

THE ASSESSMENT CRITERIA OF URBAN REGENERATION PROJECTS: THE  
CASE OF THE FENER-BALAT DISTRICTS IN ISTANBUL

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## **ABSTRACT**

### **THE ASSESSMENT CRITERIA OF URBAN REGENERATION PROJECTS: THE CASE OF THE FENER-BALAT DISTRICTS IN ISTANBUL**

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Urban regeneration has become a frequently and widely used urban transformation strategy in many cities since the beginning of the 1990s. A number of urban regeneration projects have been implemented in declining city centres, old-industrial and harbour sites, and the working-class residential areas and undermined historical heritage sites of cities. The rise and mushrooming of such projects all over the world however brings about the questions related to their success level.

This thesis aims to assess the success level of urban regeneration projects according to the measurable (qualitative and quantitative) features of integrated planning approaches. It seeks to develop a model to examine the success level of urban regeneration projects in physical, environmental, economic and social terms. Using case study as a research method, the research focuses on the on-going ‘Rehabilitation of the Fener and Balat Districts Programme’ in the Istanbul Historical Peninsula, and tries to answer the question of how far this Programme can be successful in terms of regenerating the Fener-Balat Districts physically, environmentally, economically and socially.

Keywords: Success level of urban regeneration projects, integrated approach, physical, environmental, economic and social regeneration, success criteria

## ÖZ

### KENTSEL CANLANDIRMA PROJELERİNİN DEĞERLENDİRME KRİTERLERİ: İSTANBUL FENER VE BALAT SEMTLERİ ÖRNEĞİ

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Yüksek Lisans, Şehir ve Bölge Planlama, Kentsel Tasarım

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Kentsel canlandırma, 1990'lı yılların başından itibaren birçok ülke tarafından en sık kullanılan kentsel dönüşüm stratejisi haline gelmiştir. Kentlerin çöküntü bölgesi haline gelmiş merkezlerinde, işlerliğini yitirmiş endüstri bölgeleri ve limanlarında, işçi sınıfı konut alanlarında ve yıkılmaya yüz tutmuş tarihi ve kültürel miras alanlarında birçok kentsel canlandırma projesi uygulanmıştır. Ancak bu projelerin bütün dünyada yaygınlaşması projelerin başarı seviyesi ile ilgili soruları gündeme getirmiştir.

Bu tez, kentsel canlandırma projelerinin başarı düzeyini bütünlük planlama yaklaşımlarının (nitel ve nicel) ölçülebilir özelliklerine göre değerlendirmeyi amaçlamaktadır. Çalışma, kentsel canlandırma projelerinin başarı düzeyini fiziksel, çevresel, ekonomik ve sosyal yönden ölçen bir model geliştirmeye çalışmaktadır. Alan çalışması araştırma yöntemini kullanan bu araştırma, İstanbul Tarihi Yarımada'da uygulanmakta olan 'Fener ve Balat Semtlerinin Rehabilitasyonu Programı'nı ele almakta ve bu programın Fener ve Balat semtlerini fiziksel, çevresel, ekonomik ve sosyal anlamda canlandırma konusunda ne kadar başarılı olabileceği sorusunu cevaplandırmaya çalışmaktadır.

Anahtar kelimeler: Kentsel canlandırma projelerinin başarı düzeyi, bütünleşik yaklaşım, fiziksel, çevresel, ekonomik ve sosyal canlandırma, başarı kriterleri

To My Family...

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## **CHAPTER 1**

### **INTRODUCTION**

#### **1.1. Definition of the research problem**

Urban regeneration has become a frequently and widely used urban transformation strategy in many cities since the beginning of the 1990s. A number of urban regeneration projects have been implemented in order to revitalize the declining city centres, old-industrial and harbour sites, and the working-class residential areas and undermined historical heritage sites of cities. The rise of such projects in all over the world, including in Turkey within the last two decades raises the questions about the success level of these projects. How far are these urban regeneration projects successful in terms of reversing the physical, environmental, social and economic decline, responding to the needs of the declining and deteriorated urban areas, and finding comprehensive solutions to the problems of these areas? This research focuses on this question.

#### **1.2. Scope and objectives of the study, research question and propositions**

In Turkey, the concept of urban regeneration has come to agenda especially after the 1980s when Turkey started to adopt extrovert economic policies with the aim of achieving integration with the global economy. Two other important factors that affected the development of the concept were the Habitat II Conference held in 1996, in Istanbul and the Marmara Earthquake happened in 1999. Yet, the urban regeneration concept is not fully developed in Turkey.

Nevertheless, many urban regeneration projects have been implemented in Turkey especially in Istanbul. Some of them that have been recently initiated by the Greater Municipality of Istanbul are Zeytinburnu, Süleymaniye, Sulukule, Tarlabası and Tophane Districts Urban Regeneration Projects, Galata Port and Haydarpaşa Port

Regeneration Projects, Kartal Sub-Centre and Kartal-Pendik Coastal Area Urban Regeneration Project and Küçükçekmece-Avcılar Interior Exterior Beach Area Urban Regeneration and Design Project. As these kinds of projects have become widespread, there has arisen a need to assess the success level of these projects.

Thus, the main concern of this research is to examine the success level of the recent urban regeneration projects in Turkey, particularly the ones in historical and cultural heritage sites in the historical peninsula of Istanbul. The research aims to develop a model for the success assessment of urban regeneration projects, and uses this model to investigate the Rehabilitation Programme of the Fener-Balat districts, a district within the UNESCO World Heritage Site of Istanbul. The district which was once inhabited by wealthy Jewish and Greek population has turned into the deteriorated and dilapidated neighbourhoods with their move in the 1950s and their replacement by poor immigrants from the Black Sea Region since then. Habitat II Conference held in 1996 in Istanbul initiated the Rehabilitation of Fener and Balat Districts Programme through the designation of these districts as UNESCO World Heritage Site. In the late-1990s, an urban regeneration programme was launched in the Fener-Balat districts with the support of European Union. The programme which was designed to be completed in October 2006 raises the question of how far it can successfully regenerate the Fener-Balat districts.

The key question of this research is therefore how far the recent Fener-Balat Regeneration Programme can be successful in terms of regenerating the Fener-Balat districts physically, environmentally, economically and socially.

The key proposition of the thesis is: The success level of an urban regeneration project depends on how far it provides a declining area with successful physical, environmental, social and economic regeneration. This proposition is the outcome of many interrelated sub-propositions which are clearly and in detail stated in Chapter 4 where the methodology of the research is explained.



### **1.3. Research methodology**

A case study method is used as a research strategy of this research. The on-going Rehabilitation of the Fener and Balat Districts Programme is the case whose level of success is examined in this research. In order to assess the success level of the Programme, the research develops a model which identifies the measurable success criteria of integrated urban regeneration projects. Then, it examines, first, the physical, environmental, social and economic potentials, needs and problems of the district, and second, the strategies and policies of the Rehabilitation of Fener and Balat Districts Programme regarding the success criteria identified in the study. In doing so, the research seeks to find out how far the on-going Fener-Balat Regeneration Programme can successfully respond to the needs of the district and can find the solutions to its problems, by using the potentials of the district. In other words, the research tries to assess how far the Programme can successfully regenerate or reverse the physical, environmental, economic and social decline of the Fener-Balat districts. The research also identifies the progress level of the Programme until now. The assessment of the research also includes the advantages and disadvantages of the project; that is, the success of the Programme to regenerate and conserve the site, as well as its weaknesses, restrictions, problems and difficulties.

Here, it is noteworthy that there is not any standard model to assess the success level of urban regeneration projects. This study seeks to make a start for the development of a model which can be used to assess the success level of urban regeneration projects particularly that of conservation-led regeneration projects by identifying the criteria for successful physical, environmental, economic and social regeneration. To develop this model, this research uses the theoretical framework which will be explained in Chapter 3. According to this theoretical framework, the physical, environmental, economic and social success criteria of the conservation-led regeneration projects are to be identified and the strategies and policies of the Programme are to be examined according to these success criteria.

This research uses quantitative and qualitative data which are based on the three major sources of evidence. The first source of evidence includes documents which constitute census data, written reports, books, articles, researches, formal studies or evaluations of the same site under study, articles appearing in the media and websites related to the project and agencies which are under investigation. Among these sources, the Fener-Balat Districts Survey Report was used as a secondary data of this research. The Survey Report was prepared by the Foundation for the Support of Women's Work (FSWW) within the framework of the Rehabilitation of Fener and Balat Districts Program between 15 February and 15 March 2004 by focusing on the eight neighbourhoods of the Fener and Balat districts in order to determine the problems, priorities and needs of the inhabitants of the Fener-Balat districts. The second source of evidence of this research is interviews with a number of stakeholders involved in the Fener-Balat Project. Finally, direct observation is the last source of evidence of this research which consists of walking and spending time on the site, and taking photos. The further details about the research method of this study are given in Chapter 4.

#### **1.4. Structure of the thesis**

This research consists of five chapters. Chapter 2 aims to define urban regeneration as an urban transformation strategy, to identify its key principles and to explain the evolution of urban transformation strategies over the last 200 years.

Chapter 3 focuses on the success indicators of urban regeneration projects. It seeks to define key characteristics of urban regeneration projects developed over the last 30 years and to identify the criteria to assess the success level of urban regeneration projects. The chapter first focuses on and explains strategic and partnership approaches, and, second, integrated approach with its key components. Then it identifies the success criteria of urban regeneration projects according to the measurable (qualitative and quantitative) features of the integrated approach.

Chapter 4 explains the research methodology of this research. It identifies the research method which is employed in the research. First, it explains the method

followed by this research to assess the success level of urban regeneration projects; second, the success criteria identified and tested by this research; third, the sources of evidence used by the research and finally the reasons to carry out the case study on the Fener-Balat districts in this research.

Chapter 5 concentrates on the examination of the success level of the recent Fener-Balat Rehabilitation Programme. This chapter concerns with the success assessment of the recent Fener-Balat Rehabilitation Programme. It first examines the Fener-Balat districts in terms of its location in Istanbul, and its spatial and socio-demographic changes in history. Second, it examines the physical, environmental, social and economic potentials and problems of the district. Third, it explains the strategies and policies of the recent Rehabilitation of Fener and Balat Districts Programme. Fourth, it studies the strategies and policies of the Fener-Balat Rehabilitation Programme according to the success criteria identified by this research and it assesses how far the currently on-going project successfully helps the physical, environmental, social and economic regeneration of the Fener-Balat districts. The success assessment of the project also includes the advantages and disadvantages of the Fener-Balat Rehabilitation Programme. Finally, this chapter explains the progress level of the Programme until July 2006.

Chapter 6 concludes the thesis. It provides an overview of the research by summarizing the initial focus of the research, the research question and propositions, and research methodology. Second, it summarizes the findings of the research. At the end, it makes a discussion on the success level of the urban regeneration projects in Turkey, referring to the example of Fener-Balat, and it makes recommendations for future urban regeneration projects.

The appendix of the thesis includes the interview questions asked to various stakeholders of the Fener-Balat Regeneration Programme in order to collect data on the case study.

## **CHAPTER 2**

### **DEFINITIONS AND PRINCIPLES OF URBAN REGENERATION, AND HISTORICAL EVOLUTION OF URBAN TRANSFORMATION STRATEGIES**

Urban regeneration is an issue which has been worked on recently very widely. This chapter aims to define urban regeneration as an urban transformation strategy, to identify its key principles, and to explain the evolution of urban transformation strategies over the last 200 years.

#### **2.1. Definitions of urban regeneration**

Much has been written about defining urban regeneration and there are now probably well over a hundred alternative definitions. According to *The Concise Oxford Dictionary* to regenerate means 'to bring into existence, produce, evolve' and to 'generate again, bring or come into renewed existence'. Couch (1990: 75) defines urban regeneration as the 'reuse and reinvestment in the physical structure of existing urban areas'. He (1990: 2) states that the term refers to a wide process in which the state or local community try to bring back investment, employment, consumption and improve the quality of life within an urban area. For Lichfield (1992: 19), urban regeneration means the need for 'a better understanding of the processes of decline', and an 'agreement on what one is trying to achieve and how' (Lichfield, 1992: 19, cited in Roberts, 2000: 17). Donnison (1993: 18) suggests that urban regeneration includes 'new ways of tackling our problems which focus in a co-ordinated way on problems and the areas where those problems are concentrated' (Donnison 1993: 18, cited in Roberts, 2000: 17-18). And, according to Roberts (2000: 17), urban regeneration is "a comprehensive and integrated vision and action which leads to the resolution of urban problems and which seeks to bring about a lasting improvement in the economic, physical, social and environmental condition of an area that has been subject to change". In other words, it encompasses a vision and a bundle of strategies and actions to revitalize a declining economic activity, or a social function,

to encourage 'social integration' in the areas suffering from 'social exclusion', to return the environmental and ecological deprivation back to a balanced level. Therefore, urban regeneration comprises strategies and actions taken to improve economic, social, physical and environmental conditions of a declining area in a comprehensive and integrated way. It includes strategies, policies and actions to plan and manage decline and deprivation of existing urban areas, rather than new urban areas.

Urban regeneration, as an urban transformation strategy, has some characteristics. First of all, it is an interventionist activity (Roberts, 2000: 22). As stated above, it seeks to maintain the physical, social, economic and environmental improvement in declining urban areas. In other words, it is a response to the opportunities and challenges presented by urban degeneration in a particular place at a specific moment in time (Roberts, 2000: 9).

Second, urban regeneration is an activity which straddles the public, private, voluntary and community sectors (Roberts, 2000: 22). While many of the urban transformation interventions were handled by the state in the past, today they have become a matter of consensus between many actors and stakeholders from the public, private, voluntary and community sectors (Roberts, 2000: 21). There is a wide recognition that without the consensus of these actors and stakeholders, the success of urban regeneration projects cannot be sustained.

Third, urban regeneration is an integrated and comprehensive strategic process, instead of a short-term and fragmented approach. For Lichfield (1992), integration is a central feature of this strategy and helps to distinguish it from earlier attempts to manage change in urban areas (Lichfield, 1992, cited in Roberts, 2000: 22). This strategy is based on "a system for the strategic management of urban regeneration (*which*) should place emphasis on the need to create clarity regarding the intended outcomes of regeneration, the provision of a framework within which specific plans and projects can be designed and implemented, establishing and maintaining links between the policy systems involved, identifying the roles and responsibilities of the

actors and organizations involved in regeneration, and generating a sense of common purpose and co-operation” (Roberts, 1990; italics added, cited in Roberts, 2000: 23).

This feature of urban regeneration leads us to identify another characteristic, i.e. its effect on the institutional structure of improving and managing urban change. The strategy is not only a means of determining policies and actions designed to improve the condition of urban areas, but also that of developing or changing the institutional structures necessary to support the preparation of specific proposals (Roberts, 2000: 22).

Finally, urban regeneration is ‘a means of mobilizing collective effort and providing the basis for the negotiation of appropriate solutions’ in order to manage change in an orderly manner (Roberts, 2000: 22). Without the mobilization of collective effort, it is not possible to achieve a sustainable (or continuous success of) urban regeneration.

## **2.2. Aims of urban regeneration**

There are various aims that urban regeneration serves for. Roberts (2000: 10-17) explains these aims as:

- establishing a relation between the physical conditions of urban space and social problems;
- responding to the needs of urban space which continuously changes;
- improving the quality of urban life and social welfare by achieving and maintaining economic regeneration;
- providing strategies in order to contain urban sprawl and to ensure the maximum beneficial and effective use of land already within the urban area;
- enabling urban policy to be shaped through the collaborative planning process pursued by a multi-agency approach.

### **2.3. Principles of urban regeneration**

Urban regeneration should also be based on certain principles which are inevitable in order to bring back the physical, social and economic revitalization of declining areas. According to Roberts (2000: 18-19) who identifies these principles clearly and briefly, urban regeneration should:

- “be based upon a detailed analysis of the condition of an urban area;
- be aimed at the simultaneous adaptation of the physical fabric, social structures, economic base and environmental condition of an urban area;
- attempt to achieve this task of simultaneous adaptation through the generation and implementation of a comprehensive and integrated strategy that deals with the resolution of problems in a balanced, ordered and positive manner;
- ensure that a strategy and the resulting programmes of implementation are developed in accord with the aims of sustainable development;
- set clear operational objectives which should, wherever possible, be quantified;
- make the best possible use of natural, economic, human and other resources, including land and existing features of the built environment;
- seek to ensure consensus through the fullest possible participation and co-operation of all stakeholders with a legitimate interest in the regeneration of an urban area; this may be achieved through partnership or other modes of working;
- recognize the importance of measuring the progress of strategy towards the achievement of specified objectives and monitoring the changing nature and influence of the internal and external forces which act upon urban areas;
- accept the likelihood that initial programmes of implementation will need to be revised in-line with such changes as occur;
- recognize the reality that the various elements of a strategy are likely to make progress at different speeds; this may require the redirection of resources in order to maintain a broad balance between the aims encompassed in a scheme of urban regeneration and to allow for the achievement of all of the strategic objectives”.

Beyond these principles there is a need to understand the importance of ‘the uniqueness of place’ (Roberts, 2000: 19). Although the problems of urban areas look alike, in fact they are the consequences of many different economic, social and environmental processes. Therefore, the solutions to urban problems should be searched considering the different economic, social and environmental potentials in the urban areas. Each decision taken should be unique to the local area.

Another theme that supports the principles of urban regeneration is the thought that urban areas should provide a positive contribution to the economic, social and environmental performance of the cities. In the past, disadvantaged urban areas and particularly inner cities were seen as an obstacle to the success of the nations and regions in which they are located, so they should be abandoned. However this view that inner cities should be abandoned has changed over time and it is understood that indeed the ‘overall performance of metropolitan regions is linked to the performance of their central cities’ (Stegman, 1995: 1602, cited in Roberts, 2000: 19).

#### **2.4. The evolution of urban transformation strategies**

The Chicago School of Sociology developed ‘urban ecology’ theories which see the urban areas as living organisms (Günay, 1991: 1). These theories explain the formation of cities according to four dualities:

- 1. Decentralization-Centralization:** In the first stage cities concentrate at the centre as the number of people, buildings and industrial uses increases. When this density begins to create extra pressure in terms of physical stock, crowd, air pollution, cities decentralize to the urban fringe which generally causes decline of inner urban areas. However, as cities face with some thresholds in the decentralization process, centralization process starts again stimulating transformation policies in inner urban areas (Günay, 1991: 1).

In the beginning of the 20<sup>th</sup> century, suburbanization movement in European countries occurred which led to the expansion of both the infrastructure and residential areas to the fringes of cities. In the 1960s, the growth rate of European



cities started to decrease. Especially after 1980s a demand has been created in inner urban areas so that several transformation policies have come into agenda. Consequently, in deteriorated urban areas, the transformation policies which especially included the construction of subways and the creation of pedestrian zones were implemented. Thus, cities which had lost their identity underwent significant improvements in terms of their urban space qualities (Günay, 1991: 1).

2. **Succession-Invasion:** When certain uses or social groups success to another location due to the changing conditions in the urban environment, generally more inferior uses and social groups invade their location. This condition which also cause decline in urban areas especially occurs in the decentralization process and the former prestigious urban areas deteriorate. Consequently a need for urban transformation activities arises (Günay, 1991: 2).

In Istanbul, Fener-Balat districts on the historical peninsula are one of the most important examples of this formation.

3. **Dominance-Gradience:** This formation is mainly defined by the dominance of a certain use and the relative distribution of other uses in the urban area. In this process the most determining factor is the attitude of high income classes in terms of settlement location. Because they attract central business functions where they move. Thus, every kind of investment such as infrastructure or business functions is directed towards the quarters where dominant uses and high income classes are concentrated (Günay, 1991: 2).
4. **Segregation-Integration:** This type of formation is mainly related to integration or segregation of certain uses and social groups. ‘Gated communities’ which have come to agenda in recent years is an example of this process (Günay, 1991: 2).

During the processes defined above, various urban transformation strategies have evolved both in Europe, the North America and also in Turkey over the last 200 years. Urban regeneration is the outcome of these strategies.

#### **2.4.1. The period between the Industrial Revolution and the 1940s**

The first wave of urban transformation activities took place until the 1940s and included ‘**clearance**’, ‘**renewal**’ and ‘**redevelopment**’ strategies. These strategies which were based on the replacement of the whole existing urban area included the changes in the property ownership and took the form of ‘slum clearance’ policies in Europe in the 1930s and ‘federal bulldozer’ in the USA (Günay, 1991: 2-3).

Throughout the history, it has often been tried to remove derelict or inefficiently used urban areas and to propose new uses for such places. Clearance, as a public intervention, is generally followed by redevelopment activities. Renewal includes the demolition or repair of individual buildings, roads or urban fabric with the aim of new construction or conservation. In fact, the main purpose of these actions was to reverse the declining tax values in inner urban areas. ‘Redevelopment’ implies an intervention which totally removes and transforms both the existing urban fabric and life patterns together with the rearrangement of property boundaries, buildings and roads. It is the most important tool for the central and local authorities in order to regain declining property taxes in the urban areas where neither profitable economic functions nor satisfactory living conditions take place. However, today, this activity is strictly criticized due to the past experiences which caused serious damages to the cultural heritage, identity or memory of cities (Günay, 1991: 3).

Following the Industrial Revolution, cities’ population increased drastically. Together with a parallel increase in the demand for diversity of land uses, the inner city of many 19<sup>th</sup> century industrial cities became over-crowded with additional space for houses, factories, offices and shops. Over-crowded inner city, low-quality living and working conditions, insufficient infrastructure services and open spaces led to the deterioration of quality of living conditions especially in inner city, and rise of slum areas. Slum areas also faced with the problems of physical and social

deprivation. The first urban transformation strategies, i.e., 'slum clearance' and 'urban renewal' appeared in this period in order to prevent epidemics, to improve urban living conditions (especially by providing adequate housing) and to provide clean water, better sewage system and clean open space (Roberts, 2000: 12). In short, the aim of slum clearance interventions was to clear the areas that were built within industrializing economy and having problems of obsolescence (Özkan, 1998: 17). Haussmann's operations that took place in Paris in the 19<sup>th</sup> century within the context of modernist approach are among the best known examples of urban clearance and reconstruction interventions.

