the structure of the Greater Municipality of Ankara in 1989. This unit was, on the one hand, directing implementation of Ulus plan and providing technical coordination between the Ministry of Culture Ankara Conservation Board for Cultural and Natural Assets, General Directorate of Foundations, Altındağ District Municipality and the METU Planning Group, on the other (Bademli ve Kıral 1992, 128). It was also responsible of the execution of construction works at the worksite, expropriation studies and following trials. • Apart from the conservation unit, a planning framework was constructed by the contributions of inhabitants of Ulus, investors, individuals and institutions working in project preparation and implementation. Not only planners, architects, economists, sociologists, archaeologists, conservationists, industrial designers, engineers, but also owners of property, politicians, bureaucrats, journalists, solicitors, associations and artists are also involved in this planning process. That indicates the ‘multiple actor involvement’ in the plan which is also necessary for its successful implementation (Bademli ve Kıral 1992, 130).
THE WHOLE AS A SYSTEM DEFINITION &DESIGN OF PARTS	• The macroform of Ulus Plan relies on 1/100.000 scale study determining the “Population and Employment Distribution and Development Direction of Central Business District between 1985-2015 in Ankara Metropolitan Area” and 1/50.000 scale study determining “Urban Structure Elements and Dual Character of Central Business District” plans. Central Business area structure is also handled at 1/25.000 and 1/5000 scales. In addition, a 1/5000 scale transportation plan is prepared and decisions concerning the transportation issues such as pedestrian, one-way and traffic roads were brought about. With this plan, transportation and pedestrian systems were defined. Three 1/1000 scale framework plans were also prepared. These framework plans are implementation plans that have the details of the 1/5000 master plan and carries the characteristics of a master plan. They define the sub-sections of a system and have transportation, circulation and open spaces system. 1/1000 scale framework plans, in a way, summarize a system including squares, pedestrian roads, terraces for panorama (bakı terası), axes, parks, carparks, transportation focal points, traffic roads and junctions, public transportation systems, and the design criteria and offers urban design projects system. Besides, depending on the system, program areas are differentiated and action plans, design criteria and actions based on parcels are defined for these program areas. Ulus plan divides Ulus into various program areas within a system depending on a whole and these program areas also denotes action areas. These ‘action areas’ define ownership, usage and functionalization, structuring, transportation/circulation/carpark, infrastructure, environmental arrangements/landscape/city furniture and project preparing/implementation process and the way that would be followed and offer actions and design criteria.

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INTERVIEWS

Sevil Sayıt: Ankara Greater Municipality, Landscape architect, responsible for Ulus Plan in the Municipality.

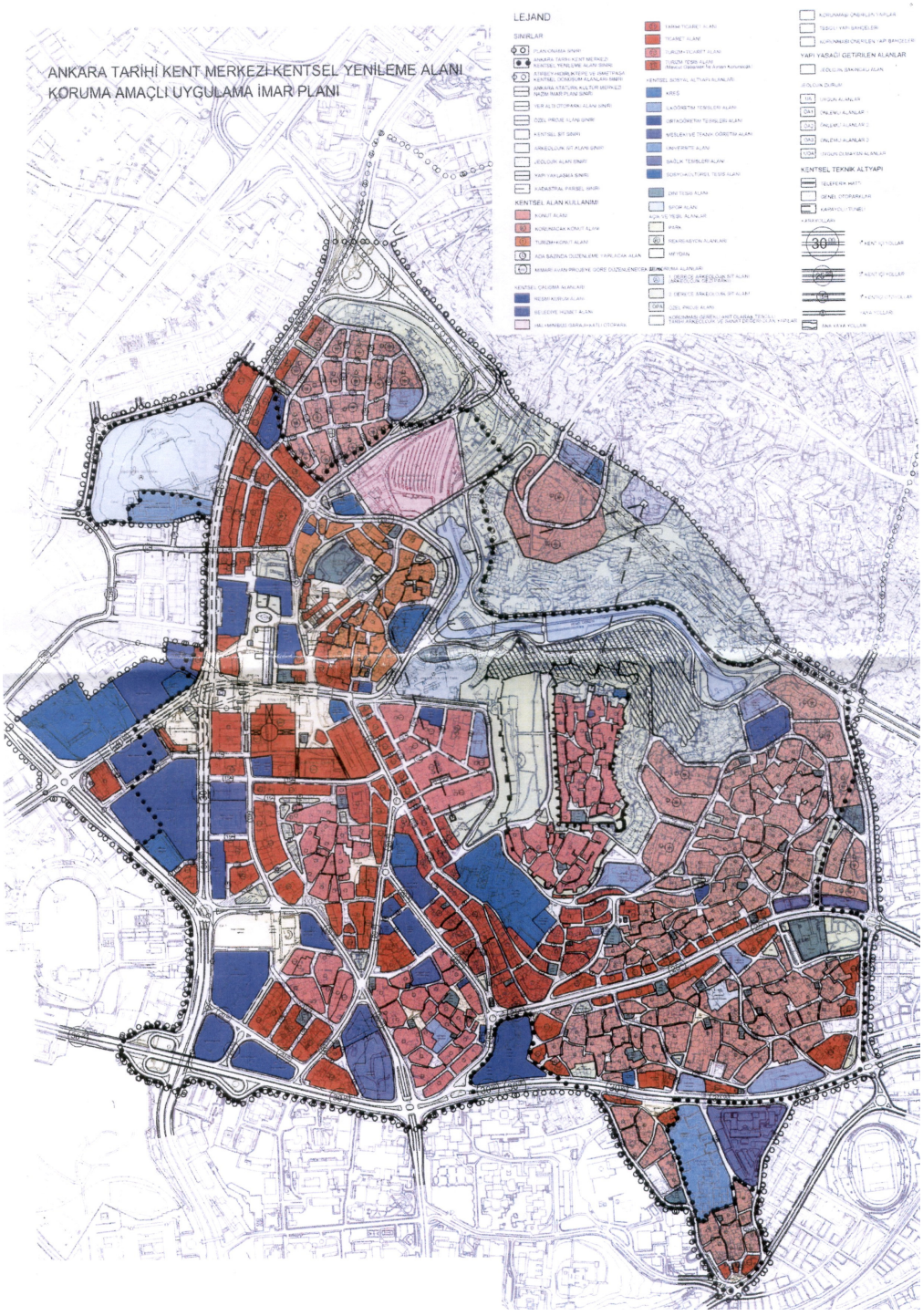
Teoman Aslan, Altındağ District Municipality, City planner, responsible for Ulus Plan in the municipality.

Funda Erkal, City planner, Vice Chairman, Chamber of City Planners, previously worked in the preparation of the Ulus Plan in the METU Planning Group.

Mehmet Tuncer (Phd), City Planner, Utta Planning Consultancy Firm, currently working on conservation planning.

Mine Karataş, Architect, KM Architecture, Engineering, Consultancy firm, worked in the parcel implementations of Ulus Planning Project Area.

APPENDIX A


ANKARA TARİHİ KENT MERKEZİ KENTSEL YENİLEME ALANI
KORUMA AMAÇLI UYGULAMA İMAR PLANI
LEJAND
SINIRLAR
KENTSEL ALAN KULLANIMI
YAPI YASAĞI GETİRİLEN ALANLAR
KENTSEL TEKNİK ALTYAPI