Slum clearance also came into the urban agenda in the 1930s in the British cities, slum areas were designated in the 1930s; new legislations were introduced in order to plan healthier areas. The strategy was kept in the urban agenda until the end of the 1940s. The 1947 Town and Country Planning Act in Britain included the renewal of slum clearance areas through designation of Comprehensive Development Areas (Roberts, 2000: 29). In this period, slum clearance and urban renewal policies mainly aimed to social and physical renewal, while overriding the issues like economic and environmental renewal (Roberts, 2000: 14).

Parallel to the slum clearance and urban renewal projects, progresses in transportation technologies in the 19<sup>th</sup> century led to the introduction of train, tram and car into the city and helped the initiation of suburban developments in the periphery of cities. With the rising idea of 'model villages' in the late-19<sup>th</sup> century, and the Garden City Movement which brought the idea of combining 'energetic and active town life, with all beauty and delight of country' in the early-1920s, 'urban redevelopment' appeared as an urban transformation strategy (Howard, 1902: 15, cited in Roberts, 2000: 13).

The physical emphasis of 'urban redevelopment' strategy was on the replacement of inner areas and peripheral development. In this respect, efforts were mainly directed to slum clearance actions (Roberts, 2000: 15). Slum areas were cleared and redeveloped by using 'high-rise housing and industrialized building techniques' (Couch, 1990: 29).

One of the basic characteristics of the ‘redevelopment’ policy in this period was that it required a reduction in population density from pre-existing urban areas. Because there was an increase in external space standards; public spaces were larger than the previous ones and new houses were larger than the slums with their wider bathrooms and kitchens. Therefore redevelopment interventions required more land than the redevelopment site (Ward, 2004). This need for more land together with the improvements in transportation technologies led to suburbanization occurring at the edges of many towns and cities. New and expanded towns emerged beyond the green belts (Roberts, 2000: 15). Nevertheless, many relocated residents were dissatisfied with the slum clearance programme. Because their new high-rise flats were not only in poor quality but also constructed in remote locations which meant excessive fuel bills for them (Couch, 1990: 37).

It is noteworthy that there was a great difference between the approaches of the US of America and Britain to urban redevelopment interventions in terms of aim and scale. Firstly, British authorities were further away from the logic of private capital when compared with America (Fainstein, 1994: 6). Secondly, while, the impulsive force behind the slum clearance interventions in Britain was the will to solve the problems of the historical city centres and related issues, the slum clearance interventions in the US had a dimension of resolving the problems of ethnical groups (Özkan, 1998: 14). In the US, slum clearance areas were generally designated near business centres or wealthy neighbourhoods in order to remove the threat of the lower class invasion to these areas (Fainstein, 1994: 7). These created a difference in the scale of the interventions. The scale of the slum clearance projects in the US was very large (because of this they were called as ‘federal bulldozers’), whereas it was limited to poorly fabricate and unhealthy housing areas in Britain (Özkan, 1998: 17). Moreover, there was not a replacement policy in the US for the poor people living in the slum clearance areas and thousands of the houses of the poor people were demolished without providing them housing (Fainstein, 1994: 6). However in Britain redevelopment interventions were carried under a general housing policy and the housing needs of displaced people were fulfilled by millions of social housing units constructed (Özkan, 1998: 17).

According to Couch (1990: 37-38), slum clearance programmes transformed ‘the whole fabric of many inner city areas from close-knit dense pattern of Victorian streets with their serried ranks of two-up two-down terraced housing, corner shops and pubs intertwined with the occasional back street factories, into single tenure ‘planned’ neighbourhoods of high- and mid-rise flats and windy shopping precincts in which the concept of the street had all but vanished’. Figure 2.1 demonstrates the transformation occurred in Everton in Liverpool by the slum clearance and rebuilding programmes.

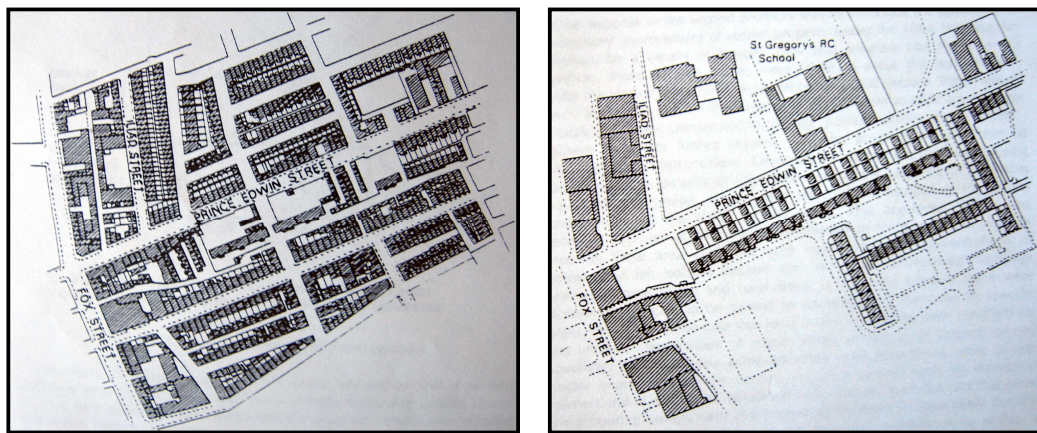


Figure 2.1 Everton, Liverpool, before slum clearance and rebuilding (left), after slum clearance and rebuilding (right) (Resource: Couch 1990: 38-39)

#### 2.4.2. The period between the 1940s and the 1950s

The second wave of urban transformation activities emerged in the 1950s and included mainly the ‘**reconstruction**’ strategy. This strategy implies a total transformation especially in the physical structure of the city and yet it has lost its meaning today (Günay, 1991: 7). In the 1940s and 1950s, cities faced the problem of repairing the Second World War damages, and that of reconstructing the urban fabric, many of which had been neglected for years (Roberts, 2000: 15). This initiated many ‘urban reconstruction’ projects. The process of reconstructing inner cities which was generally based on a ‘master plan’ was seen as a national task. Besides governments, local authorities and the private sector provided great support

to the reconstruction process (Roberts, 2000: 14). For example, in Britain, central government prepared a detailed guidance in cooperation with the Ministry of Town and Country Planning to the local authorities ‘on the principles and standards that should govern the preparation of redevelopment plans for (central) areas’ (Ministry of Town and Country Planning, 1947: 1, cited in Roberts, 2000: 15). These kinds of detailed guidances are assumed to be the reason for the resemblance of many post-war urban reconstruction schemes (Roberts, 2000: 15).

Improvement in quality of housing and living standards became the major social concerns of these urban reconstruction projects (Roberts, 2000: 14). In this respect, the 1949 Housing Act in Britain provided Discretionary Grants of up to the 50% of the total cost to the property owners for the refurbishment and improvement of their dwellings (Couch, 1990: 38).

#### **2.4.3. The period between the 1950s and the 1960s**

The third wave of urban transformation activities which came into urban agenda in the 1960s included ‘**revitalization**’, ‘**rehabilitation**’ and ‘**improvement**’ strategies which are more modest approaches to urban transformation in terms of the efforts trying to keep the existing inhabitants and property ownership pattern in the target area (Günay, 1991: 4).

Dependent on the activity pattern of the cities, previously dominant areas degrade in time and less important areas become dominant. Urban revitalization is a strategy or intervention to regain these declining areas through the injection of new functions and activities. Similarly in Turkey, ‘Antalya Citadel’ is accepted as a successful example of urban revitalization though causing gentrification (Günay, 1991: 4-5).

Urban rehabilitation is a strategy used in order to overcome dense and unhealthy urban areas that emerged in the haphazardly growing physical stock where original functions disappeared. The removal of the conditions and the physical stock that leads to urban deterioration and decline and the improvement of infrastructure are among the most widely applied measures in the implementation of the strategy.

During the rehabilitation process it is important to pay attention to the preservation of the original character of the urban fabric and the injection of activities compatible with the area (Günay, 1991: 4).

Sometimes, an urban area preserves its functional character but the physical stock accommodating these functions and the infrastructure serving the area deteriorate or there arises a need for new establishments or facilities which would improve the quality of life of the local community. Under this circumstance, improvement policies might be put into action supported with new management models in order to continue the existing functions (Günay, 1991: 4).

In the 1960s, the arguments against the effectiveness of the slum clearance programmes increased (Roberts, 2000: 15). The dissatisfaction with 'slum clearance' interventions together with the movement of population to peripheral estates<sup>1</sup> led to the recognition of the inner city problems at the end of the 1960s (Roberts, 2000: 15; Couch, 1990: 43). It was understood that many of the solutions found to urban problems in the post-war period only transferred the location of these problems, rather than solved them (Roberts, 2000: 15). Consequently, it was widely accepted that the social and economic problems of the inner cities 'would need to be tackled in situ' (Couch, 1990: 43-44). In this period, it was also realized that the past strategies could not increase enough the declined land values in the city centres (Günay, 1992: 3). Therefore, urban policy started to move away from large scale slum clearance programmes to other urban transformation strategies which were 'urban rehabilitation' and 'urban improvement' (Couch, 1990: 36).

The main urban policy of the 1960s was 'urban revitalization'. By the mid-1960s, and the improvement of existing older residential areas became very important

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<sup>1</sup> During the period between 1960 and mid 1970s many inner cities had lost population; for example, the inner area of Manchester had lost 20% of its population and Liverpool had lost 40%. However, the people who were left behind were generally unskilled or semi-skilled workers, one-parent families and overcrowded immigrant communities with inadequate housing. At the same time there had been a growth in the number of office jobs in the city centres in parallel to the rapid decline in manufacturing industry. Between 1966 and 1971 manufacturing employment decreased by 20% in Manchester and by 19% in Liverpool (Shore, 1976, cited in Couch, 1990: 45). In addition, the grant allocated for the new and expanded towns programme was reduced in this period in order to decrease the rate of the out-migration from the inner cities (Couch, 1990: 45-46).

(Couch, 1990: 43). In Britain, for example, many housing improvement policies were put into action. In 1959, Standard Grants which were payable under the House Purchase were introduced and the 1959 Housing Act provided grant for the provision of necessary basic services such as water supply and toilet for the houses which did not have these amenities (Couch, 1990: 38-39). Also, the 1964 Housing Act enabled local authorities to designate 'Improvement Areas' in order to remove the threat of clearance from certain areas, to create a stable investment climate and to encourage 'comprehensive improvement'. Additionally, under the 1969 Housing Act, the government regulated the area improvement policies by introducing 'General Improvement Areas' (GIAs) within which the local authorities were obliged to provide consultation to the local residents about improvement plans together with other existing institutions. The local authorities were also given £100 for each dwelling to provide environmental services such as landscaping, parking provision and streetworks (Couch, 1990: 41). Throughout the 1960s; approximately 130.000 dwellings were improved per year through these grants (Couch, 1990: 38-39).

*The general view of GIAs was that while there were notable examples of good practice and individual success there was not sufficient scale of activity to have more than a marginal effect on the general condition of the housing stock within most urban areas (Couch, 1990: 42-43).*

The late-1960s also represented an important shift in the understanding of urban decline. Before, urban decline was seen as an urban pathology, while towards the end of the 1960s, it started to be recognized as an outcome of structural economic and social problems (Balchin and Bull, 1987, cited in Roberts, 2000: 30). As a result, Urban Programme was launched in 1968, by the Home Office due to the growing concern about the inner urban areas and especially about those neighbourhoods where mostly the immigrants' live in (Roberts, 2000: 30). Under this programme, local authorities and community organizations supported social and community development projects (Couch, 1990: 44).

Also, the central government-led social policies were introduced into legislative arrangements for the urban transformation. For example, Section 11 of the 1966



Local Government Action Act<sup>2</sup> and the 1967 Plowden Report on primary education were added into the urban policy field (Hall, 1981, cited in Roberts, 2000: 29-30). The Plowden Report on primary education led to the emergence of Education Priority Areas scheme (Hall, 1981, cited in Roberts, 2000: 29-30). The Plowden Report also marked a turning point by highlighting small areas within cities. For the first time a government initiative was focused on such small areas (Ramsden et al., 2001: 5). In 1969, the Local Government Grants (Social Need) Act provided the basis for financial assistance through the Urban Programme (Roberts, 2000: 30) and the Home Office also launched a study to understand the nature and causes of deprivation through Community Development Projects (CDPs) (Couch, 1990: 44). In addition, other policy initiatives followed such as the expansion of the Educational Priority Areas Scheme and the Shelter Neighbourhood Action Project (SNAP) which was published in 1972 (Roberts, 2000: 30).

#### **2.4.4. The period of the 1970s**

The 1970s are characterized with the strategy of **‘urban renewal’** which became the major urban transformation strategy with a particular emphasis on the coordination between the previously separate economic, social and physical aspects of urban policy (Roberts, 2000: 16). Another feature of the strategy is its focus on the community; i.e., previously determined small housing areas. In Britain, for example, a series of Inner Area Studies were carried out by consultants. These studies together with the designation of Housing Action Areas by the 1974 Housing Act provided the basis to improve the urban agenda through the 1978 Inner Urban Areas Act whose first impact introduced under the 1978 Act was limited to a few inner city areas (Donnison and Soto, 1980; Roberts, 2000: 30). Nevertheless, the Act enabled local authorities to be designated as partnership and programme authorities so that a series of partnerships were established in Britain under which central and local government agencies worked together to run a programme of investment in the most deprived inner cities (Roberts, 2000: 30). Also, following the 1978 Inner Urban Areas Act, seven partnerships, fifteen program authorities and fourteen other districts were

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<sup>2</sup> The Section 11 of the Act was designed to fulfill the requirements of the immigrants of ethnic minorities who were disadvantaged in terms of accessing education, training, employment and various other opportunities that were available to people generally (Council of Europe, 1999).

designated. In Scotland, responsibility for urban regeneration was given to Scottish Development Agency which was established in 1976. This Agency made extensive investments to a number of major area schemes one of which was the Glasgow Eastern Area Renewal (GEAR) project in Glasgow (Roberts, 2000: 30).

Therefore, in the 1970s, the urban transformation was used widely with the emphasis on area-based renewal and with the focus on economic, social and physical aspects of urban decline under the control of central and local governments.

#### **2.4.5. The period of the 1980s**

**‘Urban redevelopment’** became the main urban transformation strategy of the 1980s (Turok, 1987, cited in Roberts, 2000: 16). In this period, the most significant change in urban policy field was the move away from the idea that the government should provide all the resources for policy development and interventions to cope with urban problems. Instead of central government, private sector became the major actor in the urban redevelopment projects (Roberts, 2000: 16). In both the US and Britain, the main strategy was to use public powers to support the private sector with a minimum regulatory intervention (Fainstein, 1994: 8).

Another important feature of the period was the establishment of many partnerships between public and private sectors (Roberts, 2000: 16). The main reason for the public-private partnership was the changes in global relations which transformed urban economies and increased the competition between the urban areas; while the manufacturing activities lost their value, the issues related to finance, communication and information gained importance and a pressure existed to reconfigure the existing built environments. Under these circumstances, the private investors found opportunity to gain huge profits from land development. Thus, governmental agencies largely left their direct role in urban regeneration; they gave up acquiring and servicing land and building public facilities (Fainstein, 1994: 108). Urban partnerships which gained powers to support industrial and commercial development comprised central government, local authorities, private business and local voluntary organizations (Rees and Lambert, 1985, cited in Fainstein, 1994: 111).

During the 1980s, new initiatives were introduced into the urban transformation policies to improve private sector confidence in order to attract their investment for the declining urban areas. One of these initiatives was the Urban Development Corporations (UDCs)<sup>3</sup> which was established under the 1980 Local Government Planning and Land Act in Britain (Roberts, 2000: 30). Couch (1990: 46) defines the UDCs as an ‘application of the new towns development corporation organizational model to the urban regeneration situation’. The UDCs acted as the planning authorities for redevelopment areas. Since the UDCs were reporting only to the central government the local councils lost their decision-making powers. In addition, the UDCs were oriented to stimulate the private market rather than comprehensive planning (Fainstein, 1994: 8).

Initially two UDCs were established; one of which was in London Docklands and the other was in Liverpool. These development agencies were responsible for ‘the removal of physical dereliction, bringing land back into beneficial use and facilitating property development’. The issues such as job creation, provision of housing or social facilities to meet local needs were not among their main objectives (Couch, 1990: 46).

Another important new initiative is the Enterprise Zones (EZs). Within the EZs, the residents and developers could benefit from certain tax concessions and a relaxed planning regime (Couch, 1990: 46). Due to the rapid expansion of these programs, thirteen UDCs and twentyfive EZs had been designated in England between the years 1980 and 1984 (Roberts, 2000: 31).

Alongside these initiatives, new financial resources were allocated to urban redevelopment projects. In Britain, for example, Urban Development Grant (UDG) is one of these resources which was introduced in 1982, in order to provide central

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<sup>3</sup> “The UDC is a formal vehicle through which government entices private developers to participate in fulfilling its economic development objectives. UDCs retain many of the governmental powers of their participating public agencies while not being subject to the normal requirements, such as holding open public meetings, filing extensive reports of their activities, providing avenues for community participation, and conforming to civil-service rules, to which the public sector is subject. While ultimately responsible to public elected officials, UDCs operate much like private firms, employing the entrepreneurial styles and professional image-building techniques more customary in the corporate than in the governmental world” (Lassar, 1990; Squires, 1989, cited in Fainstein, 1994: 111).

government financial support for the redevelopment projects in inner urban areas.<sup>4</sup> Additionally Inner City Enterprises which were to be operated as property development companies within the Urban Programme were established in 1982. Other urban regeneration measures launched in the early and mid-1980s in Britain included: 1) the establishment of five civil service Task Forces in the partnership areas; i.e., the City Action Teams (CATs) which were responsible for achieving efficiency in the provision of public services; 2) the identification of registers of unused and underused land owned by public bodies (this task was given to local authorities by the 1980 Local Government Act); and 3) the operation and expansion of the Priority Estates Project which was renamed Estate Action in 1987 (Roberts, 2000: 31).

Consequently, a series of initiatives were designed to attract more private sector investment to the inner city areas. However, ‘the results of this have been a change in the nature of ‘partnership’ from being a central-local government relationship to being a public-private sector relationship and a burgeoning of profit seeking development companies keen to exploit this new found investment market. The consequences for the inner cities have been a sharp increase in *ad hoc*, sometimes uncoordinated and unplanned property development activity, and a number of significant improvements in the local physical environment, but frequently with scant regard to the social and employment needs of the indigenous local community’ (Couch, 1990: 47).

Another notable feature of the period is the initiation of a number of ‘flagship projects’ controlled by Urban Development Corporations. These projects, which were usually large mixed-use schemes providing major infrastructure and land reclamation benefits (Noon, et al, 2000: 66), sought to stimulate economic activity and attractiveness of an area by supplying services or creating tourism and visitor

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<sup>4</sup> In 1987 the Urban Regeneration Grant (URG) was introduced in order to complement the UDG. This new measure aimed at assisting the private sector. The URG was merged with the UDG in 1988 and they became a single unit under the name of City Grant which was the major policy instrument under the Action for Cities Programme. City Grant created interest in the private sector and was awarded to developers directly rather than using local authorities as intermediary organizations (Roberts, 2000: 31).

destinations which were not available (Jeffrey and Pounder, 2000: 96). With the newly built cultural, commercial, housing and office fabric, and well-designed public spaces, they re-imaged derelict and declined areas of cities; and became the new symbols of cities. As mentioned before, well-known examples include Canary Wharf (London Docklands Development Corporation) and Albert Dock (Merseyside Development Corporation) in Liverpool (Figures 2.2, 2.3). The aim of these schemes was to create confidence in designated areas and thus to bring private sector investment (Jeffrey and Pounder, 2000: 94).



Figure 2.2 Canary Wharf  
(Resource: <http://www.museumindocklands.org.uk/English/EventsExhibitions/Themes/Regeneration.htm>, July, 2006)



Figure 2.3 Albert Dock  
(Resource: [http://en.wikipedia.org/wiki/Image:Albert\\_Dock\\_Panorama2.jpg](http://en.wikipedia.org/wiki/Image:Albert_Dock_Panorama2.jpg), July, 2006)

According to the advocates of flagship projects, these projects provided great contribution to economic development by successfully promoting recipient areas, generating external demand and improving the local spending power (Noon, et al, 2000: 67). “The market-directed revitalized built fabric was in turn to contribute to

economic and social regeneration through providing appropriate buildings and locales for the new rising sectors of economic activity” (Healey, et.al., 1992: 277). However there were also some critiques to flagship projects pointing to ‘the distortion of the local marketplace and the absorption of many years’ demand into one part of the area’. In the early 1990s a number of flagship projects were either cancelled or very much reduced in scales by the recession (Noon, et al., 2000: 67).

*The 1970s emphasis on personal and community development, participation egalitarianism, the democratization of urban space and the revitalization of public social life was replaced by a language highlighting cultural policy’s potential contribution to urban economic and physical regeneration. The language of ‘subsidy’ was gradually replaced by the language of ‘investment’. Community access, popular creativity and grassroots participation became less important, for example, than the role of prestigious flagship cultural projects in promoting a city’s positive image, or the development of sector strategies aimed at maximizing the economic potential of local cultural industries (Bianchini and Parkinson, 1993: 13).*

In this period, social concerns also shifted towards community self-help which means development of the community’s sense of being and lesser dependency on central authorities (Gürler, 2002).

#### **2.4.6. The period between the 1990s and the present**

‘**Urban regeneration**’ has become the major urban policy since the 1990s. There are a number of differences between the urban regeneration policies of this period and the ones of the previous periods. First of all, in the 1990s, there was a move towards a more comprehensive form of policy and practice and the pure emphasis was on integrated approach. In this period, urban regeneration was defined as a ‘composite concept’ ‘encompassing economic, environmental, social, cultural, symbolic and political dimensions’ (Bianchini and Parkinson, 1993: 211). And also, the strategic planning approach in urban planning has started to be widely used in urban regeneration projects (Healey, 1997; Carter, 2000; Roberts, 2000).

*The move towards a more integrated approach was also reflective of an increased understanding of the complexity, multiplicity and inter-relatedness of urban problems, and a corresponding acknowledgement that addressing*

*these problems would require concurrent policy effort on several fronts. To illustrate, housing affordability is now seen to be related to the availability of jobs with adequate earning power, and the ability to obtain such employment is seen to be related to sufficient education (Gibson and Langstaff, 1982; Gilderbloom and Wright, 1993; Shlay, 1995; OECD, 1995, cited in Layne, 2000: 254).*

Early urban regeneration efforts have sometimes been described as ‘bricks and mortar’ projects as their emphasis was mostly on the physical revitalization of inner cities (Layne, 2000: 254). However, recent urban regeneration projects have moved ‘beyond the bulldozer’ together with the growing recognition that true regeneration is only possible through redevelopment of an area’s socio-economic as well as physical fabric (Layne, 2000: 254).

Public, private, voluntary and community sectors have become dominant actors in urban regeneration projects. Therefore, multi-agency and multi-sector approaches (therefore activating collective efforts) in urban regeneration have become the prominent and key characteristics of the period (Roberts, 2000). From the central government side, urban regeneration at the local level have been supported within the urban regeneration programmes. Especially in Britain, such programmes have encouraged local authorities to become more competitive, managerial and corporatist; and they have consequently led to the rise of the ‘new localism’ (Roberts, 2000: 32). For example, City Challenge, as a central government-led programme in Britain, was introduced in 1991 as the major element of the urban policy budget in the early 1990s. It invited local authorities to bid for funds in partnership with other public sector, private and voluntary bodies, as well as community sectors (Roberts, 2000: 31). The City Challenge was more interested in the local community needs when compared with the UDC approach (Fainstein, 1994: 113-114).

As well as the central government programmes for urban regeneration, private and voluntary resources have been used in order to finance urban regeneration projects. For example, in Britain, in 1992, the government launched the Private Finance Initiative (PFI) whose purpose was to reduce the Public Sector Borrowing

Requirement and to persuade the private sector to take a more active role in urban regeneration by raising additional capital finance (Roberts, 2000: 32).

Another significant initiative of this period was at the organization level. Beside the central and local government, Regional Development Agencies (RDAs) were introduced into urban agenda. The intention behind the creation of RDAs was to coordinate regional economic development, help attract inward investment and support the small business sector. These agencies would be created in each Government Office for the Regions (GORs) region and it was thought that they would bring together the functions of GORs, English Partnerships and the Rural Development Commission (Roberts, 2000: 33). Urban Regeneration Agency, as an outcome of this idea was established in 1992, in Britain in order to ‘promote reclamation and development of derelict, vacant and underused land and buildings in England, especially in urban areas’ (Roberts, 2000: 32).<sup>5</sup>

Additionally, environmental sustainability has gained importance in the 1990s urban regeneration projects throughout Europe. Roberts (2000: 16) stated that: “Although the new challenge of environmentally sustainable development has not yet fully imposed its characteristics on the functioning of urban areas, there is little doubt that it is likely to dominate the theory and practice of urban regeneration and of urban management in the future”. The 1990s is the period when the needs towards the development of sustainable city and regions were widely recognized in order to use the economic, social and environmental resources in the most effective and efficient ways. Especially in Europe, the policies concerning the development of ‘compact city’ and the efficient and effective use of the natural, economic, social, cultural and historical resources have become the main concerns of the central and local governments. The urban regeneration projects were influenced by the rhetoric of the sustainable urban and region development. A number of urban regeneration projects which aimed at the revitalization of the declining city centres, containing urban sprawl and ensuring the maximum beneficial use of land already within the urban area, redeveloping mixed-use urban areas with the help of the sustainable public

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<sup>5</sup> Urban Regeneration Agency was named as the English Partnerships in 1994 and brought together the functions of English Estates, City Grant and Derelict Land Grant (Roberts, 2000: 32).



transport systems, and the conservation of the natural, historical and cultural heritage have been launched in European cities in order to attain sustainable urban development. This is also one of the reasons why area-based urban regeneration projects have become so many in European cities.

According to Peter Roberts (2000: 33), there were three more policy areas which were of particular importance to urban regeneration. The first issue related to public policies on health, social policy, housing, education, training, transport, law and order, planning and environmental standards. The second policy initiative which existed since the 1930s was Regional Selective Assistance (RSA). The responsibility of RSA was given to the Department of Trade and Industry and the funds were used to support projects in urban and rural areas. The final policy was the European Union's Structural Funds. "The funds are managed through partnership structures representing the European Commission, the Member State government and local and regional interests" (Roberts and Hart, 1996, cited in Roberts, 2000: 33).

Today, urban regeneration aims to address issues that are related to change in the economy and employment, economic competitiveness, social exclusion, community issues, vacant and deteriorated sites in cities, new land and property requirements, environmental quality and sustainable development (Turok, 2004, Keles, 2003, Roberts, 2000, cited in Goksin and Müderrisoğlu, 2005: 5). Within this context, it is important to note the changing role of the conservation activity in urban areas. According to Delafons (1997), over the last 30 years, the conservation activity has been shifting from being characterized as an act of preservation towards being characterized as part of a broader vehicle for urban regeneration and economic development (Delafons, 1997, cited in Strange and Whitney, 2003: 220). In this sense, it is important to examine the impacts of the conservation-led regeneration projects to the declining and deteriorating historical and cultural heritage sites. The following chapter will focus on this issue.

Table 2.1 The evolution of urban transformation policies from the 19th century to the 21st century (Resource: Modified table of Roberts and Sykes, 2000: 14)

<b>Period</b>	<b>-1940s</b>	<b>1950s</b>	<b>1960s</b>	<b>1970s</b>	<b>1980s</b>	<b>1990s-</b>
<b>Policy Type</b>	Clearance Renewal Redevelopment	Reconstruction	Revitalization Rehabilitation Improvement	Renewal	Redevelopment	Regeneration
<b>Major strategy and orientation</b>	Slum clearance; removal of the detrimental effects of Industrial Revolution and early attempts at suburban growth through redevelopment interventions.	Reconstruction and extension of older areas of towns and cities often based on a 'masterplan'; repairment of II. World War damages, suburban growth.	Continuation of 1950s theme; suburban and peripheral growth; some early attempts at rehabilitation and improvement	Focus on in-situ renewal and recognition of the 'inner city'; still development at periphery.	Many major schemes of development and redevelopment; flagship projects.	Move towards a more comprehensive form of policy and practice; more emphasis on integrated approach.
<b>Key actors and stakeholders</b>	National and local government.	National government; local governments, private sector.	Move towards a greater balance between national government and local government.	Decentralization of national government authority; growing role of local governments and private sector; emergence of public-private partnerships and programme authorities.	Emphasis on private sector and special agencies; establishment of many partnerships between public and private sectors.	Partnership between the public, private, voluntary and community sectors.  Urban Regeneration Agencies operating at the regional level
<b>Economic focus</b>	Public sector dominant.	Public sector investment with some private sector involvement.	Continuing from 1950s with growing influence of private investment.	Resource constraints in public sector and growth of private investment.	Private sector dominant with selective public funds.	Greater balance between public, private and voluntary funding.
<b>Social content</b>	Improvement of urban living conditions.	Improvement in quality of housing and living standards.	Housing improvement, social and welfare improvement especially to fulfill the requirements of the immigrants of ethnic minorities.	Community-based renewal; greater coordination between the previously separate economic, social and physical aspects of urban policy.	Community self-help with very selective state support.	Emphasis on the role of community.
<b>Physical emphasis</b>	Replacement of inner areas and peripheral development.	Replacement of inner areas and peripheral development.	Some continuation from 1950s with parallel rehabilitation of existing older residential areas.	More extensive renewal of older urban areas.	Major schemes of replacement and new development; 'flagship schemes'.	Area-based schemes with the emphasis on the urban sustainability, and cultural and historical heritage conservation
<b>Environmental approach</b>	No concerns on the environmental issues.	Landscaping and some greening.	Selective improvements.	Environmental improvement with some innovations.	Growth of concern for wider approach to environment.	Introduction of broader idea of environmental sustainability.

## **CHAPTER 3**

### **SUCCESS INDICATORS OF URBAN REGENERATION PROJECTS**

Assessment of success level of urban regeneration projects, which is rather difficult and complicated, requires the development of a model including integrated and comprehensive success criteria. This chapter aims to define key characteristics of urban regeneration projects developed over the last 30 years and to identify the criteria to assess the success level of urban regeneration projects. Urban regeneration literature suggests that there are two inevitable and interconnected features of urban regeneration projects. The first is that they are planned, managed and organized according to strategic planning approach and that they acquire partnership approaches. The second important feature is that they are based on integrated approach. This chapter will focus on and explain first strategic and partnership approaches, and, second, integrated approach with its key components. Then the chapter will identify success criteria of urban regeneration projects according to the measurable (qualitative and quantitative) features of the integrated approach.

#### **3.1. Strategic and partnership approaches for urban regeneration projects**

##### **3.1.1. Strategic approach**

The increasing concerns regarding property-led urban regeneration and inner city policies, which have been defined as being ‘modest in scale, geographically dispersed, marginal and ad-hoc in character, and lacking any relationship to structural urban economic trends’, have led to the rise of the need for a strategic approach to urban regeneration in the early 1990s (Hausner, 1993, cited in Carter, 2000: 38). The development of a strategic approach for urban regeneration projects is also an outcome of an increasing importance of strategic thinking in planning over the last two decades. ‘Spatial planning has shifted from a concern for purely physical planning and land-use matters to a wider concern for social, economic,

environmental and political issues' (Alden and Boland, 1996). This means that strategic thinking in planning became crucial for the cities operating in both Europe and the global economy where strategic level of decision-making is a necessity. The strategic planning has been also accepted widely in Europe, and increasingly in the UK and there is a need to develop strategic frameworks at the urban region level in order to deal with the interconnected problems of many urban areas (Healey, 1997, cited in Carter, 2000: 37). In Europe 2000+<sup>6</sup>, the importance of integrating various strategic issues into a more 'comprehensive and complex form of spatial planning' was strongly emphasized (European Commission, 1994). "Planning at a variety of spatial levels is now concerned with a wider range of issues than hitherto, including economic development, transportation, retailing, tourism, housing, urban regeneration, the countryside, and their integration with each other" (Carter, 2000: 40).

Making links (i.e., setting contexts to promote relationships, and strategic vision) and activating ideas about the future are important factors while designing a strategic framework (Healey et al., 1995: 284). According to Hausner (1993), strategic framework should:

- "provide a bridge between 'top-down' and 'bottom-up' approaches;
- be realistic and capable of being translated into specific policies, objectives and actions;
- be drawn up by a wide-ranging partnership, which includes all key stakeholders;
- address the overall viability, prosperity and competitiveness of regions - enhancing their contribution to their own residents and to their regions and the nation;
- ameliorate disadvantage, promote opportunity and mobility, support development in deprived communities;

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<sup>6</sup> Europe 2000+ is a document which 'emphasizes the emergence of a European dimension in planning policies of member states and advocates an enhanced role for regional development strategies in achieving the objectives of nations, regions and localities in an enlarged European Union' (Carter, 2000: 40).

- preserve cities as motors of civilization, culture, innovation, opportunity and enterprise” (Hausner, 1993, cited in Carter, 2000: 42).

Roberts (1990) argues that “strategic vision is concerned with creating the framework in which longer-term goals, aims and objectives of individuals, organizations and areas can be realized” (Roberts, 1990, cited in Carter, 2000: 42). Additionally, the creation of a strategic vision can ensure the resources such as land, capital and labour are used in a way to achieve the best overall effect (Carter, 2000: 42). For Carter (2000: 42), a strategic vision should emphasize:

- “the interdependence of actions, rather than treating each action as independent;
- the long-term outcomes and benefits, other than mainly considering short-term costs;
- the overall requirements of an area, rather than stressing the potential of an individual site (or project);
- the importance of creating common ground and, wherever possible, the generation of consensus, rather than encouraging conflict;
- the creation of positive attitudes towards mutual collaboration between sectors, rather than maintaining a public-private sector divide”.

### **3.1.2. Partnership approach**

Globalization has brought about significant changes in the structure of societies, economies and institutions of urban areas. “The globalization and restructuring of the economy have increased the economic, social and physical problems that many cities face, whilst reducing the control that institutions, public and private, have over the economic decisions that effect communities’ well-being” (Parkinson, 1996, cited in Carter, 2000: 37). Under these circumstances; ‘local activities’ have become important in trying to achieve economic success of cities and regions and there emerged a need for a new type of institution in order to find a solution to the diminishing control of existing institutions over economic activities. These new type of institutions are called ‘partnerships’ (Carter, 2000: 37).

Many organizations involved in urban regeneration activities accept that partnerships should adopt a multi-sector and multi-agency approach instead of a single-sector and single-agency approach, as urban problems have multiple causes. Therefore, urban regeneration projects need to require an integrated, comprehensive and multi-agency approach while finding and implementing solutions to urban problems (Carter, 2000: 37).

The partnership approach in urban regeneration emerged in the late-1980s and early-1990s (Carter, 2000: 43). By the early-1990s, it was widely accepted that one of the essential elements of an effective urban regeneration strategy is to achieve the involvement of the public and the private sectors, together with the direct participation of voluntary sectors and local communities into the urban regeneration projects (Bailey, 1995, cited in Carter, 2000: 43).

The partnership unites different levels of public, private, voluntary and community actors and agencies. “Partnership describes both an organizational structure, bringing together a range of agencies to co-operate to achieve shared objectives, and a structure for policy-making” (Carter, 2000: 45). The goal of a partnership is to provide a long-term, strategic, integrated and sustainable approach to urban regeneration which integrates the programmes of finance, business development and social provision such as education, housing, health care and crime prevention. Therefore the partnership is considered to be the most effective vehicle of overcoming complex and multi-dimensional urban problems (Carter, 2000: 44). Although there is a consensus of introducing partnership approach into urban regeneration projects, there has been a significant difficulty to develop and manage the organizational structure within an efficient partnership between public, private, voluntary and community sectors. As Parkinson (1996: 31) states, ‘the problem of generating the right institutional machinery with adequate incentives, sanctions and resources to integrate the actions of national and local, of public, private, voluntary and community institutions and agencies’ (i.e., to make a partnership) is a prominent challenge of urban regeneration projects (Parkinson, 1996: 31, cited in Carter, 2000: 43).

For this reason, a number of partnership models have been suggested in urban regeneration literature. Mackintosh (1992: 10), for example, defines three models of partnership –the synergy model, budget enlargement model and transformational model- in relation to urban regeneration context. The **synergy model** is based on the idea that, ‘by combining their knowledge, resources, approaches and operational cultures, the partner organizations will be able to achieve more together than they would by working on their own or, in other words, the whole is greater than the sum of the parts’. For the **budget enlargement model**, there is the assumption that ‘the partners will gain access to additional funds that neither could access on their own’ by working together. According to the **transformational model**, a great deal of benefits will be gained ‘by exposing the different partners to the assumptions and working methods of other partners’. This will also stimulate innovation as part of a continuing process of development and change (Mackintosh, 1992: 10, cited in Carter, 2000: 44-45).

Besides Mackintosh’s partnership models, it is possible to find a variety of partnership implemented in urban regeneration projects. Carter (2000: 45) suggests three typologies of partnership. The first typology consists of five categories (development partnership or joint venture, development trust, informal arrangement, agency and strategic partnerships) with the examples taken from urban regeneration activities in Britain in the late 1990s and in the early 2000s (Table 3.1).

The second typology, consisting of **systematic**, **programmatic** and **technical partnerships**, is categorized according to the operating levels of partnerships. In this typology, **systematic partnership** is defined as those involving strategic policy-makers which are ‘most effective in dealing with large-scale, deep-rooted problems’. **Programmatic partnerships** are suggested ‘to tackle issues such as the implementation of an urban regeneration strategy’, while **technical partnerships** are those which ‘may be short-term arrangements to achieve a particular objective such as a discrete physical redevelopment project’ (Carter, 2000: 45, 47).

The last typology of partnership, proposed by Stewart and Snape (1995: 4), seeks to identify three ‘ideal types’ or organizational models of partnership. The first ideal

partnership category, called **facilitating partnership**, aims to focus on deep-rooted problems and to achieve ‘negotiation of contentious or politically sensitive issues’. Stakeholders of this partnership are generally powerful, and may have differing perspectives and wide-ranging objectives. The partnership seeks to balance the differing interests among these strong stakeholders. The second type, **co-ordinating partnership**, intends to bring together partners ‘to oversee initiatives undertaken by the partners themselves or by arms-length bodies and to address relatively new and non-contentious issues’. They are often led or managed by one partner and balance of power is not as fragile as in the case of facilitating partnership. The last category is **implementing partnership**, which is generally set up to achieve specific objectives in a limited time. They are ‘responsible for the delivery of agreed projects often involving securing funding and resources’; the output of projects managed by such partnerships are clearly defined; and the power relations among stakeholders are not problematic (Stewart and Snape, 1995: 4, cited in Carter, 2000: 47).



Table 3.1 Types of partnership (Resource: After Bailey (1995) and Boyle (1993), Carter, 2000: 46)

Type	Area of coverage	Range of partners	Activities	Examples
<b>Development partnership, joint venture</b>	Single site or small area, e.g. town centre.	Private developer, housing association, local authority.	Commercial/non-profit development producing mutual benefits.	London Road Development Agency, Brighton Media Centre
<b>Development trust</b>	Clearly defined area for regeneration, e.g. neighbourhood or estate.	Community-based, importantly, independent from public bodies but frequently some reps from Local Authorities.	Community-based regeneration. Generally concerned with creating and spreading community benefits and since they are non-profit making, recycle all surpluses into the trust.	Coin St, North Kensington Amenity Trust, Arts Factory
<b>Informal arrangement</b>	District or city-wide.	Private sector-led. Sponsored by Chamber of Commerce or development agency.	Place-marketing, promotion of growth and investment. Concerned with problems, issues and strategy identification that are of mutual interest to the parties involved.	The Newcastle Initiative, Glasgow Action, East London Partnership.
<b>Agency</b>	Urban, or subregional.	Terms of reference from sponsoring agency. Delivery may be through a team of secondees drawn from the partners or through a development company (limited by guarantee) that is independent of the partners.	Multiple task orientation, usually within a designated time-frame.	UDCs, City Challenge, SRB, 'New Life' Partnerships.
<b>Strategic</b>	Subregional, metropolitan.	All sectors.	Determining broad strategy for growth and development. May act as an initial catalyst for activity. Often acts as a guide for development. Implementation is often through third parties. Can act as an umbrella organization guiding other vehicles, including development companies.	Coventry and Warwickshire Partnership, Chester City Partnership, Thames Gateway London Partnership.

### 3.2. Integrated approach

Integrated approach is a relatively new concept in the literature of urban planning and regeneration. Behind this approach, there is the assumption that there is no single cause for urban change. Urban change may occur according to many causes originating both within and out with a city (Roberts, 2000: 24). Similarly urban decline is resulted by various reasons, as stated below specifically for a neighbourhood area:

*Crime, physical blight, social polarisation and many other causes can change forever the composition and social structure of a community or neighbourhood. Physical decay, changing transportation and accessibility requirements, or the impossibility of adapting buildings to accommodate new uses, can sweep away an industrial, warehousing, residential or retail district (Roberts, 2000: 24).*

Integrated approach in urban regeneration was first adopted in Europe through the European Commission's Urban Pilot Projects (UPP) which is one of the community initiatives funded from the European Union's Structural Funds and are 'designed to explore and illustrate innovative approaches to tackle urban problems such as environmental and industrial decay and social exclusion' (Jeffrey and Pounder, 2000: 97-99). One of the European countries which advocated the widespread use of integrated urban regeneration policies in the 1980s is Britain. In 1986, the Conservative Government launched the Task Forces for the purpose of better coordinating the efforts of government departments, local government, the private sector and the local community to regenerate inner city areas<sup>7</sup> (Noon et al., 2000: 71). In the late-1980 and the 1990s, the central government launched a number of

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<sup>7</sup> A Task Force, consisted of five civil servants and was supplemented with members from local authorities, the private and voluntary sectors, aimed to "increase employment prospects for residents by removing barriers to employment, create and safeguard jobs, improve employability of local people by raising skill levels and providing training, promote local enterprise development through support for enterprise training, financial and managerial assistance, and support education initiatives" (Noon, et al., 2000:71). Their typical activities were to encourage enterprise by attracting business through the development of premises and the provision of financial and managerial support, to match work skills with current and future work opportunities, and to support training schemes to improve employability (Noon, et al., 2000: 71).

urban regeneration programmes based on integrated approach, such as Action for Cities (HMSO, 1988,<sup>8</sup> cited in Hart and Johnston, 2000: 148).

Integrated approach in urban regeneration can be understood in various ways. Lichfield (2000: 240-241) defines eight types of integrated approach definition in urban regeneration, namely geographic integration, integrated data, integrated interpretation of the scene, integrated planning team, integrated plan-making and implementation, integrated funding regimes, integrated policies and integrated action. **Geographic integration** intends to address ‘an area as part of a larger city and region, since both the problems of the area and the desired improvements result, to some extent, from conditions in other parts of the city’, while **integrated data** means the attempt to collect and regulate the data from different sources which include the education, health and social services departments and the police to create ‘a unified information system which will provide a comprehensive picture available to all concerned’ (Lichfield, 2000: 240). By **integrated interpretation of the scene**, Lichfield (2000: 240) refers to the approach of ‘understanding the interactions between education, income, housing and other factors and the importance of chains, for example, the need for training and information about jobs and child care facilities and adequate transport and supportive family (to bring a young mother into the workforce)’. **Integrated planning team** is a teamwork which involves various actors and professional disciplines; **integrated plan-making and implementation** is to incorporate ‘considerations of feasibility and delivery mechanisms, using plan-

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<sup>8</sup> In the Action for Cities programme (HMSO, 1988), the central government policy measures are categorized in four groups:

- ‘Helping Business Succeed’ “concerned with encouraging enterprise and new business and helping existing businesses grow stronger. A range of agencies are involved from public, private and voluntary sector and education and training are seen as important elements for competitiveness.
- ‘Preparing for Work’ focused on the aim of improving people’s job prospects, motivation and skills. Main activities included; focusing on school leavers, identifying school-industry links and establishing youth training.
- ‘Developing Cities’ included the aims of making areas attractive to residents and businesses by tackling dereliction, bringing buildings into use and preparing sites and encouraging development. This action is an essential component of many of the activities funded from the Single Regeneration Budget (SRB) and from the European Social Fund (ESF).
- ‘Better Homes and Attractive Cities’ concerned with improving the quality of housing and making inner city areas attractive places to live. It is important for labour market policy to retain or attract high skilled and better paid employment to inner city areas” (HMSO, 1988, cited in Hart and Johnston, 2000: 148).

making itself as an agent of change in attitude and action of the actors on the scene’; **integrated funding regimes** is to use ‘funding from different sources in a complementary way’; **integrated policies** refer to ‘consistency between the policies of different government departments and down the hierarchy from central to local government and area administration’; and finally, **integrated action** means the ‘collaboration between all those involved in implementation’ (Lichfield, 2000: 240-241).

In this thesis, integrated approach is used to refer to the urban regeneration strategies, policies, guidelines, funding, organizational and legal frameworks designed, planned and manage in order to achieve physical, economic, social and environmental revitalization of a declining area. In this sense, it includes all Lichfield’s types of integrated approaches mentioned above. The following sections will explain the key components of the integrated approach that this thesis is based.

### **3.2.1. Physical and environmental regeneration**

The physical appearance and environmental quality of cities and neighbourhoods give an idea about their prosperity, quality of life and the confidence of their enterprises and citizens. Run-down housing estates, derelict factories, vacant lands and decaying city centres are the symbols of poverty and economic decline, as well as the indicators of the inability of neighbourhoods to ‘adapt quickly enough to rapid social and economic change’ (Jeffrey and Pounder, 2000: 86). ‘Inefficient and inappropriate infrastructure or worn-out and obsolescent buildings’ may also be the causes of physical (as well as economic, social and environmental) decline, as they can not serve the needs of enterprises in new and growing sectors and impose extra costs in use and repair (Jeffrey and Pounder, 2000: 86; Roberts, 2000: 27).

“Physical renewal is usually a necessary if not sufficient condition for successful regeneration”. There is a wide recognition that, in some circumstances, it may be ‘the main engine of regeneration’ (Jeffrey and Pounder, 2000: 86). As Turok (1992) states, “the establishment of a wider mandate for property-led regeneration would help to ensure that physical action for towns and cities also made a greater

contribution to the economic and social well-being of such areas” (Turok, 1992, cited in Roberts, 2000: 27). Similarly, historical and cultural heritage can be also restored and reused for tourism and cultural activities, as well as living, working and leisure functions which will bring about economic revitalization (Tiesdell, 1996: 200-203).

One of the key issues to achieve successful physical regeneration is to understand the constraints and the potentials of the existing physical stock at regional, urban or neighbourhood level. Successful identification of the potentials of existing physical stock ‘requires an implementation strategy which recognizes and takes advantage of the changes under way in economic and social activity, funding regimes, ownership, institutional arrangements, policy and emerging visions of urban life, and the roles of cities’ (Jeffrey and Pounder, 2000: 86).

Physical stock consists of such components as buildings, land and sites, open spaces (streets, squares, parks, playgrounds, etc), water features (canals, river, lake or seafronts, etc), utilities and services, telecommunications, transport infrastructure, and environmental quality (Jeffrey and Pounder, 2000: 87).

Buildings, as one of the major components of physical stock in urban regeneration, can deteriorate due to various reasons, such as ageing; increased proportion of retired households, out migration of employed households and increasing levels of unemployment and low or unstable income groups in a residential area (Edgar and Taylor, 2000: 156). Constructing new buildings or rehabilitation of the existing building stock can be a driver of urban regeneration. On the one hand, decent new housing stimulates both physical and economic improvement, attracts new investment and new opportunities, and therefore the urban environment once again becomes revitalized with occupation of new activities and the attraction of new enterprises (Edgar and Taylor, 2000: 153).

Rehabilitation of the existing building stock, on the other hand, is another strategy used in urban regeneration projects. In the early regeneration policies of housing areas, especially those in the 1970s, mainly aimed to renew the physical stock rather than improving the social and economic conditions of inhabitants of such areas

(McConnachie et al., 1995, cited in Edgar and Taylor, 2000: 168). These policies that had ‘single-purpose objectives, short planning horizons and were not set within the strategic planning context of the urban systems’, were replaced in the 1980s with multi-functional and longer time horizon-policies which recognized the consequences for the wider urban system in which they are set (Edgar and Taylor, 2000: 166). Starting from the 1990s, it is widely recognized that housing regeneration is a means to achieve community regeneration (Edgar and Taylor, 2000: 169).

Historical buildings and those with special architectural values and features in urban declining areas offer opportunities for urban regeneration. As historic stock of cities is small, scarce or limited, this physical character has an economic value (Tiesdell, 1996: 203). As well as their economic value, preservation of historic buildings contributes to ‘urban excellence’, since they improve a community’s sense of history (Drewe, 2000: 292). Using historical and cultural heritage in urban regeneration projects is a common practice started in over the last two or three decades. Today, many historic urban areas are being revitalized to become attractive and desirable places for investment, living, working, leisure and tourism activities (Tiesdell, 1996: 200). For example, the Castlefield Project which was planned on a derelict area between the city centre of Manchester and the Rochdale Canal included the archaeological remains of a Roman fort. The historical and cultural heritage in the site was used as the basis of an urban park, which encouraged other investments such as a hotel and small office developments to come into the area (Jeffrey and Pounder, 2000: 96).

To protect historical and cultural heritage of cities effectively, it is necessary to know what is being protected: “It is axiomatic that to be able to pursue an active conservation policy, a planning authority must have full knowledge of what it is conserving ... it must examine and classify the building stock in each area; identify the danger points and anticipate redundancy; prepare strict criteria for sympathetic redevelopment if the building is dispensable; or, alternatively, propose alternative new uses or other means of preservation; and document buildings by measuring, analyzing and photographing them” (Cantacuzino, 1989: 9). Second, physical

interventions take place in the stock of buildings or in the public places, or both (Tiesdell, 1996: 208). The buildings are either refurbished for their existing use or converted for a new use (Tiesdell, 1996: 209). External environment is generally improved to attract both new functions and people to the area, as people feel uncomfortable and fear in places that are 'in disrepair and have visual signs of neglect' (Oc and Trench, 1993: 164, cited in Tiesdell, 1996: 209 ). The improvement and revitalization of historical urban areas also create a positive image which makes the area attractive to investors, visitors and residents (Tiesdell, 1996: 208). While the improvements in the building stock are usually funded by the private sector and encouraged by various kinds of public subsidies or tax incentives, the improvements in the public places are usually funded by public agencies (Tiesdell, 1996: 209).

The components, such as available utilities and services, the telecommunications and transport infrastructure can be also very critical for urban regeneration. For example, in London Docklands Project, the Development Corporation realized that the investment in electricity sub-stations in some areas would play a significant role in attracting new developments into the area. For the urban regeneration projects where attracting private sector firms is a crucial policy, the provision of a high-quality telecommunication infrastructure in project sites has become increasingly important (Jeffrey and Pounder, 2000: 87). Similarly, accessibility is vital in regeneration. In many urban regeneration cases, the accessibility of the areas was guaranteed by the motorways, public transportation systems, and pedestrian systems. For inner city areas, however, restrictions on car use are increasing in order to reduce traffic congestion and environmental pollution. Nevertheless, improvement in public transport systems ensures the accessibility of such areas (Jeffrey and Pounder, 2000: 88).

Improving environmental quality is also considered to be a key and necessary component in attracting inward investment, developers, residential and office users and visitors into such areas. Environmental quality is an 'integral feature' of buildings and urban and natural spaces (Jeffrey and Pounder, 2000: 88). The enhancement of environmental quality does not only help the protection of environmental and natural resources, improve the quality of life and sustain the

regeneration of such sites, but also provide benefits for both business and the local community (Roberts, 1995, cited in Jeffrey and Pounder 2000: 101). For example, the projects aiming to improve physical environment are increasingly seen as a valuable source of employment opportunities by local community. Especially in the housing renewal projects, a common strategy is to improve the physical environment of poorer communities and to reduce unemployment by providing improved services to low-income families. For instance, in the Wise Group, which is a project launched in the mid-1980s in Glasgow, the physical regeneration of social housing estates (including both the refurbishment of houses and environmental upgrading) was successfully achieved by recruiting and training a workforce who were chosen from the long-term unemployed people (Jeffrey and Pounder, 2000: 98).

Environmental problems include vacant and derelict land and buildings which have negative impacts on attracting potential investors. There needs to be ‘an economic rationale’ for environmental improvement works in order to save the resources of regeneration (Roberts, 1995, cited in Jeffrey and Pounder 2000: 101). In recent years many urban regeneration initiatives have focused on environmental improvement mainly with the aim of attracting private investment. These initiatives include ‘amenity improvements (i.e. landscaping and planting), ground treatment (i.e. land assembly, acquisition, clearance and sale) and improved site access and services’ (Jeffrey and Pounder, 2000: 101).

The quality of urban design has also gained importance since the mid-1980s (Akkar, 2005; Akkar, 2005; Hubbard; 1995). Local authorities have provided design guidance which helped developers in terms of ‘the scale, the treatment of the public realm, connectivity, movement and related factors’ (Edgar and Taylor, 2000: 160). Later on, design guidelines were also added into planning and development briefs and were prepared by taking into account the ideas of local residents (Edgar and Taylor, 2000: 160).

A city ‘draws water, energy and many other resources from distant points leaving an environmental or ecological footprint of its consumption pattern’ (Roberts, 1995: 230, cited in Roberts, 2000: 28). Urban areas generate many environmental costs



such as ‘excessive consumption of energy, the inefficient use of raw materials, the neglect of open space, and the pollution of land, water and the atmosphere’ (Roberts, 2000: 28). Recent researches indicate that ‘a successful town of the future is increasingly likely to be judged on its environmental performance and appearance’ (Ache et al., 1990, cited in Roberts, 2000: 28). With the policies to achieve environmental sustainability, the ideas of sustainable urban development and developing ‘compact cities’ have recently become common strategies for many of European countries. Behind the ideas of sustainable urban development and compact city, there is the argument that ‘the most successful places for living and working are those which are compact, bringing together homes and work, making good use of infrastructure, and with the ability to adapt to changing fortunes without complete redevelopment’ (Edgar and Taylor, 2000: 160). The ‘compact city’ idea also advocates that, while taking planning and land use decisions, the new developments should be proposed in existing urban framework rather than in new settlements. It suggests that these new developments should be planned with ‘good urban design, with attractive public open spaces, good amenities’, and should provide that redundant buildings and derelict and vacant sites are utilized in the best way (Edgar and Taylor, 2000: 161). When the issues mentioned above are fulfilled, new developments can play an important role in establishing a changed image and confidence in an area and so bring other developments behind them (Jeffrey and Pounder, 2000: 94).

### **3.2.2. Economic regeneration**

Economic regeneration is an important part of the process of urban regeneration. Economic regeneration deals with the urban areas facing economic decline caused by various reasons, such as the internationalization of production (Curran and Blackburn, 1994, cited in Roberts, 2000: 23), the weaknesses of the economic structure of older urban areas, and their inability to adapt to new trading and infrastructural requirements (Robson, 1988), ‘urban-rural shift’ and ‘spatial division of labour’ (Massey, 1984), the move of economic activities and firms outer parts of urban areas due to ‘high service costs, development constraints, failing infrastructure and inflexible labour’ (Noon et al., 2000: 63). Economic decline is also worsened by

the move of people outside these areas and increasing unemployment. The movement of economic activities outside the city influenced the residential preferences of employees and led them to move to suburbs which are often ‘better served by modern infrastructure and which offer lower rents or land values’ (Balchin and Bull, 1987, cited in Roberts, 2000: 27). The quality of labour force staying in inner city areas is generally characterized as unqualified; that is the population in such areas generally do not have appropriate skills and experience to gain access to new economic opportunities (McGregor and McConnachie, 1995, cited in Roberts, 2000: 25). For Hasluck (1987: 2), the problem of unemployment ‘occupies a central role in the “urban crisis” because it is both a symptom of the processes which have undermined the urban economies and an immediate cause of poverty, poor housing and other aspects of social deprivation’ (Hasluck, 1987: 2, cited in Hart and Johnson, 2000: 137). Unemployment and other reasons bringing about economic decline subsequently lead to physical and social deprivations. In the 1960s and 1970s, many urban economic policy initiatives were designed to overcome the disadvantage of the inner city locations in terms of ‘accessibility, environmental quality and the relative cost of land development compared with greenfield sites’ (Noon et al, 2000: 83). In recent years, public sector investment has continued to support economic regeneration with increased emphasis on a more integrated approach emphasizing partnership and ‘value for money’<sup>9</sup> (Noon et al, 2000: 83).

### **3.2.2.1. Demand and supply sides of successful economic regeneration**

Noon et al. (2000: 61) identify two main policy areas in the successful economic regeneration: demand and supply sides. The demand side is assessed with ‘a city’s ability to retain local expenditure and to attract more spending from outside’ (Noon et al, 2000: 62). It may be for an industrial production or for an output of the service sector, which will create new sources of expenditure. For example, development of conferences and tourism markets has been supported in strategies, as they created

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<sup>9</sup> “Value for money means that for a given amount of money the selected strategy provides higher-value outcomes than the next option; or that it provides the same outcomes for lesser cost” (Lichfield, 2000: 241). It should be noted that ‘value is not only measured in financial terms, but also in social, economic and environmental terms’ (Lichfield, 2000: 241).

new types of economic activity and sources of expenditures in the city (Noon, et al, 2000: 62).

In order to economically regenerate localities, there should be initiatives which create and develop their competitive advantages. According to Tiesdell (1996: 203), there are three ways to create and develop competitive advantages of localities: first, to establish a position as a consumption or production centre which requires action to change the activities occurring with the area; second, to promote functional regeneration which encourages existing uses and enables them to operate more efficiently and profitably (e.g., the historic character and buildings of a locality can be used for tourism and residential uses or the ambience of an urban area can be promoted for cultural activity); and finally, to create centres for post-industrial functions such as ‘concentration of cultural production or media firms’ (Tiesdell, 1996: 203).

On the supply side, investment must be made to improve infrastructure, land and people to adapt them to the new workings of economy. Infrastructural improvements include construction of new roads, clean water and sewage systems, telecommunication networks, and improvement of existing ones. Land needs to be redeveloped and made available to both existing industrial and/or service sector which may want to expand or relocate, and also for the development of new industrial and service sector firms (Noon et al, 2000: 62). Finally, there must be investment in people because ensuring a ‘suitably trained, skilled and well-qualified workforce’ has become a necessity for creating local economic advantage (Noon et al, 2000: 63). Therefore, education and training have become the key components of economic regeneration (Hart and Johnston, 2000: 129).

In economic regeneration, job creation is one of the leading policies. It does not only operate as one of the major engines of economic regeneration of disadvantaged areas, but also reduces the overall economic revenue losses of a country caused by informal sector. Most of the unemployed people work in the informal sector. “This presents opportunities for local agencies both to convert some informal activity into self-employment in the recognized economy, and to enhance the real wealth of poor

neighbourhoods by deliberately raising skill levels in occupations useful for survival in the informal economy” (Hart and Johnston, 2000: 141).

Job creation is defined by the net jobs added in a particular area over time. The net job capacity of disadvantaged areas can be increased either by attracting the existing jobs from more prosperous areas to these areas, or by creating new job opportunities (Hart and Johnston, 2000: 137). In this case it is also possible to mention demand and supply sides. The demand side for labour can be enhanced by ‘attracting inward investment; growing existing businesses, especially firms in the 10-100 employee size range (which can be assisted by measures such as the provision of advice and technology transfer schemes); creating micro-businesses through encouraging self-employment; creating temporary jobs through publicly funded schemes<sup>10</sup>; expanding the public sector; reducing labour costs (both wage and non wage) and implementing various forms of labour market regulation to increase the employment intensity of growth’ (Hart and Johnston, 2000: 137-138). The supply side can be enhanced by ‘providing information to make the labour and education and training markets work better; improving basic education including English as a second language; developing vocational skills; enhancing confidence, motivation and job search; changing unemployment or other benefit to increase incentives to work’ (Hart, Johnston, 2000: 138).

The supply side of economic regeneration is influenced by the productive capacity of the city which is mainly determined by the ability to attract investment and by indigenous development (Noon, et al, 2000: 62). The formation of new firms and raising the role and profile of existing small and medium-sized enterprises (SMEs) are of particular importance for indigenous development (Noon, et al, 2000: 62-63). Furthermore, the climate for investment in productive capacity is influenced by the competitiveness of the local economy which depends on the quality of infrastructure, locational advantages and skills of the workforce (Noon, et al, 2000: 62). A

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<sup>10</sup> Many urban regeneration projects have the capacity to create temporary jobs. For example construction, environmental improvements, housing maintenance and thermal insulation all need labour (Hart and Johnston, 2000: 146). Although temporary jobs are not as valuable as permanent jobs, they are important, since they give an opportunity to the unemployed people to turn back into the labour market and thus to regain confidence (Hart and Johnston, 2000: 140).

successful economic regeneration can be only sustained by fulfilling ‘the need to address both the supply-side and demand-side components’ (Noon et al, 2000: 63).

#### **3.2.2.2. Key actors and agencies**

Another factor in economic regeneration is to establish partnerships with key actors and agencies in the local labour market, such as local authorities, the Employment Service<sup>11</sup>, Training and Enterprise Councils<sup>12</sup>, Chambers of Commerce, Chambers of Trade, traditional local associations, single industries, education and trade unions, voluntary bodies and other parts of the public sector (Hart and Johnston, 2000: 144-145). Without the partnership of such actors and agencies, urban economic regeneration cannot be successful.

#### **3.2.3. Social regeneration**

Social regeneration is another significant part of integrated approach of urban regeneration. Economic deprivation is the most important factor creating social problems in urban areas (Roberts, 2000: 25). However it is not the only factor. There are many causes such as socio-demographic trends including ‘the adjustment and breakdown of traditional family and community structures, the changing nature and outcomes of urban policy, and the consequences of changing social perceptions and values’ (Roberts, 2000: 26). One factor affecting the socio-demographic nature of urban areas is the movement of population to the outer parts of the cities due to pull factors of the suburbs (such as cheaper and attractive houses, improved quality of life and better job opportunities) and push factors of inner urban areas (such as noise and

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<sup>11</sup> The Employment Service has two basic tasks, one of which is to pay benefit to unemployed people through Job Centres. Second, it acts as a free public broker between the job seeker and employers with job vacancies. The Employment Service provides information on trends, provides placement service to inward investors, and gives guidance service to job seekers through developing a Job Seeker’s Agreement with which unemployed people are interviewed regularly and the Employment Service identifies job opportunities considering their education, training and work experience. Consequently, the Employment Service acts as a ‘shop window of local opportunities for local people’ (Hart and Johnston, 2000: 145-146).

<sup>12</sup> Training and Enterprise Councils (TECs) are the key private sector agency in Britain which operates as a form of formalized community partnership focusing on skills, small firm formation and growth and local economic development (Hart and Johnston, 2000: 145).

crowd, and concentration of poor and disadvantaged groups which are not preferred by rich and educated members of the society) (Roberts, 2000: 26).

Another factor affecting the socio-demographic nature of urban areas is 'the breakdown of traditional structures of community and kinship' (Roberts, 2000: 26). According to Peter Roberts (2000: 26), the disappearance of traditional sources of employment, the effects of policies which aimed at rehousing urban residents, the impact of infrastructure and commercial property development, the decay of the environment and the lack of adequate social facilities have all together eroded the unity of many urban communities. The breakdown of the community structure and various other reasons led to an instability and decline in inner cities. In many Western countries, inner cities became the residential areas of non-white immigrants and the urban poor where racial and ethnic problems were significant when dealing with urban problems (Couch, 1990: 90).

The last factor affecting the socio-demographic nature of urban areas is the change in social perceptions and values of people. For example, in the eyes of many people 'the image of the city' underwent a great transformation in time. The city which was the symbol of modernism and civilized way of life is 'no longer an attractive place that can provide all the requirements necessary for a civilized way of life' with its crowd, noise and complexity (Roberts, 2000: 27).

### **3.2.3.1. Community and community needs**

At the heart of social regeneration, there is the concept of 'community'. Community is defined as the people working and living in defined areas covered by regeneration programmes. Yet, the concept is much more complicated. It can be described according to various variables, such as 'personal attributes (such as age, gender, ethnicity, kinship); beliefs (stemming from religious, cultural or political values); economic position (occupational or employment status, income or wealth, housing tenure); skills (educational experience, professional qualifications); relationship to local services (tenants, patients, carers, providers); place (attachments to

neighbourhood, village, city or nation)' (Department of the Environment, Transport and the Regions (DETR), 1997, cited in Jacobs and Dutton, 2000: 110).

One of the major factors which lead to successful urban regeneration is the existence of a community with strong feelings of solidarity; pride and identity which connect people together (Tilly, 1974, cited in Jacobs and Dutton, 2000: 110). As Burns et al. (1994) state, communities can support economic activities that benefit local people especially when they cause powerful emotions which 'derive from a sense of togetherness and social identity' (Burns et al., 1994, cited in Jacobs and Dutton, 2000: 110). Therefore, the most successful communities are those that can create a sense of belonging and partnership between people.

In successful urban regeneration, the policies have to meet community needs. Geddes (1995) argues that, for communities, the challenge is to 'improve their access, extend social and economic opportunities and develop local services to become more effective in meeting local needs' (Geddes, 1995, cited in Jacobs and Dutton, 2000: 111). Starting from the early 1990s, a number of urban regeneration programmes have been launched in Europe to identify community needs, and meet them. The Single Regeneration Budget (SRB) Challenge Fund in Britain is a good example as a comprehensive community regeneration programme which seeks to improve eight major problem areas of communities in poor and declining neighbourhoods. These are: a) **welfare to work** to tackle unemployment, educational attainment and social deprivation; b) **education action zones** to increase the number of educated people; c) **capital receipts** to tackle housing needs; d) **crime** to tackle and prevent crime under the joint responsibility of the local authorities and the police by developing local partnerships in consultation with the local community; e) **drugs** to tackle the problem of drug use within communities by working together through Drug Action Teams; f) **ethnic minorities** to tackle racial violence and harassment in local communities and to target economic development and training initiatives on such communities; g) **public health** to tackle poverty, poor housing, unemployment and polluted environment; and finally h) **vulnerable groups** to tackle social exclusion of homeless people, frail elderly people and those with mental illness (DETR, 1997, cited in Jacobs and Dutton, 2000: 112).

### 3.2.3.2. Key policy areas for social regeneration

Based on the problem areas defined by SRB Challenge Fund, it is possible to identify five major policy areas for social regeneration. The first one is the creation of **employment** which is generally the most important aim of many community-based regeneration schemes (Jacobs and Dutton, 2000: 109). Second, social regeneration projects offer **education and training** programmes. It is important to ‘convince pupils in deprived areas that there is some link between education and jobs and that they can succeed’ (Hart and Johnston, 2000: 142) as other pupils who live in wealthy neighbourhoods and go to successful schools. Furthermore, they need to be persuaded to continue their education and training as long as possible (Hart and Johnston, 2000: 142). Local and central government authorities are responsible for compulsory state education, they are often partners of Careers Services, they pay some part of adult Further Education and they manage grants and fees for Higher Education (Hart and Johnston, 2000: 146). Education and training programmes also concentrate on development of skills of adults in deprived areas according to the demand of labour market. Opening long and short-term training courses, classes, workshops, vocational job educations, are all policies for unemployed people to develop their skills in order to find new opportunities in the growing and changing labour market. Imbroscio et al. (1995) emphasized the role of ‘human investment’ programmes in central-city regeneration in the USA. The aim of ‘human investment’ programmes is to make people more productive as members of society and to develop skills in health, education and training.

**Crime** is another policy area which social regeneration focuses on. The causes of crime must be tackled through social and educational programmes with the aim of creating feeling of security (Edgar and Taylor, 2000: 159). Schemes to overcome anti-social behaviour, improved physical security by urban design, improved housing management and community involvement are other measures in tackling crime (Edgar and Taylor, 2000: 160). Additionally, regeneration without housing leads to ‘soulless commercial districts’ which give fear to ordinary citizens especially at nights (Edgar and Taylor, 2000: 153). Because these areas become empty outside working hours and thus turn into potential places for vandalism and crime.



Another policy measure to reduce crime is to animate public realm; i.e., to turn public spaces into public places with the people's presence (Tiesdell, 1996: 209). According to MacCormac (1983), streets have osmotic properties; that is, 'the activities within buildings are able to percolate through and infuse the street with life and activity' (MacCormac, 1983, cited in Tiesdell, 1996: 210). Based on the assumption that certain uses have more relation to the people in the street than others, he (1983) identifies a hierarchy of uses in order of increasing relation to the street: 'car parks, warehousing, large-scale industry, large-scale offices, blocks of flats, supermarkets, small-scale offices and shops, housing, restaurants and bars, and, finally, street markets' (MacCormac, 1983, cited in Tiesdell, 1996: 211). Among these while car parking has little or no relation with people in the street, street markets offer great transactions between the seller and the public, the stall and the street. In this respect, when creating a lively urban quarter, it is very important to ensure that the most interactive uses take place in street frontages. For example, in Temple Bar, Dublin, the 1992 Development Programme proposed a mixed-use plan which included the vertical zoning of land-uses. This policy encouraged active uses such as retail, bars, clubs, galleries and other cultural facilities in the ground floors, which would help animate the streets, promote evening economy and thus enhance safety of the area. On the other hand, upper floors were accommodated with more passive uses such as residence or office. There is a similar policy in Denver's LoDo where distribution of uses was encouraged in order to create more pedestrian life, vitality and safety in the area (Tiesdell, 1996: 211).

Tiesdell (1996: 211) also points out two other factors affecting the pedestrian-friendly nature of the area: 'permeability' (i.e., the ease by which a pedestrian can move safely around the area) and 'legibility' (i.e., the ease by which a pedestrian can navigate around the area). Montgomery (1995: 104) suggests the importance of planned programmes such as cultural events, festivals, lunchtime concerts, art exhibitions, street theatres to animate public spaces. However, while providing all of these activities it is important not to lose the 'authenticity' of the area's animation (Montgomery, 1995: 104, cited in Tiesdell, 1996: 211). It is worth noting here the Goldman's critique about the street life in Covent Garden:

*That's not interesting to me. It is the Walt Disney route. It's got no smell, no authenticity. It is the colour of beige, and I don't like that colour. There needs to be grit (Goldman, 1995: 26, cited in Tiesdell, 1996: 211).*

The improvement of **housing** is also an important policy area for social regeneration, as 'housing standards have demonstrable implications for health standards, levels of criminal activity and degrees of educational attainment' (Edgar and Taylor, 2000: 173). Poor housing increases the difficulties that households face and affects social integration. The introduction of middle and upper-income housing in deprived neighbourhoods could not only bring economic benefits, but also provide an opportunity to influence local policies, since new residents will have greater knowledge about political issues and good networks that connect them to the politicians (Edgar, Taylor, 2000: 162).

Although improving housing and therefore living standards is a crucial policy area for social regeneration, one of the common results seen in various regeneration projects is 'gentrification'. When an area is revitalized, property prices and land values increase and thus there occurs displacement; people who are able to pay higher prices or rents come to the area (Tiesdell, 1996: 204). Especially in historical quarters of cities, there is always a tension between the physical conservation policies which intend to attract investors and higher income groups that can afford the conservation costs of historical buildings, and the social policies that seek to keep the local communities which are generally low income groups. When gentrification occurs, the low income groups are likely to be displaced by the first (Tiesdell, 1996: 205).

Finally, **health** is one of the most important areas for social regeneration. Among these policy areas above, public health has recently received much more attention than others, because it emphasized the 'interconnections between different policy areas' (DETR, 1997, cited in Jacobs and Dutton, 2000: 111). Good health depends on good housing, adequate social provisions, a pleasant environment and leisure, sport and recreation opportunities. With this thinking, for example, Health Action Zones were designated in Britain (DETR, 1997, cited in Jacobs and Dutton, 2000: 111). The European Commission's Social Action Programme also focuses on new mechanisms

to provide health care at the local level and to develop integrated policies linking health to the related social and economic problems (Jacobs and Dutton, 2000: 119). It is noteworthy that the identification of specific groups in the community such as the elderly and women provides an ease for groups to work effectively through appropriate consultation (Jacobs and Dutton, 2000: 113).

All these policy concerns require coordinated action and funding, as they together influence the social and economic opportunities of communities (DETR, 1997, cited in Jacobs and Dutton, 2000: 111).

### **3.2.3.3. Other important characteristics of social regeneration**

As well as the fulfillment of community needs and the identification of main policy areas on community needs, there are other features for developing a successful social regeneration. Achieving a shared vision is one of them. It is important to achieve a vision for the community that can be shared by all groups and which defines priorities for action. Otherwise, arguments could arise between conflicting local interests, racial and ethnic groups (Jacobs and Dutton, 2000: 114).

The second important feature is community involvement. According to a study of United Nations and the World Bank, in every nation, community involvement is vital to ensure 'the success of public policies and the prosperity of communities' (World Resources Institute, 1996). It is now widely accepted that a fundamental prerequisite for sustainability in regeneration is 'to establish closer community involvement' (Fordham, 1995, cited in Edgar and Taylor, 2000: 162). Local communities need to be involved at every stage of regeneration schemes, as stated below:

*... true regeneration, which is to be long-lasting, must involve local people from the start in an area's regeneration. They must be assisted before, during and after the particular initiative. The investment in preparing communities to be full, responsible and accountable contributors is extremely important (Jacobs and Dutton, 2000: 124).*

The involvement of local people working in the public and private sectors improves the quality of policy decisions and provides the more effective implementation of local programmes (Jacobs and Dutton, 2000: 114).

Third, representativeness is vital for successful regeneration. It is important to create representative boards to run local programmes. The representatives of local groups should be 'credible' (DETR, 1997, cited in Jacobs and Dutton, 2000: 114). There should not be dominance of limited groups over others because when groups develop strong identities public policies tend to respond to the demands of the representatives of these groups. In such a condition, individual interests can conflict with the interests of the community (Jacobs and Dutton, 2000: 115). Therefore, representativeness in community initiatives should establish the 'ownership' of initiatives by the community so that the broadest acceptance of the goals can be achieved (Farnell et al., 1994, cited in Jacobs and Dutton, 2000: 115).

Another important characteristic of successful social regeneration is empowerment. Empowerment extends the 'ownership' of programmes and projects to communities and gives the responsibility to local people for influencing and taking decisions on management boards. Another way for empowerment is supporting the development of local enterprises which employ people; these people will gain from their participation in the economy and develop skills for the future (Jacobs and Dutton, 2000: 115). For example, in the USA, many programmes have included 'community enterprise' as a fundamental strategy for neighbourhood regeneration and empowerment (Taub, 1994, cited in Jacobs and Dutton, 2000: 115).

The presence of voluntary organizations is also important, as they can provide important services within communities (Ware, 1989, cited in Jacobs and Dutton, 2000: 114). They often represent groups that find it difficult to speak independently and provide professional assistance and advice to groups seeking funding from public and private sectors. Furthermore, voluntary organizations can work with local people who have difficulties in expressing local needs and improve the quality of management in community projects (Jacobs and Dutton, 2000: 114).

Finally, capacity-building is vital. When community organizations access the policy process through partnerships or through other ways, they need to develop their capacities to take role in local economic development and social initiatives (Jacobs and Dutton, 2000: 118). According to DETR (1997), the capacity-building depends on the acquisition of '**skills** on project planning, budgeting and fund-raising, management, organization, development, brokerage and networking; **knowledge** of the programmes and institutions of regeneration, their systems, priorities, and key personnel; **resources** for local organizations to be able to get things done; and **power and influence** which provide key local (and national) agencies with the ability to exert influence over the plans, priorities and actions' (DETR, 1997, cited in Jacobs and Dutton, 2000: 118).

### 3.3. Success criteria for conservation-led urban regeneration projects

The literature of urban regeneration does not provide us with a standard model to reverse the decline. As also stated by Tiesdell, (1996: 201), "there is no standard formula for successful revitalization"; therefore "approaches to revitalization must be based on the local and the particular".

*No two places are likely to sort out their strategies, use their resources, define their products, or implement their plans in the same way. Places differ in their histories, cultures, politics, leadership, and particular ways of managing public-private relationships (Kotler, 1993: 20).*

The achievement of successful revitalization requires 'the recognition and exploitation of the assets and opportunities present within the quarter, its city, region and country' (Tiesdell, 1996: 202) rather than imitating successful projects. If the imitation of successful projects continues, all revitalized places will look alike and lose their individuality.

Despite differences among localities, it may be possible to identify some general measures to achieve successful regeneration of localities. The literature review in this chapter shows that successful urban regeneration requires acquiring strategic, partnership and integrated approaches. It is possible to develop success criteria of

urban regeneration regarding to the key components of these three approaches explained in this section. Yet, the assessment of success of an urban regeneration project is a rather difficult and complicated. For this reason, this thesis will only define the success measures of urban regeneration according to integrated approach and will make an in-depth assessment of a conservation-led project regarding these criteria.

Tiesdell (1996: 207) argues that, “successful revitalization must manifest itself in physical, economic and social terms”. As mentioned above, the integrated approach for urban regeneration projects is based on three major components – physical and environmental, economic and social regeneration. Thus, it is possible to identify the success criteria of urban regeneration projects according to these components.

Concerning physical and environmental regeneration, the key components of physical and environmental stock to be examined in declining areas are buildings, land and sites, open spaces (streets, squares, parks, playgrounds, etc.), water features (seafronts), utilities and services, telecommunications, transport infrastructures, and environmental quality. Based on these components, a conservation-led regeneration project can be assumed to be successful according to its;

- level of solving the spatial and physical problems of the site;
- level of reducing the spatial and physical constraints of the site, which include:
  - the provision of amenity improvement (landscaping and planting);
  - the provision of ground treatment (such as land assembly, acquisition, clearance and sale);
  - the improvement of site access; and
  - the improvement of open spaces, infrastructural and transport services and utilities;
- the level of using the spatial and physical potentials of the site, which include:
  - the level of reusing redundant buildings, vacant and derelict lands;

- the level of preserving the historical and cultural heritage (This does not only comprise physical stock itself, but also historical and cultural values);
- the level of providing good quality of urban design which include attractive public open spaces, good amenities;
- the level of changing the unfavourable 'images' of the area (like image of dangerous, dirty, filthy, unlikable place etc.); and
- the level of enhancing the idea of 'compact city' - close working and living spaces, making good use of infrastructure, and with the ability to adapt to fortunes without complete development.

All these success criteria for physical and environmental regeneration aim to improve the quality of life and quality of environment for living and working in the site.

Success measures for economic regeneration include:

- the level of keeping indigenous economic activities in the site which comprises:
  - the level of keeping the existing traditional local businesses which are about to disappear;
  - the level of supporting the growing existing businesses;
  - the level of supporting the creation of micro-businesses through encouraging self-employment;
  - the level of creating temporary jobs through publicly funded schemes;
- the level of attracting new firms, and economic activities into the area (by using the existing resources such as redundant lands, historical buildings to attract these new economic activities);
- the level of creating new net jobs (both temporary and permanent) in the site;
- the level of transferring the labour force in the site from informal sector to formal sector;
- the level of providing training and education opportunities for the residents of the site;
- the level of developing vocational skills of inhabitants;
- the level of motivating the unemployed people in the site for job search;

- the level of establishing partnership with key actors and agencies in the local labour market (such as local authorities, the Employment Service, Training and Enterprise Councils, Chambers of Commerce, Chambers of Trade, traditional local associations, single industries, education and training unions, voluntary bodies, and other parts of the public sector);

Success indicators for social regeneration can be as follows:

- the level of keeping the local community in the site (i.e., preventing gentrification);
- the level of defining and attracting targeted groups into the area through the policies;
- the level of achieving public participation;
- the level of responding to community needs and problems regarding:
  - Community health:
    - the level of reducing mortality rate, increasing average life span;
    - the level of helping people in need of government health services;
    - the level of improving health services in the site (by providing clinics, health education courses for young people, women and men etc.)
  - Education:
    - the level of improving educational opportunities for men-women at the age of education (this can be seen by the new schools established, courses and classes opened by voluntary institutions);
    - the level of increasing the number of students in the site;
    - the level of improving the success rate of students in education;
    - the level of reducing school truancy, anti-social behaviours at schools;
  - Spatial and social safety:
    - the level of reducing crime rate, crime types and frequency of crime in the site
  - Housing:
    - The level of helping tenants and property owners to improve their houses.



Table 3.2 Success criteria of the conservation-led regeneration projects (Resource: Derived from the literature review)

SUCCESS CRITERIA OF THE CONSERVATION-LED REGENERATION PROJECTS	
PHYSICAL AND ENVIRONMENTAL SUCCESS CRITERIA	The level of solving the spatial and physical problems of the site
	The level of reducing the spatial and physical constraints of the site, which include: <ul style="list-style-type: none"><li>the provision of amenity improvement (landscaping and planting)</li><li>the provision of ground treatment (such as land assembly, acquisition, clearance and sale)</li><li>the improvement of site access</li><li>the improvement of open spaces, infrastructural and transport services and utilities</li></ul>
	The level of using the spatial and physical potentials of the site, which include: <ul style="list-style-type: none"><li>the level of reusing redundant buildings, vacant and derelict lands</li></ul>
	The level of preserving the historical and cultural heritage (This does not only comprise physical stock itself, but also historical and cultural values)
	The level of providing good quality of urban design which include attractive public open spaces, good amenities
	The level of changing the unfavourable ‘images’ of the area (like image of dangerous, dirty, filthy, unlikable place etc.)
	The level of enhancing the idea of ‘compact city’ - close working and living spaces, making good use of infrastructure, and with the ability to adapt to fortunes without complete development
ECONOMIC SUCCESS CRITERIA	The level of keeping indigenous economic activities in the site which comprises: <ul style="list-style-type: none"><li>the level of keeping the existing traditional businesses which are about to disappear</li><li>the level of supporting the growing existing businesses</li><li>the level of supporting the creation of micro-businesses through encouraging self-employment</li><li>the level of creating temporary jobs through publicly funded schemes</li></ul>
	The level of attracting new firms, and economic activities into the area (by using the existing resources such as redundant lands, historical buildings to attract these new economic activities)
	The level of creating new net jobs (both temporary and permanent) in the site
	The level of transferring the labour force in the site from informal sector to formal sector
	The level of providing training and education opportunities for the residents of the site
	The level of developing vocational skills of inhabitants
	The level of motivating the unemployed people in the site for job search
SOCIAL SUCCESS CRITERIA	The level of establishing partnership with key actors and agencies in the local labour market (such as local authorities, the Employment Service, Training and Enterprise Councils, Chambers of Commerce, Chambers of Trade, traditional local associations, single industries, education and training unions, voluntary bodies, and other parts of the public sector)
	The level of keeping the local community in the site (i.e., preventing gentrification)
	The level of defining and attracting targeted groups into the area through the policies
	The level of achieving public participation
	The level of responding to community needs and problems regarding community health: <ul style="list-style-type: none"><li>the level of reducing mortality rate, increasing average life span</li><li>the level of helping people in need of government health services</li><li>the level of improving health services in the site (by providing clinics, health education courses for young people, women and men etc.)</li></ul>
	The level of responding to community needs and problems regarding education: <ul style="list-style-type: none"><li>the level of improving educational opportunities for men-women at the age of education (this can be seen by the new schools established, courses and classes opened by voluntary institutions)</li><li>the level of increasing the number of students in the site</li><li>the level of improving the success rate of students in education</li><li>the level of reducing school truancy, anti-social behaviours at schools</li></ul>
	The level of responding to community needs and problems regarding spatial and social safety: <ul style="list-style-type: none"><li>the level of reducing crime rate, crime types and frequency of crime in the site</li></ul>
	The level of responding to community needs and problems regarding housing: <ul style="list-style-type: none"><li>the level of helping tenants and property owners to improve their houses</li></ul>

## **CHAPTER 4**

### **RESEARCH METHODOLOGY**

This chapter is about the research methodology which was used in this study. A case study approach is employed as a research method of the study. The recent Rehabilitation of the Fener-Balat Districts Programme is used as the case examined for the research. The key research question is how far the recent Fener-Balat Project can be successful in terms of regenerating the area. This chapter first explains the method followed by this research to assess the success level of urban regeneration projects; second, the success criteria which were identified and tested by this research; third, sources of evidence which were used by the research and finally the reasons to carry out the case study on the Fener-Balat districts in this research.

#### **4.1. The success assessment of urban regeneration projects**

To make the success assessment of an urban regeneration project, four steps are to be followed in this research. The Fener-Balat neighbourhoods are to be first examined in terms of its location in Istanbul, and its spatial and socio-demographic changes in history. Second, the physical, environmental, social and economic potentials and problems of the Fener-Balat districts are to be examined. The examination of the present physical, environmental, economic and social potentials and problems is crucial in terms of comparing and therefore identifying whether the present or recent urban regeneration project uses these potentials and responds to the problems of urban declining areas. In order to do this assessment, third, the recent Fener-Balat Rehabilitation Programme, more specifically its strategies and policies are to be explained. In the last part of the case study, the strategies and policies of the Rehabilitation Programme are to be examined according to the success criteria identified by this thesis and the collected data is to be analyzed in order to assess how far the currently on-going project can successfully regenerate or reverse the urban, social and economic decline of the Fener-Balat districts. The assessment also

includes the advantages and disadvantages of the project; i.e., the success of the project to regenerate and conserve the site, as well as its weaknesses, restrictions, problems and difficulties.

Here, it is important to explain how the research examines the physical, environmental, economic and social potentials and problems of the Fener-Balat districts. There might be various physical, environmental, social and economic potentials and problems in declining urban areas. As the physical and environmental potentials, it is possible to examine the followings:

- The presence of important features of the physical environment which are buildings, land and sites, open spaces (streets, squares, parks, playgrounds, etc.), water features (seafronts), utilities and services, telecommunications, transport infrastructures (main roads, first, second and third degree roads, pedestrian-vehicular roads, public transport availabilities, car parking in the area) and environmental quality;
- The presence of important features which transfer its historical and cultural heritage from the past to the future - this can be physical or spatial (like important landmarks, some buildings with special architecture), or cultural (like some local traditions, events, legends, etc);
- The presence of important geographical features (close proximity to the sea, river etc).

Economic potentials of urban declining areas can be the presence of traditional economic activities coming from the history of the site and those still being in the site. The existence of new economic activities growing in the site is also another important economic potential for the regeneration of deteriorated urban areas.

As for social potentials, it is important to examine the social profile of the community living or working in urban declining areas. The communities can be examined through their personal attributes (age, gender, ethnicity, kinship), their beliefs (stemming from religious, cultural or political values), their economic positions (occupational or employment status, income or wealth, housing tenure),

their skills (educational experience, professional qualifications), relationship to local services (tenants, patients, carers, providers) and finally where they originally come from. The examination of socio-demographic issues is also necessary in order to identify the social potentials of urban declining areas. The socio-demographic data includes the number of male and female inhabitants, the number of inhabitants according to ages, the number of people employed and unemployed, the number of retired people, the rate of social groups within the neighbourhood population. The examination of variety of jobs the inhabitants of those declining areas, and their skill levels (i.e. qualified or unqualified skills) is also important to see the social potentials of deteriorated urban areas.

While identifying the physical and environmental problems of urban declining areas, it is important to examine whether there exists the decline of historical buildings, open spaces and infrastructure, the loss of historical and cultural values and the lack of use of special geographical characteristics of these sites. Economic problems can be studied by identifying whether there are traditional economic activities disappearing, new economic activities invading and resulting to the disappearance of indigenous activities. It is also important to examine demographic issues such as the loss of population in declining sites (i.e., the move of certain types of income groups out of these sites), the increase in unemployment and retirement rate of people living in these sites and the low level of education (consequently low level of work skills) of inhabitants can also indicate the possible economic problems of urban areas. As for the social problems, they can be identified through the examination of community needs and problems regarding education, health, crime, anti-social behaviours, violence and harassment in local community (such as gangs, domestic violence, etc.). The census and social deprivation data is also very helpful in terms of identifying the social problems. These data includes the issues related to:

- **Health** – the mortality rate and causes, the average mortality age (average life span), the number of people taking government help for health services
- **Education** – the total number of men-women at the age of education, the total number of female-male students, the success rate of students in

education, the average rate of school truancy, the average rate of anti-social behaviour, the number of schools and the school types

- **Spatial and social safety** – Crime rate, crime types, and frequency of crime

As a third step, the strategies and policies of the Fener-Balat Rehabilitation Program are examined according to the success criteria identified by this thesis. The collected data is analyzed in order to assess how far the currently on-going project can successfully regenerate or reverse the urban, social and economic decline of the Fener-Balat districts. To assess the success level or performance of the urban regeneration projects is a rather difficult and complicated task. There is no standard model or formula to assess the success level of urban regeneration projects. This research seeks to develop a model which includes assessment criteria to determine the success level of urban regeneration projects by using the theoretical framework which was explained in Chapter 3 (Table 3.2). Based on this theoretical framework, it is possible to identify the physical, environmental, economic and social success criteria.

However, as can be noted, some of these criteria are quantitative while others are qualitative. Especially for the qualitative criteria, the success level is described through terms such as ‘to some extent’, ‘to a certain degree’, etc. Such terms cannot help us exactly describe the level of success/failure of projects, and they seem to appear as subjective judgments. Nevertheless, it should be noted that all the success criteria cannot be determined in quantitative measures. Despite the disadvantage, the success criteria identified in this study will serve as an important start for the development of models which will be used to assess the success level of urban regeneration projects.

Another shortcoming of the model is the different weight (or importance) of each criterion, when one is compared to other. For example, the restoration of some highly risky buildings is more crucial and vital for the people living in these buildings compared to the presence of the open space in the area. The possible solution is to give weight for each criterion according to the importance of these problems and needs of the Fener-Balat districts’ community. Nevertheless, it is impossible to

achieve the most objective model, as the weights of each criterion will be determined according to the personal judgment of either the researcher or the people living in the Fener-Balat districts.

Despite these shortcomings, as will be shown, the model helps us to determine to a significant extent how far the Rehabilitation Programme of the Fener-Balat responds to the problems and needs of the area by using its potentials.

#### **4.2. Propositions of the thesis**

The success criteria of this research seek to assess how far an urban regeneration project provides a declining area with successful **physical and environmental, social and economic regeneration**. Here, the key proposition of the thesis is: The success level of an urban regeneration project depends on how far it provides a declining area with successful physical, environmental, social and economic regeneration. This proposition is the outcome of many interrelated sub-propositions.

For the physical and environmental regeneration, the key ingredients which were examined in this research are the physical and environmental stock that includes: buildings, land and sites, open spaces (streets, squares, parks, playgrounds, etc.), water features (seafronts), utilities and services, telecommunications, transport infrastructures (main roads, road classifications – 1st, 2nd, 3rd degree roads, pedestrian-vehicular roads-, public transport availabilities, car parking in the area), and environmental quality. The key sub-propositions which were asserted and tested in this research regarding physical and environmental regeneration are:

**The success of physical and environmental regeneration depends on the extent to which:**

- the regeneration policies solve the spatial and physical problems of the site;
- they reduce the spatial and physical constraints of the site; more specifically,
  - they provide amenity improvements (landscaping and planting),

- they provide ground treatment (land assembly, acquisition, clearance and sale),
  - they improve site access,
  - they improve open spaces, infrastructural, transport services and utilities;
- they use the spatial and physical potentials of the site; i.e., they help the reuse of redundant buildings, vacant and derelict lands;
- they preserve the historical and cultural heritage (not only physical stock itself, but also historical and cultural values);
- they provide good quality of urban design; attractive public open spaces and good amenities;
- they change the unfavoured ‘images’ of the area (like image of dangerous, dirty, filthy, unlikeable place, etc);
- they enhance the idea of compact city – close working and living spaces, making good use of infrastructure, and with the ability to adapt to changing fortunes without complete redevelopment

in order to improve the quality of life and quality of environment for people living in the site.

Regarding economic regeneration, the sub-propositions asserted and tested in this research are:

**The success of economic regeneration depends on the extent to which:**

- the regeneration policies seek to keep indigenous economic activities in the site; more specifically,
  - they support the existing traditional businesses which are about to disappear;
  - they support the growing existing businesses;
  - they support the creation of micro-businesses through encouraging self-employment;
  - they create temporary jobs through publicly funded schemes,

- they attract new firms, and economic activities into the area (and use the existing resources such as redundant lands, historical buildings to attract these new economic activities);
- they create new net jobs (are they temporary or permanent) in the site;
- they transfer the labour force in the site from informal sector to formal sector;
- they provide training and education opportunities for the residents of the site;
- they develop vocational skills of inhabitants;
- they motivate the unemployed people in the site for job search
- they establish partnership with key actors and agencies in the local labour market (such as local authorities, the Employment Service, Training and Enterprise Councils, Chambers of Commerce, Chambers of Trade, traditional local associations, single industries, education and training unions, voluntary bodies and other parts of the public sector).

Finally, regarding social regeneration, the propositions asserted and tested are as follows:

**The success of social regeneration depends on the extent to which:**

- the policies seek to keep the local community in the site (i.e., prevent gentrification);
- they seek to attract some targeted groups to the area;
- they achieve public participation;
- they respond to community needs and problems regarding:

- ***Community health:***

That is, the success of social regeneration depends on the extent to which:

- the policies reduce mortality rate, increase average life span;
    - they help people who are in need of government health services;
    - they improve health services in the site (by providing clinics, health education courses for young people, women, men etc)

- ***Education:***

That is, the success of social regeneration depends on the extent to which:



- the policies improve educational opportunities for men-women at the age of education (this can be seen by the new schools established, courses and classes opened by voluntary institutions)
- they help the increase in the number of students;
- they help the improvement of the success rate of students in education,
- they help the reduction of school truancy; anti-social behaviours at school

- o ***Spatial and social safety:***

That is, the success of social regeneration depends on the extent to which:

- the policies help the reduction in crime rate, crime types and frequency of crime in the site

- o ***Housing:***

That is, the success of social regeneration depends on the extent to which:

- the policies help tenants and property owners to improve their houses.

#### **4.3. Sources of evidence**

This research uses quantitative and qualitative data which are based on the three major sources of evidence. The first source of evidence includes documents which constitute census data, written reports, books, articles, researches, formal studies or evaluations of the same site under study, articles appearing in the media and websites related to the project and agencies which are under investigation.

Among these sources, the Fener-Balat Districts Survey Report which was prepared by the Foundation for the Support of Women's Work (FSWW) within the framework of the Rehabilitation of Fener and Balat Districts Program was used as a secondary data of this research. The survey was carried out between 15 February and 15 March 2004 in order to determine the problems, priorities and needs of the inhabitants of the Fener-Balat districts. It was undertaken on the area of current regeneration programme which includes 8 neighbourhoods namely Hızır Çavuş, Tevkii Cafer, Kazım Gürani, Tahta Minare, Balat Karabaş, Hamami Muhittin, Molla Aşkı and Abdi Subaşı. Within the survey, questionnaires and interviews were conducted. The

ratio of the survey per neighbourhood is as follows: Hızır Çavuş - 21%, Tevkii Cafer - 20%, Kazım Gürani - 11%, Tahta Minare - 11%, Balat Karabaş - 10%, Hamami Muhittin - 9%, Molla Aşk - 9%, Abdi Subaşı - 9%. The questionnaires focused on 6 different topics which were filled by a total of 300 local women. The topics are: evaluation of neighbourhood problems and local services, education of children and youth, poverty, economic initiatives, health problems and evaluation of related services and earthquake preparation and the condition of the housing. Each questionnaire was filled in by 50 participants. While the sample was selected randomly for some questionnaires, for others it was selected according to the topic of the questionnaires. For example, for the questionnaires related to poverty and education of children and youth, the sample was selected through the headmen and schools. As well as the questionnaires, the Report included data drawn from interviews. For the Fener-Balat Districts Survey, more interviews were conducted in central neighbourhoods such as Hızır Çavuş and Tevkii Cafer.

The second source of evidence of this research is interviews with a number of stakeholders involved in the Fener-Balat Project. These are:

- the Local Co-Director of the Rehabilitation of Fener and Balat Districts Programme / Director of the Restoration Projects and Implementations,
- the Local Consultant of the Feasibility Study undertaken by Fatih Municipality, European Union, UNESCO and French Institute for Anatolian Studies in 1997-1998,
- the Local Co-Director of the Rehabilitation of Fener and Balat Districts Programme,
- the Project Coordinator of the Social Centre of the Rehabilitation of Fener and Balat Districts Programme,
- the Local Co-Director of the Feasibility Study undertaken by Fatih Municipality, European Union, UNESCO and French Institute for Anatolian Studies in 1997-1998,
- the General Secretary of the Balat-Fener Culture and Beautification Association and the Principal of the Tarık Us Primary School.

The first interviewee was the Local Co-Director of the RFBDP who is also the responsible official of the Fatih Municipality for the implementation of the RFBDP. Through the interview, it was aimed to learn the studies undertaken in order to regenerate the district in physical, environmental, economic and social terms. The same questions were asked to the second interviewee who is the other Local Co-Director of the RFBDP and at the same time the Director of the Restoration Projects and Implementations working in the Programme Office as a member of the Technical Assistance Team. The third interview which was made with the Project Coordinator of the Social Centre of the RFBDP included questions mainly related to the services provided in the Social Centre and to the beneficiaries of the centre. As for the fourth interview, the Principal of the Tarık Us Primary School answered the questions mainly on the subject of the contribution of the RFBDP to their school such as the improvement in the physical conditions of the school and the increase in the success rate of the students in the school. Lastly, the Local Consultant and the Local Co-Director of the Feasibility Study undertaken by Fatih Municipality, European Union, UNESCO and French Institute for Anatolian Studies in 1997-1998 and the General Secretary of the Balat-Fener Culture and Beautification Association told everything that they knew about the RFBDP. All the interview questions are given in the appendix of this thesis.

Finally direct observation is the last source of evidence of this research which consists of walking and spending time on the site, and taking photos.

#### **4.4. The reasons to carry out the case study in Turkey, on the Fener-Balat districts in Istanbul**

Turkey has always had a demand to take a part in the globalizing economy. This has become clear especially after the 1980s and Istanbul has always been the focal point of the activities. Within this context, many efforts have been directed to Istanbul in order to improve its capacity in physical, environmental, economic and social terms. In recent years, these efforts have begun to manifest themselves as urban regeneration projects (Goksin and Müderrisoğlu, 2005: 1).

However, the concept of urban regeneration is not fully developed in Turkey; it is still in its infancy (Goksin and Müderrisoğlu, 2005: 7). Goksin and Müderrisoğlu (2005: 7) point out the three breakpoints in the development process of urban regeneration in Turkey. The first one is the year 1980 when Turkey started to adopt extrovert economic policies with the aim of achieving integration with the global economy. The second is the Habitat II Conference held in 1996 in Istanbul where the importance of civil society and non-governmental organizations in the urban development process was emphasized. And, the last one is 1999 when the catastrophic Marmara Earthquake happened.

The shift in the economic policy in the 1980s has had significant impacts on Istanbul, as well as on the overall urban policy. Urban policies which aimed at increasing the economic competitiveness of Istanbul were developed to make it a global city acknowledging the importance of economic competitiveness of cities in the global system. Thus a number of state-led urban renewal and regeneration projects have come to agenda in the city. Generally, historical heritage sites such as the Historical Peninsula and Beyoğlu districts were chosen to implement these projects because they were considered as the places which could contribute to the competitiveness of the city (Goksin and Müderrisoğlu, 2005: 7).

Another trend of the 1980s was the gentrification of the historical sites of the city through rehabilitation projects. Kuzguncuk along Bosphorus, Cihangir and Galata were the three historical districts that underwent gentrification (Goksin and Müderrisoğlu, 2005: 7).

Habitat II Conference held in 1996 in Istanbul initiated the Rehabilitation of Fener and Balat Districts Programme through the designation of Fener and Balat districts as UNESCO World Heritage Site (Goksin and Müderrisoğlu, 2005: 7).

1999 was a sharp breakpoint for Turkey. The earthquake has revealed that how vulnerable our settlements are against disasters and it accelerated urban regeneration process in Turkey. Moreover, the fact that a big earthquake will happen in Istanbul

within the next 30 years has forced the central and local governments to take action through regeneration projects (Goksin and Müderrisoğlu, 2005: 7).

Another important event of 1999 was the announcement of Turkey's candidacy for the European Union. With the start of the harmonization process in 1999, urban policies have been affected to a great extent. The setting necessitated the improvement of not only the physical and environmental conditions, but also the economic and social conditions of the urban areas. Thus, urban regeneration projects have begun to adopt a more integrated approach through the efforts of the central and local governments, although it is not at the required level (Goksin and Müderrisoğlu, 2005: 7).

Within this context, the Greater Municipality of Istanbul has initiated many urban regeneration projects in the city over the last few years especially with the aim of strengthening the building stock and increasing the economic competitiveness of the city in the globalizing world. For example, Zeytinburnu Urban Regeneration Project is a pilot project which aims to improve the physical, social and economic conditions of the district and to strengthen the building stock against the earthquakes (Goksin and Müderrisoğlu, 2005: 8). Other urban regeneration projects, through which it was aimed to strengthen the physical stock, will be implemented in Süleymaniye, Sulukule, Tarlabası and Tophane districts (Ciravoğlu and İslam, 2006). Besides, there are urban regeneration projects which will be implemented in the old harbour sites of the city, such as the Galata Port and Haydarpaşa Port, to achieve the standards of the international ports as well as to create new centres of cultural and economic activities (Goksin and Müderrisoğlu, 2005: 8).

In addition, some of the urban regeneration projects are tried to be obtained through the project competitions. For example, the Greater Municipality of Istanbul has arranged a project competition in 2005 in order to choose the most appropriate urban regeneration projects for "Kartal Sub-Centre and Kartal-Pendik Coastal Area" and for "Küçükçekmece-Avcılar Interior Exterior Beach Area". Kartal Sub-Centre and Kartal-Pendik Coastal Area Urban Regeneration Project will be implemented in order to transform the old industrial site to one of the most important business

districts of the city and to a culture-art centre whereas the main aim behind the Küçükçekmece-Avcılar Interior Exterior Beach Area Urban Regeneration and Design Project is to create a new tourism destination in the city and to regain the deteriorated ecological environment around the Küçükçekmece Lake due to the rapid urbanization (The Greater Municipality of Istanbul, 2006).

Under these circumstances, the Rehabilitation of Fener and Balat Districts Programme being implemented on the Fener-Balat districts in Istanbul has drawn attention especially due to two key reasons. The first one is the fact that the Fener-Balat districts is one of the most prominent historical and cultural sites in Istanbul with its location in the Historical Peninsula, its architectural and cultural heritage and the variety of groups who lived in the site throughout its history.

The second reason is related to the structure of the RFBDP which has been carried out since January 2003 through the collaboration of European Union (EU) and Fatih Municipality under the EU financial support. The project which was planned to be completed in October 2006 provides many researchers with the opportunity to assess its level of influence in the regeneration of the Fener-Balat districts. The project differs from other regeneration projects in Turkey as it has been run by an international organization and funding. This means that the project is area-based, and it has been operated within a limited time period through a significant amount of financial resources by an international project team only allocated for the regeneration project. In such projects, the outcome-oriented urban regeneration strategies, policies and organization can be effective in terms of successfully regenerating declining areas. These opportunities are not often given to the historical areas in Turkey. In this sense, it is important to examine the success level of such an urban regeneration project as the Fener-Balat districts.

## **CHAPTER 5**

### **CASE STUDY: THE REHABILITATION OF FENER AND BALAT DISTRICTS PROGRAMME**

This chapter concentrates on the examination of the success level of the recent Fener-Balat Rehabilitation Programme. It first examines the Fener-Balat districts in terms of its location in Istanbul, and its spatial and socio-demographic changes in history. Second, it examines the physical, environmental, social and economic potentials and problems of the district. Third, it explains the strategies and policies of the recent Rehabilitation of Fener and Balat Districts Programme. Finally, it studies the strategies and policies of the Fener-Balat Rehabilitation Programme according to the success criteria identified by this research and it assesses how far the currently ongoing project successfully helps the physical, environmental, social and economic regeneration of the Fener-Balat districts. The success assessment of the project also includes the advantages and disadvantages of the Fener-Balat Rehabilitation Programme. The chapter ends with a section explaining the progress level of the Programme until July 2006.

#### **5.1. The location of Fener-Balat, and its spatial and socio-demographic changes in history**

Fener and Balat neighbourhoods are located on the historic peninsula of Istanbul, inside the borders of Fatih district. Fatih district covering an area of 13 km<sup>2</sup> is surrounded by the fifth-century Byzantine city walls to the west, the Golden Horn to the north and the Marmara Sea to the south. Fener and Balat neighbourhoods are situated by the Golden Horn, which is a narrow sea recess separating the old city from the newly developed parts of Istanbul and passed through three bridges called Galata, Atatürk and Golden Horn (Figure 5.1) (Fatih Municipality et al., 1998: 18).



Figure 5.1 The location of the Fener-Balat districts on the historic peninsula of Istanbul (Resource: Google Earth, 2006)

Fatih district's history dates back to the Paleolithic ages as one of the main settlement areas of Istanbul. Fener and Balat are the neighbourhoods established in the Byzantine period. Fener has been dominantly a Greek neighbourhood, while Balat is known as a Jewish neighbourhood since the Byzantine period (Fatih Municipality et al., 1998: 24-25). Fener district owes its importance to the location of the Greek Patriarchate and being the centre of the Orthodox Church. In Ottoman period, besides Orthodox Greeks, a number of wealthy Jewish families also settled down in the neighbourhood. In the 17<sup>th</sup> century, Fener became the residence of upper classes and the bourgeoisie with its hewn stone buildings and richly ornamented house facades. During the Ottoman period, an important segment of Greeks who lived in Fener, who were well-educated and could speak several languages, worked for government in high positions as interpreters or diplomats representing the empire



in abroad. In this period, the aristocratic Greek families started to build villas around the Patriarchate (Fatih Municipality et al., 1998: 25).

The settlement structure of the neighbourhood started to change in the 19<sup>th</sup> century. Some prominent families of Fener moved to the villages along the Bosphorus, such as Tarabya, Kuruçeşme and Arnavutköy, and to the bourgeois neighbourhoods like the Prince's Islands, Kadıköy and Şişli. Despite the move of the prosperous families from the site, Fener preserved its character as a Greek neighbourhood until the 1960s when most of the Greek inhabitants left Istanbul in large numbers. After then, Fener has become a Turkish neighbourhood. New inhabitants who came from the Black Sea region started to settle in the area in large numbers (Fatih Municipality et al., 1998: 25).

As for Balat, the neighbourhood was inhabited by Jews to a large extent and by Venetians, Genoese and Armenians to a small extent. Before the 19<sup>th</sup> century, fishery and port management were the major activities of the site. At that time, Balat's winding streets used to provide a meeting ground for navigators, seafarers, street vendors and porters. In the 19<sup>th</sup> century, these activities started to decrease. Following the earthquake in 1894 and a series of fires, the wealthiest section of the Balat inhabitants moved from the site to Galata.<sup>13</sup> The most influential migration however occurred after the establishment of the state of Israel; one fourth of the Balat population left the neighbourhood. Because of job prospects and low rents, the site became an important destination for new immigrants. Between the 1950s and 1980s, mainly the people from the Black Sea region (especially those from Kastamonu) settled down in the area (Fatih Municipality et al., 1998: 24). In the 1990s, the poor immigrants from the South East Anatolia started to settle down in Balat (Fatih Municipality et al., 1998: 18). With these newcomers, the neighbourhood witnessed a significant transformation in its social structure. It turned from a rather wealthy Jewish neighbourhood into a Turkish working-class immigrant neighbourhood (Fatih Municipality et al., 1998: 24).

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<sup>13</sup> Galata is the current location of all the Jewish institutions including the Chief Rabbinate and major synagogues (Fatih Municipality et al., 1998: 24).

Following Henri Prost's plan which was put into practice in 1939, bonded warehouses, factories, plants and stores started to be built on the shores of the Golden Horn (Fatih Municipality et al., 1998: 25). This led to the contamination and pollution of the seashore of the Golden Horn and the sea, as well as the rapid dilapidation of the neighbourhoods situated by the sea site, including Fener and Balat (Figure 5.2). This coastal area, including that of Fener and Balat neighbourhoods, was cleaned with the demolition of a large number of the 18<sup>th</sup> century stone buildings and Balat Dock between 1984 and 1987. After the expropriation of the coastal lands, a park and a road were built along the seashore of the Golden Horn (Fatih Municipality et al., 1998: 24).

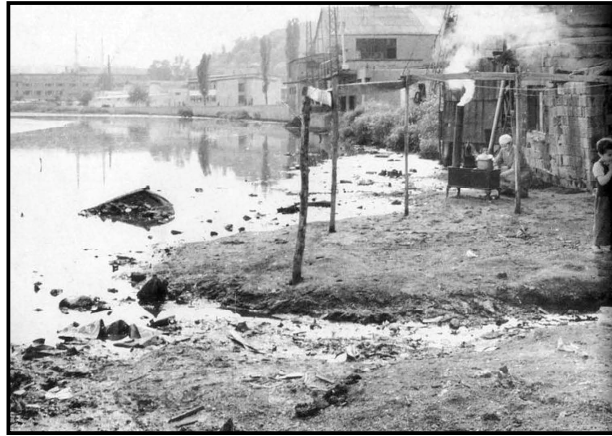


Figure 5.2 Environmental pollution on the shores of the Golden Horn due to high industrialization (Resource: The Historic Peninsula General Typology Inventory and Urban Design Guide)

Today, Fener and Balat neighbourhoods look like dilapidated areas and face the danger of turning into total ruin (Figure 5.3). One factor of this deterioration process is the move of naval industry from the Golden Horn to Tuzla. After then, both the situation of the buildings and the social and economic conditions of the inhabitants worsened. With the removal of the attractiveness of the district the rents fell down; the district became the settlement area of a marginal group that is temporary, poor and that does not have enough economic resources to carry out the necessary repair and maintenance of the historical physical stock (RFBDP, 2005). The decline of

these neighbourhoods have been exacerbated by the lack of infrastructure, inadequate transportation services, dilapidated urban environment and the closeness to the Golden Horn which has been contaminated with sewer and waste water (Fatih Municipality et al., 1998: 20).



Figure 5.3 Buildings that turned into ruin in the Fener-Balat districts (Resource: Personal Archive, 2006)

## **5.2. Physical, Environmental, Social and Economic Features of Fener-Balat**

### **5.2.1. Physical and environmental features**

Physically, Fener and Balat are squeezed between the Byzantine-period city walls to the north and hills surrounding the region in the other directions (Fatih Municipality, et al., 1998: 28).

The accessibility of the district from the east side is provided by a transit road which follows the Golden Horn shore and joins to highway (Figures 5.4, 5.5). The district can not be seen wholly from the transit road because of its low visibility (Figure 5.6). Fener and Balat have a distinctive grid-iron road plan which was formed after the

19<sup>th</sup> century fires. In the district, the streets are narrow, there are no parking facilities and public transportation is not adequate (Fatih Municipality, et al., 1998: 28).



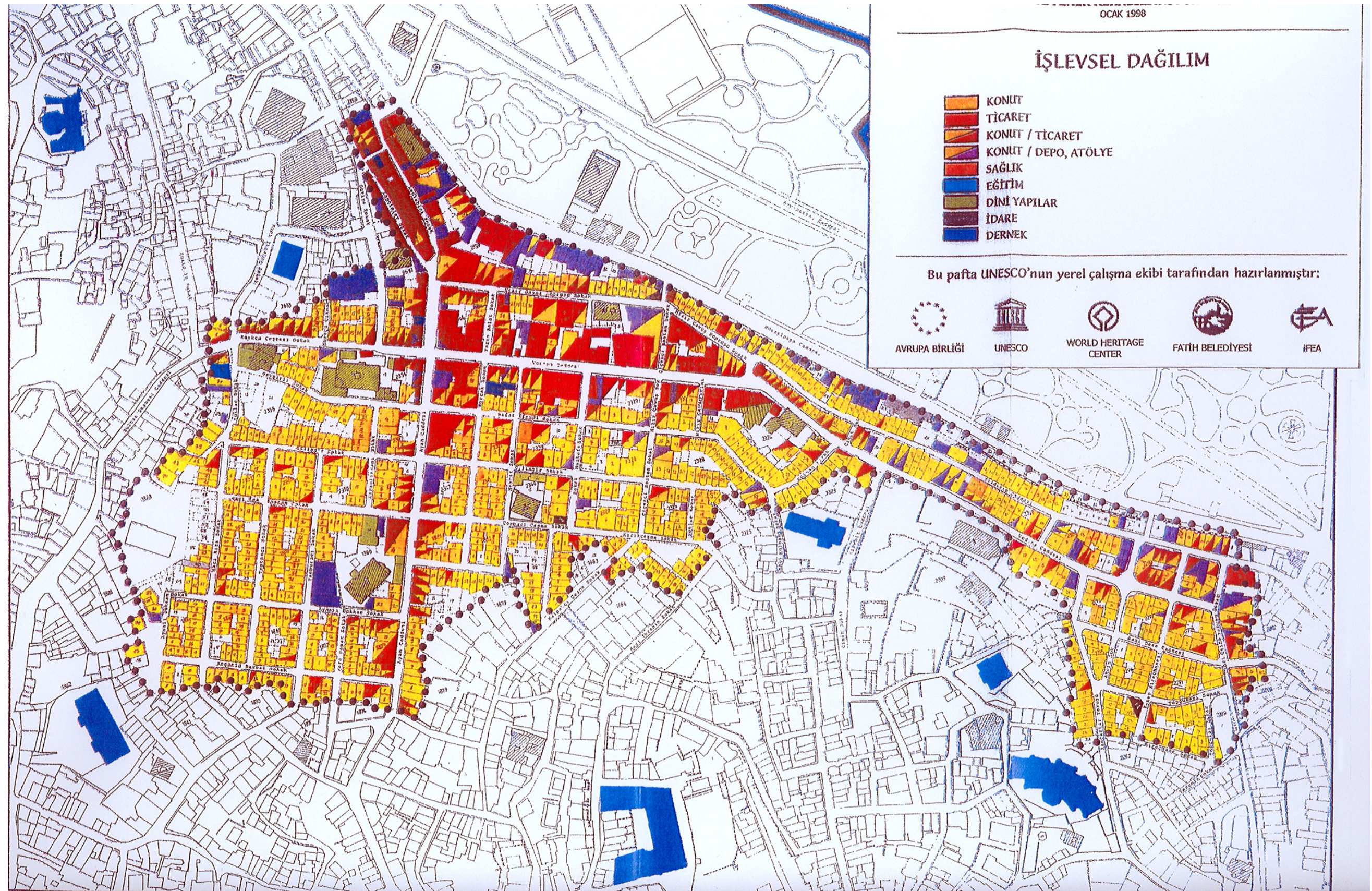


Figure 5.4 Land use of the Fener-Balat districts (Resource: Fatih Municipality, et al., 1998)



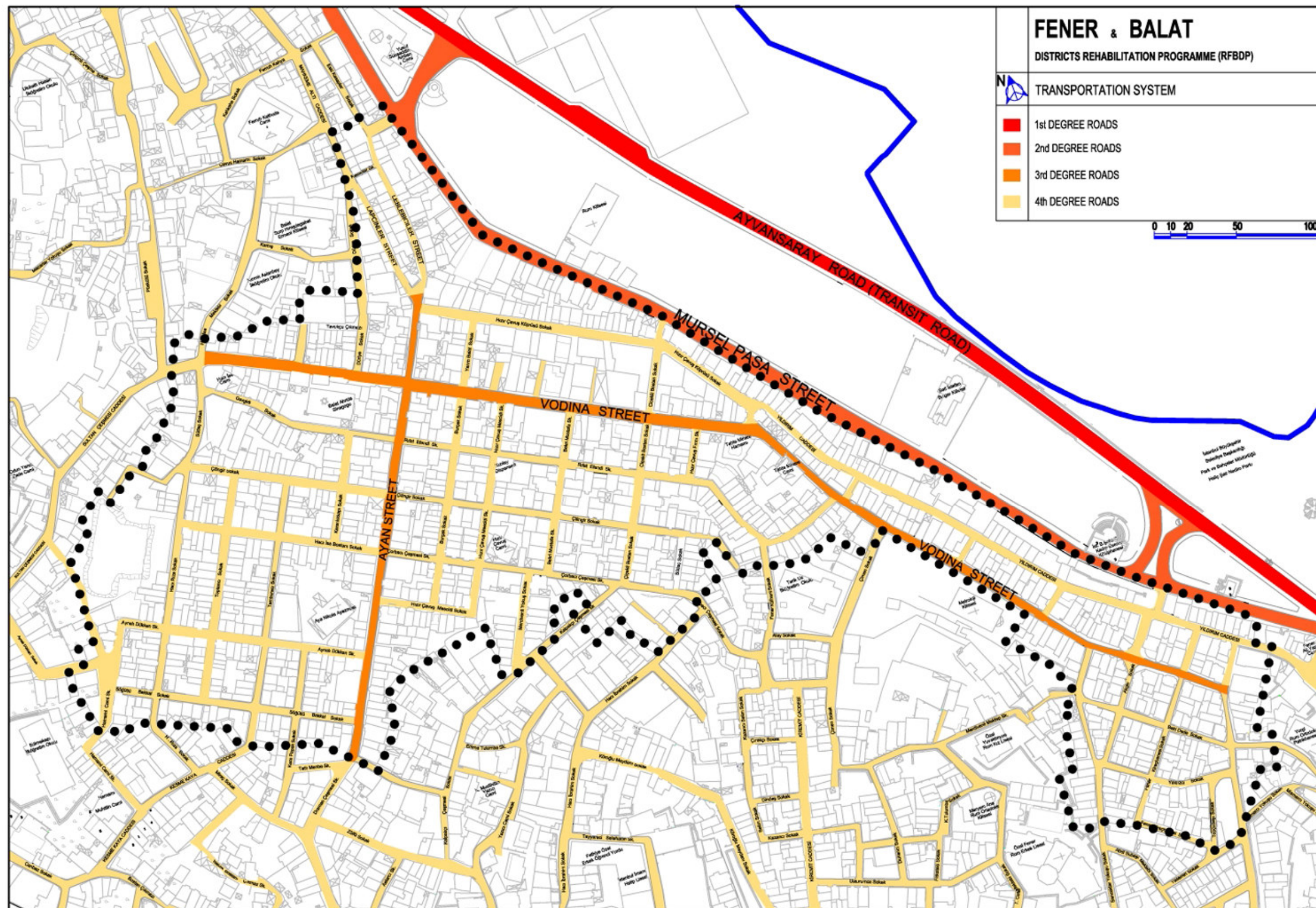






Figure 5.6 Appearance of the district from the transit road (Resource: Personal Archive, 2006)

The connections between Fener and Balat and other districts are rather complex. A number of existing streets that connect the districts have been formed according to the geomorphologic structure and the routes that probably date back to old times. Since these long streets are generally narrower than the ones in Fener and Balat, they limit the accessibility of the district (Figure 5.5). Moreover, in order to use the routes in the region, they have to be well known. These factors restrict the attractiveness of the district (Fatih Municipality, et. al., 1998: 28).

The urban structure and architectural features of Fener and Balat were partly formed through the regulations which came into power after the 19<sup>th</sup> century fires. According to these regulations, new construction materials (i.e., brick, iron, glass and tile roofs) were to be used in buildings in order to prevent fires. This new type of buildings, called 'row houses', was constructed by fire resistant walls on small narrow lots; their entrance doors were higher than the street level; and their facades were arranged in order all along the streets (Figure 5.7) (Fatih Municipality, et al., 1998: 28). These buildings were also more secure in case of a disaster.



Figure 5.7 Row houses in the Fener-Balat districts (Resource: Personal Archive, 2006)

The quality of the cultural heritage and architectural homogeneity of the district comes from the grid-iron plan of Fener and Balat, the buildings that are not so high, facades in harmony and row houses with their bay windows (Fatih Municipality, et al., 1998: 20). Additionally, over half of the buildings, which date back to the pre-1930 period and which were constructed according to the architectural principles of the late 19<sup>th</sup> century, give the district its characteristic atmosphere (Fatih Municipality, et al., 1998: 32). There are also the buildings built between 1930 and 1950 which continue these architectural characteristics but at the same time reflect the interesting features of their period (RFBDP, 2005).

The selected perimeter for the current regeneration programme covers an area of 16.2 hectare (including a built-up area of 14.1 hectare and street space of 2.1 hectare) and it includes 1401 lots (Figures 5.8, 5.9). These lots are generally so narrow that 1256 (90%) of them are smaller than 100m<sup>2</sup>. The district includes 71 blocks (59 of which are totally inside the selected perimeter) and 1267 buildings (Fatih Municipality, et al., 1998: 20).



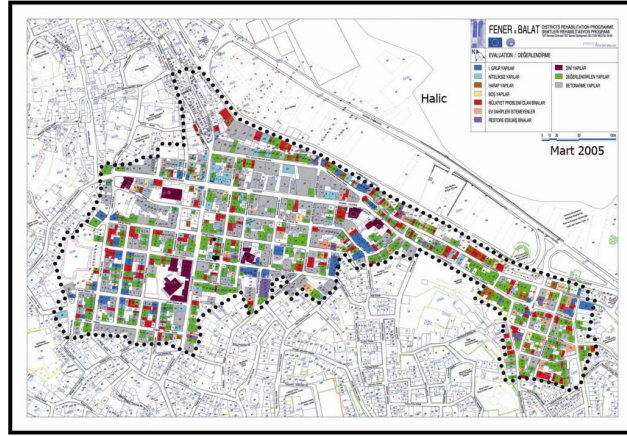


Figure 5.8 Map showing the boundaries of the Rehabilitation Programme (Resource: RFBDP, 2005)



Figure 5.9 The Rehabilitation Programme area from space (Resource: Google Earth, 2006)

In 1997, there were about 20 buildings in ruins and the buildings on more than 240 lots were dilapidated. This means that about 20% of the physical stock was in poor conditions. Out of the 1401 lots on the selected area, there were not buildings on 102 lots (7%), there were 68 vacant buildings (5.4%) and 124 partially empty buildings (9.7%) (Fatih Municipality, et al., 1998: 33).

In the district, there are 12 listed monuments, 508 listed buildings (40%) and 693 buildings that were built before 1930 (Fatih Municipality, et al., 1998: 20). Some of the listed buildings were demolished (there were 17 empty lots where listed buildings had been on before) or new buildings were constructed on their lots (there were 8 concrete buildings on the listed lots). Similarly most of the listed buildings were exposed to a lot of change in time (Fatih Municipality, et al., 1998: 35).

The majority of the buildings were accommodated as residence. There were 157 buildings (13%) that required heavy rehabilitation, 365 buildings that required rehabilitation at middle level (30%) and 376 buildings in need of light rehabilitation (31%) (Figure 5.10). And finally a quarter of the physical stock (26%) was in good condition and therefore did not require any rehabilitation work. 125 of these 304 buildings (41%) had been constructed in recent time (Fatih Municipality, et al., 1998: 26).

The height of the buildings in the district varies between one and four floors (RFBDP, 2005). The majority of the buildings are three floors (512 buildings, 41%) or more than three floors (33%), sum of which is 74%. The number of two floor buildings is 250 (20%), and finally the number of one floor buildings is 82 (6%) (Figure 5.11) (Fatih Municipality, et al., 1998: 38).

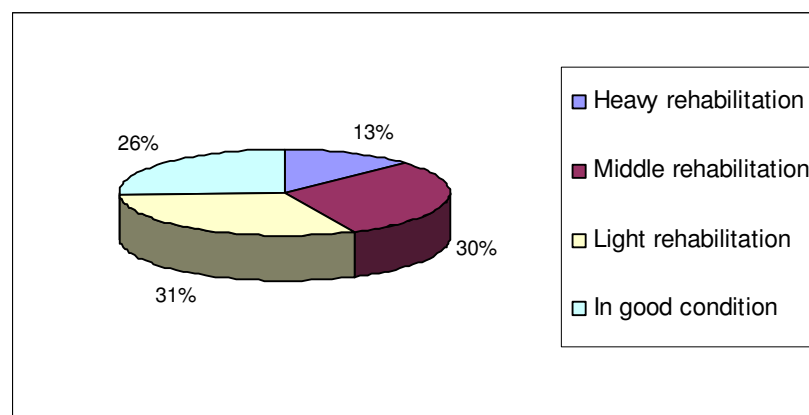


Figure 5.10 The percentage of buildings which needs different types of rehabilitation treatment in the Fener-Balat districts (Resource: Prepared based on the data of the Fatih Municipality et al., 1998: 26)

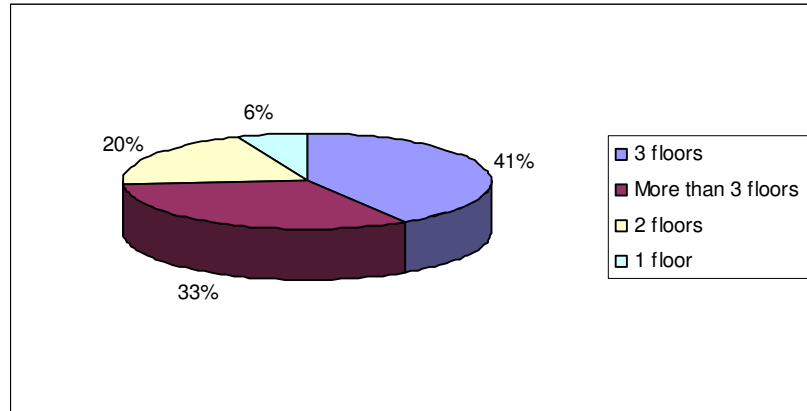


Figure 5.11 The percentage of buildings showing the number of floors in the Fener-Balat districts (Resource: Prepared based on the data of the Fatih Municipality et al., 1998: 38)

In the district of Fener-Balat, a very dense urban structure has emerged because of the joint ownership in buildings and the utilization of approximately the whole area of the blocks. The public spaces are very limited; in fact there are only streets used as public spaces. The streets are so narrow; the widest one is 8.5 meters. The streets together with the pavements cover an area of 12% of the total area. The lack of public spaces, the ratio between the height and width (height/width=1,5-2) of the streets and the impossibility of seeing remote distances give a closed appearance to the district (Fatih Municipality, et al., 1998: 28). Nevertheless the field of view of some streets reaches to the Golden Horn through the Fener and Balat gates (Fatih Municipality, et al., 1998: 32).

In the district, to the north, there is a transit road which was constructed in the green spaces on the Golden Horn coast. To the west, there are monuments such as cathedrals, mosques, a public bath and monumental buildings which date back to the Constantine period. To the south, there are higher buildings which were constructed in recent years. To the northeast, there are low buildings (Jerusalem Patriarchate) which were constructed in a garden enclosed by high walls and which belong to the Christian community. And finally, to the east, there are higher, newer buildings and lands which belong to the Greek-Orthodox Patriarchate (Fatih Municipality, et al., 1998: 32).

The newly divided lots on the traditional structure of the district create a contradiction when compared with the traditional texture of the surrounding districts' streets. There is continuity in terms of the settlement type of the lots in Fener, in surrounding districts, in the middle part and along the city walls. On the other hand, there is no continuity in the upper parts of Balat so that there are a lot of buildings on the lots. In some areas along the city walls and to the east of Balat, the lots were divided in accordance with the old streets; in such places old and new streets intersect one another. In the quadrangle order in which Balat is located, only the Armenian Cathedral, some limited lots and the Vodina Street kept the traditional direction by the division type of the lots. However, the mosques which were constructed towards the Mecca have a different direction than the direction mentioned above (Fatih Municipality, et al., 1998: 32).

The district has many important landmarks and environmental assets. For example:

- The wall of the Jerusalem community building together with the two big listed trees whose branches extend onto the Vodina Street creates a contradiction when compared with the row houses located on the narrow lots (Figure 5.12).



Figure 5.12 Vodina Street (Resource: Personal Archive, 2006)

- The Yıldırım Street which is long, narrow and parallel to the city walls reflects the traditional character of the district with its wooden houses which have bay windows (Figure 5.13).



Figure 5.13 Yıldırım Street (Resource: Personal Archive, 2006)

- In the dense urban structure, there is a mosque on the Vodina Street which is surrounded by a small public square and by the shops around the fountain (Figure 5.14).



Figure 5.14 Vodina Street (Resource: Personal Archive, 2006)

- On the entrance point from the west side of the district, there is a mosque which has a yard and an old minaret, and there is a fountain on the corner of

the Sütlaç Street and Kürkcü Çeşmesi Street. Every Tuesday, a part of Balat-Ayvansaray bazaar is set in this pedestrian area which has narrow streets and surrounded by the buildings made up of brick and stone (Fatih Municipality, et al., 1998: 32).

The district has a low tourist potential; only the historical physical stock attracts people to the area. The historical texture is mainly constituted by the facades presenting a harmonious view because of the bay windows and by the religious buildings. On the other hand, the religious buildings which belong to the minorities are closed because of the lack of community and they are hardly accessible (Fatih Municipality, et al., 1998: 28, 32).

There is almost no flora in the district except for some trees on Vodina Street and some climbing plants that get wound and tangled around electric lines on Ayan Street (Fatih Municipality, et al., 1998: 28). Since the public spaces in the district are limited the only way to create green spaces in the area is to plant trees in certain points (Fatih Municipality, et al., 1998: 32). This condition is in contrast with the green spaces on the Golden Horn coast. There are green spaces along the Golden Horn; yet there are no sport fields, parks or playgrounds to attract local people (Figure 5.15) (Fatih Municipality, et al., 1998: 28).



Figure 5.15 Green spaces along the Golden Horn (Resource: The Greater Municipality of Istanbul Archive)

### 5.2.2. Social features

#### Population

According to the 2000 census, the total population of the Fener and Balat neighbourhoods is 35.812 (Table 5.1). With 43% of the district population, the children and the teenagers younger than 20 years old constituted the highest percentage of the whole population (Foundation for the Support of Women's Work, 2004: 33).

Table 5.1 Population and number of buildings per neighbourhood (Resource: Foundation for the Support of Women's Work, 2004: 8)

<b><u>Neighbourhood (Based on Fatih Municipality 2000 Census)</u></b>	<b><u>Population</u></b>
Abdi Subaşı*	3389
Hızır Çavuş*	3446
Balat Karabaş*	680
Kasım Gürani*	5651
Tahta Minare*	812
Tevkii Cafer*	3833
Hamami Muhittin*	4843
Molla Aşkı*	4590
Katip Musluhittin	4590
Hatip Musluhittin	3978

\* A section of these neighbourhoods is within the scope of Fener-Balat Rehabilitation Program.



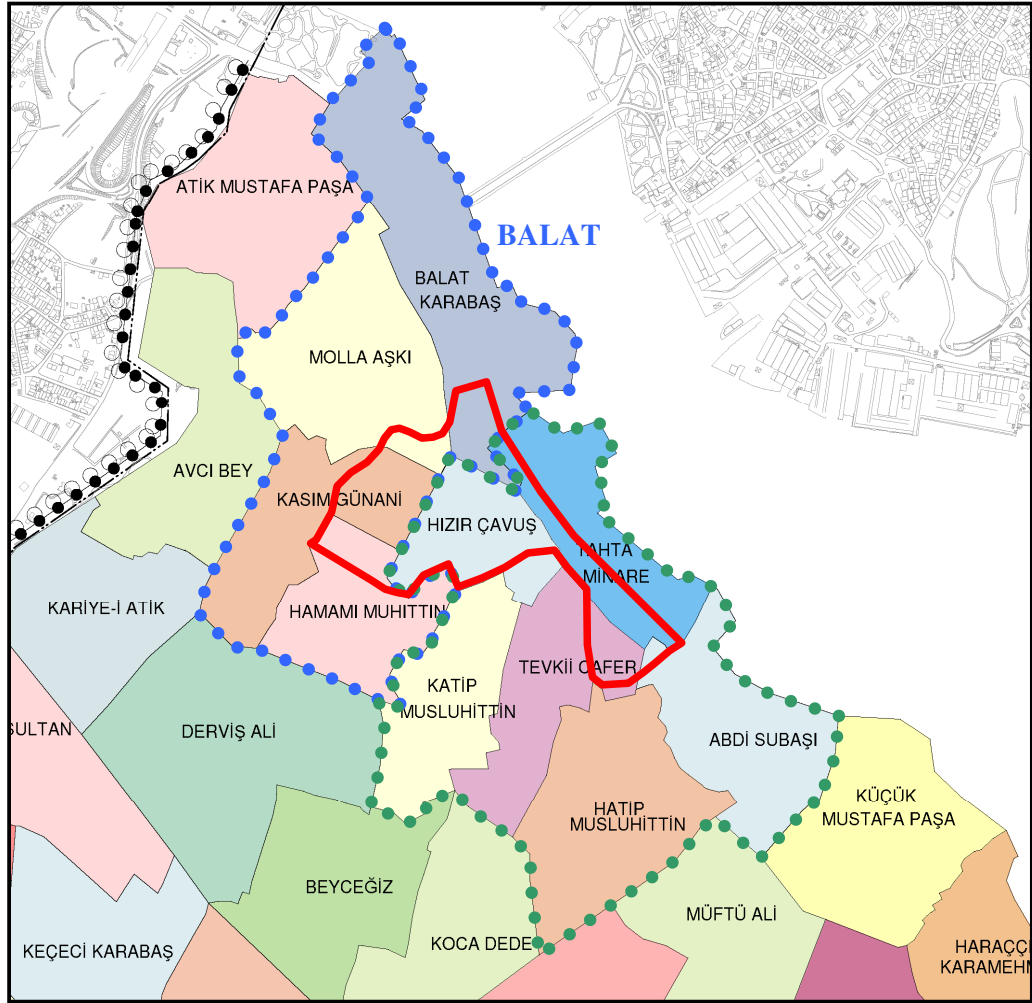


Figure 5.16 The boundaries of the Rehabilitation Programme and the legislative boundaries of the Fener and Balat Districts (Resource: Personal Drawing, 2006)



### Average Size of the Families

The majority of the families living in the Fener-Balat districts include 4 or 5 people. The total ratio of the 4 and 5 people families was 62% (Figure 5.17) (Foundation for the Support of Women's Work, 2004: 14). The family formed up by a father, a mother and the children was the most widespread family type in the district. A significant part of the families share their house with their parents or relatives (Fatih Municipality, et al., 1998: 46-47). While, the families with 1 or 2 children constituted 59% of the whole district population; those with 3 or 4 children constituted 36% of the whole population; and 5% of the families included those who do not have any children or those who have more than 5 children (Figure 5.18) (Foundation for the Support of Women's Work, 2004: 14).

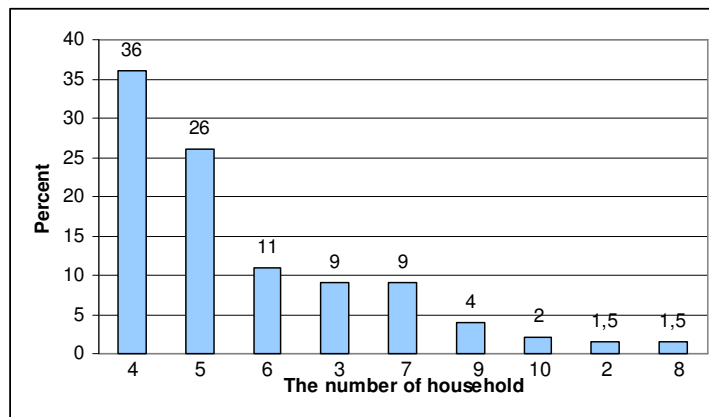


Figure 5.17 The number of household in the Fener-Balat districts (Resource: Foundation for the Support of Women's Work, 2004: 14)

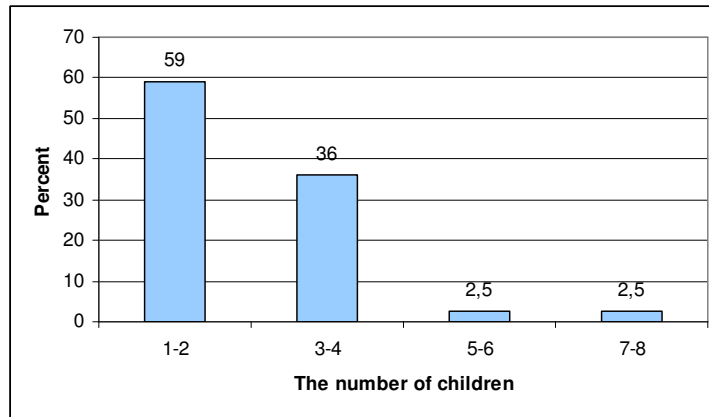


Figure 5.18 The number of children of families living in the Fener-Balat districts (Resource: Foundation for the Support of Women's Work, 2004: 14)

### **Educational Background of Locals**

The majority of the Fener-Balat districts' population has a low level of education. According to a survey carried out in 1997, 10% of the household heads were illiterate; 14% were not illiterate although they did not go to school; 63% graduated from primary school; 11% continued to secondary school and only 2% could graduate from a university (Fatih Municipality, et al., 1998: 47).

The education level of women living in the district is worse than that of men. 21% of women in the district have never been to school and are illiterate; 9% of them have never been to school although they are literate; and finally 70% of them have been to school (Foundation for the Support of Women's Work, 2004: 12).

As for the children in the district at school age, some were not allowed to continue secondary school before the duration of compulsory primary education increased to 8 years. When these children became 12 years old, the boys often became workers to contribute to the household income and the girls, especially the ones who had conservative families, started to stay at home. As a result they could not gain occupational skills (Fatih Municipality, et al., 1998: 49). Some school age children who had abandoned secondary school for economic reasons had to work 6 days of a

week for more than 10 hours daily for a wage between 60.97-121.95 Euro (100-200 YTL) (Foundation for the Support of Women's Work, 2004: 19).

In this respect, the General Secretary of the Balat-Fener Culture and Beautification Association (2006)<sup>14</sup> stated that: "90% of the people living in Fener-Balat have poor economic conditions and their educational background is quite low. According to me the ratio of illiterate people is 20% or 25%. When compared with the whole people in Turkey they are at somewhere around zero point."

### **Socio-economic level**

The inhabitants of the Fener-Balat districts were socially and economically poor. While the poverty border of a four member family was 261.59 Euro<sup>15</sup> per month in Turkey, in 2004 (T.R. Prime Ministry, Turkey Statistics Institution, 2006), 46% of the families earned less than 243.90 Euro/month (Table 5.2). 38% of the families earned between 243.90–365.86 Euro/month, 14% of the families earned between 365.86–609.75 Euro/month, and 2% of those earned above 609.75 Euro/month. The majority of the participants (92%) stated that they spent almost all of their income for the home and 78% of the women complained that they could not find money for their personal expenditure (Foundation for the Support of Women's Work, 2004: 27). All these figures revealed the poverty problem in the district.

Table 5.2 Monthly income of the families living in the Fener-Balat districts (Resource: Foundation for the Support of Women's Work, 2004: 28)

<b><u>Monthly income</u></b>	<b><u>% of families within the total population</u></b>
60.97-121.95 Euro (100-200 YTL)	10
121.95-243.90 Euro (200-400 YTL)	36
243.90-365.86 Euro (400-600 YTL)	38
365.86-487.80 Euro (600-800 YTL)	6
487.80-609.75 Euro (801 -1000 YTL)	8
609.75 Euro and above (1000 YTL and above)	2

<sup>14</sup> From here on, the General Secretary of the Balat-Fener Culture and Beautification Association will be referred to as the General Secretary and the interview date will not be displayed every time that the interviewee is referred to.

<sup>15</sup> 1 Euro corresponded to 1.64 YTL in 2004 (T.R. Central Bank, 2006).

When the participants were asked for the greatest obstacle hindering them from improving their economic situation, 28% stated that they could not find jobs, 8% indicated that they did not have the skills or capital to find jobs or set up businesses, 22% pointed out health problems and 20% complained about high family expenses (Figure 5.19) (Foundation for the Support of Women's Work, 2004: 23).

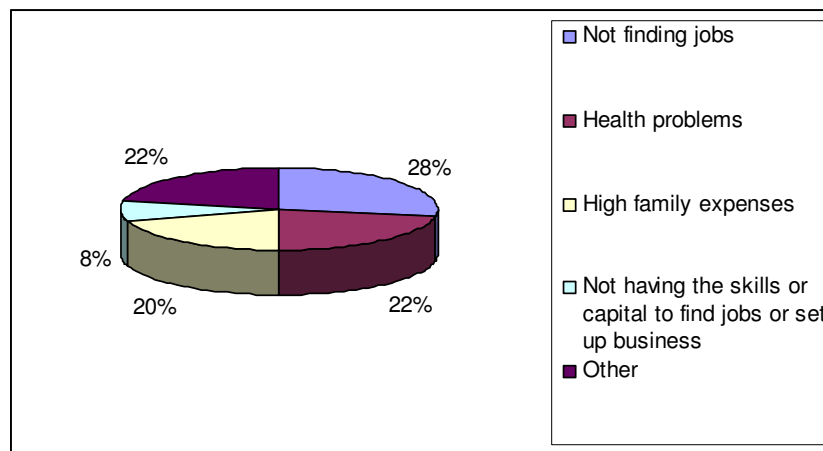


Figure 5.19 The obstacles hindering women from improving their economic situation in the Fener-Balat districts (Resource: Prepared based on the data of the Foundation for the Support of Women's Work, 2004: 23)

In most of the households (85%) only one person worked. This means that other members of the family were dependent to him and this dependency increased considerably the feeling of distrustfulness in the society. In 4% of the households nobody worked, while in 11% of the families, the women and the children worked (Foundation for the Support of Women's Work, 2004: 22).

The local men mostly collected paper and worked as lathe operator, tea maker, textiles worker, watchman, driver and some of them did their own work which often meant seasonal work (Foundation for the Support of Women's Work, 2004: 22). In this respect, the Project Coordinator of the Social Centre of the Rehabilitation of

Fener and Balat Districts Programme (2006)<sup>16</sup> stated that the local men often spent most of their time in the cafes and they did not have a regular job. To her, in the district, the number of the families who had a regular income was very limited.

As for the women, the Project Coordinator stated that the women generally did not work and the ones who claimed that they had a job generally worked in unqualified jobs. These were usually temporary and low-income jobs without social security (Foundation for the Support of Women's Work, 2004: 35). The main work areas of the local women were tailoring in homes, cleaning, ready-made clothing worker and hairdressing (Foundation for the Support of Women's Work, 2004: 23). They generally went to other people's houses to do the cleaning work or worked as doorkeepers. Also, scarf sewing was a very common work among women in the district because they could easily acquire scarf from the warehouses in the district and they could do it at home (Project Coordinator). Without working outside home, mantı<sup>17</sup>-making and accessory-making (such as belt, hairpins, etc) were also seen as other common works among women in the district (Foundation for the Support of Women's Work, 2004: 26).

The majority of women (64% of the interviewees) who worked outside their home earned between 60.97-152.44 Euro/month (100-250YTL), while 27% of them earned less than 60.97 Euro/month (100YTL) and only 9% earned between 152.44–304.88 Euro/month (250-500YTL). As for the women working at home, women who make mantı generally earned 182.92 Euro/month (300 YTL); whereas those making accessories earned between 30.48-121.95 Euro/month (50-200 YTL) (Foundation for the Support of Women's Work, 2004: 26-27).

Most of the interviewed women (38%) pointed out child-care as the main obstacle to earn more. This response was followed by not getting permission from the family, which was also related to child care. The other obstacles indicated were the lack of

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<sup>16</sup> From here on, the Project Coordinator of the Social Centre of the Rehabilitation of Fener and Balat Districts Programme will be referred to as the Project Coordinator and the interview date will not be displayed every time that the interviewee is referred to.

<sup>17</sup> Manti is a traditional Turkish food.

knowledge, money, connections and skills (Table 5.3) (Foundation for the Support of Women's Work, 2004: 29).

The majority of women (88% of the interviewed women) did not work as they had children. 44% of those who did not work pointed out that they could not work because they could not find anyone or any place to leave their children, while 18% of them stated that they could not work as their spouses' did not permit them. Other reasons of women for not working were health problems by 16%, not finding it necessary by 11% and not being able to find jobs by 11% (Foundation for the Support of Women's Work, 2004: 18).

Table 5.3 The obstacles hindering women from earning more in case they do not work or are not happy with their work (Resource: Foundation for the Support of Women's Work, 2004: 29)

<b>Obstacles</b>	<b>% of women interviewed</b>
I do not have a place to leave my child(ren)	38
My family does not give permission	20
I do not know how to do it	8
I do not have money for investments	8
I do not have connections to find work	8
There are not convenient opportunities	4
I do not have enough knowledge or skills	4
I cannot abandon my responsibilities at home	4
I do not know	4
I do not have a profession	2

Almost all of the women interviewed (86%) indicated that they would set up their own businesses if they had such an opportunity; and they mostly preferred to work on grocery business, sundry items of food and clothing commerce, ready-made clothing, handicraft and carpet selling. Pastry, accessories, stationary and wedding dress selling, graphic design, beauty centre and hairdressing are the other preferred work areas they would like to set up their own businesses (Foundation for the Support of Women's Work, 2004: 29).

Despite the desire of the interviewed women to set up their own businesses, their skills were generally related to preparing durable homemade foods such as pasta,

pickles and producing handicrafts and sewing. The majority of the women did not have skills in respect to economic life such as calculation, marketing, accounting or computer. Besides this, most of them declared that they did not understand commercial issues. Under this circumstance, since the women suffered from the lack of the knowledge of both commercial issues and calculation and accounting it was very hard for them to transform their skills to a business (Foundation for the Support of Women's Work, 2004: 30).

### **Hometowns**

The Fener-Balat districts had immigrants from 42 different cities. The biggest group had come from the Black Sea Region with a ratio of 58%, 27% of which was from Kastamonu and 7% from Zonguldak. The ratio of the inhabitants from East and South East of Turkey was 18% and those who stated that they were from Istanbul were 8% (Foundation for the Support of Women's Work, 2004: 11). The migration from the South East of Turkey occurred mainly during the last five years to especially Fener neighbourhood (General Secretary).

41% of the participants had been living in the district for more than 10 years (Figure 5.20) (Foundation for the Support of Women's Work, 2004: 12). This figure shows that the immigrants did not perceive the district as a temporary residence but settled in the district.

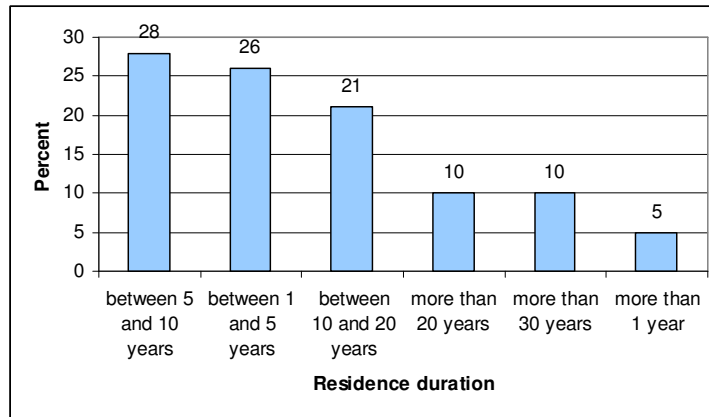


Figure 5.20 Residence duration in the Fener-Balat districts (Resource: Foundation for the Support of Women's Work, 2004: 12)

### Distributions of Property Owners and Tenants

The majority of the dwellers in the Fener-Balat districts are tenants. According to the findings of a survey conducted in September 1997 on 2578 houses, 60% of the dwellers in the district were tenants, while 39% were property owners and the remaining 1% was living in houses belonging to associations or foundations (Fatih Municipality, et al., 1998: 44).

The property owners of the Fener-Balat districts generally acquire the whole building. According to the research conducted by Fatih Municipality et al. (1998: 44), 70% of the 107 interviewed property owners owned the whole building, while 15% of them shared the ownership with a member of the family; 12% were the owner of only the flat where they lived in; and 3% of them owned a number of flats in a building. 75% of these property owners bought their house whereas 25% of them acquired their house through inheritance. In 1997, 40% of the property owners had owned their house for more than 20 years, whereas one third of the property owners acquired their house after 1990s.

The majority of the tenants in the Fener-Balat districts (more than 80%) rent their house from their relatives or acquaintances, while the rest rent their house from associations such as Christian Association (Fatih Municipality, et al., 1998: 44).



### **The feeling of solidarity and the relationships between the neighbours**

According to a study carried out in 1997, the feeling of solidarity and the relationship between the neighbours were strong in the district and they mainly depended on the geographic origin. The solidarity was the determining factor of the organization of social life and political relationships (Fatih Municipality, et al., 1998: 51).

The inhabitants of the district often built relations according to their ethnical background or the duration they had been living in the region (Fatih Municipality, et al., 1998: 51). They tended to group people according to these criteria and although these groups had strong relations within themselves, communication among different groups was weak (Foundation for the Support of Women's Work, 2004: 6). Moreover, there existed prejudice in the communication among different groups (Foundation for the Support of Women's Work, 2004: 33).

There were the tensions especially between the old inhabitants who came from the Black Sea and Marmara Region and the inhabitants who came from the Southeast Anatolia Region. The old inhabitants of the district claimed that the relationship between the neighbours had degenerated after the arrival of the inhabitants from Southeast Anatolia Region (Fatih Municipality, et al., 1998: 51). For example, according to the General Secretary, the arrival of the immigrants from the Southeast Anatolia Region had been disadvantageous to them for many reasons; they caused delays in the Association's social, cultural and educational projects. He pointed out 'the arrival of the immigrants to the district with negative feelings against the state' as the main problem.

The people in the district called upon the inhabitants from their hometown when getting married or renting a house. Similarly, if the owner of a café was from the Black Sea Region only the inhabitants from the hometown went to that café. In addition, the ethnical ties were very important for the elections of neighbourhood headmen (Fatih Municipality, et al., 1998: 51).

However, the results of another study conducted by the Foundation for the Support of Women's Work in 2004 were rather different from the study in 1997 in terms of the relationship between neighbours, relatives or countryman. For example, although 67% of the interviewed women had relatives in the district, 42% stated that they could not see their relatives frequently and 40% expressed that they did not trust to either their neighbours or relatives. Additionally, the number of hometown associations in the district was limited; only 20% of the participants had associations of their hometowns and among these 3 people were members of the associations (Foundation for the Support of Women's Work, 2004: 15).

*Recent social studies also point out that the fellow countrymanship, which used to be the main mode of cooperation in urban slums, started to depreciate; with the strong impact of poor economic conditions, the cooperation in city slums started to shift from being relatives or fellow countrymanship towards self-interest (Foundation for the Support of Women's Work, 2004: 15).*

In 1997, it was understood that the local allegiance was at a high level and the only factor for this was not the economic reasons. The majority of the inhabitants (75%) expressed that they would continue to live in the district if a rehabilitation programme was implemented, and if their life conditions and wealth level became better (Fatih Municipality, et al., 1998: 51). Similarly, the study carried out in 2004, revealed that the inhabitants of the districts were generally planning to continue living in the district; 62% of the local women expressed that they did not plan to move to another part of Istanbul (Foundation for the Support of Women's Work, 2004: 15). The reasons of the locals for continuing to live in the district were mainly related to low rents, proximity to the city centre and their neighbours or countrymen (Foundation for the Support of Women's Work, 2004: 33). The 36% of the inhabitants who stated that they planned to leave the district complained especially about the house they lived in (Foundation for the Support of Women's Work, 2004: 15).

61% of the women indicated that they were pleased about living in the district. 56% of them put forward the neighbourhood and countrymanship relations as the main factors (Table 5.4). However, this ratio creates a contradiction with the above

information. In the report this contradiction is explained as “no matter how narrow, closed and restricted the lives of the locals are, they have strong social relationships within these restrictions. That is, while they have intense social relations with the restricted group they trust, they remain as distant as possible from other parties”. In fact, answers to other questions support this idea. When those who were not pleased about living in the district were asked for the reasons, they indicated ‘not being happy with the neighbours’ as the first reason, ‘insecurity of the region’ as the second reason and ‘not having a neat or clean neighbourhood’ as the third reason. These three reasons constituted 70% of all the reasons put forth by the interviewees (Table 5.5) (Foundation for the Support of Women’s Work, 2004: 15). Consequently, ‘neighbours’ emerged as the major sources of both pleasure and displeasure, which reveals that the social relations in the district are narrow, intense, restricted and distant from untrusted groups (Foundation for the Support of Women’s Work, 2004: 15-16).

Table 5.4 Reasons for being glad to live in the Fener-Balat districts (Resource: Foundation for the Support of Women’s Work, 2004: 16)

<b><u>Reasons</u></b>	<b><u>% among the total interviewees</u></b>
Contented of neighbours	56
Convenient location (central, seaside)	23
Good educational, health, municipality services	3
Clean and neat	3
Safe	6
Reasonable rents	6
Having historical qualities	3

Table 5.5 Reasons for not being glad to live in the Fener-Balat districts (Resource: Foundation for the Support of Women’s Work, 2004: 16)

<b><u>Reasons</u></b>	<b><u>% among the total interviewees</u></b>
Discontented of neighbours	29
Not Safe	29
Not clean or neat enough	21
No sports or playground facilities for children	14
Inconvenient location (far, hard to reach other places)	7

The majority of the local women (88%) were aware of the historical and cultural value of the district (Table 5.6) (Foundation for the Support of Women's Work, 2004: 16).

Table 5.6 The significant historical features of the Fener-Balat districts for women (Resource: Foundation for the Support of Women's Work, 2004: 16)

<b><u>Significant features</u></b>	<b><u>% among the total interviewees</u></b>
Having old buildings	53
Having religious buildings (mosques, churches)	35
People from many different cultures living together	12

However, the locals stated that they did not benefit from these historical and cultural values of the district. On the contrary, they complained about living difficulties in daily life because of the oldness and dilapidatedness of the district. (Foundation for the Support of Women's Work, 2004: 16). In addition they thought that people living in other districts generally had a negative impression about the district (Foundation for the Support of Women's Work, 2004: 35).

In terms of political issues, although the inhabitants attached great importance to the customs, the district was not defined by a strong religious or political tendency. The attitudes of the inhabitants about these issues were moderate. However, the Islamist inhabitants of the Çarşamba district, which was a number of hundred meters further on the hill, was forcing the inhabitants in Fener and Balat to change their life style and to comply with the rules of the religion (Narlı, 1997: 51). According to Narlı (1997: 15), the dwellers that were modern and did not have worship habits were exposed to comply with the rules of the religion such as to read Qoran or to veil themselves (women) by the conservative Islamists.

Together with the contribution of the factor mentioned above, there had been significant changes in the social structure of Fener-Balat between the years 1997 and 2006 as understood from the statements of the General Secretary: "In Fener-Balat, there are the centres of the most of the religious orders in Turkey and also there are the strongest arms of the religious orders carrying out their facilities in Anatolia. In

the district, each café has become the meeting place of one of these religious orders” (General Secretary).

### **5.2.3. Economic features**

The Fener-Balat districts constitute an important centre among other districts. It is a secondary attraction point in Fatih. Commercial activities are generally located on the streets which are in the inner parts of the district (Figure 5.21). In the district the dominant business is white goods (Fatih Municipality, et al., 1998: 28). As a commerce centre, there are two important types of economic activities in Balat. The first one is craftsmanship which is gathered mainly around two blocks between the two narrow streets called Lapçinler Street and Leblebiciler Street (also called historical Balat Market), and which gives a bazaar appearance to the area (Figure 5.22). Oven, glass and shoe manufacturers, hardware sellers and other kinds of craftsman work in the quarter. The second type of economic activities takes place on the Ayan Street and the Vodina Street which are the most dynamic commercial axis. However, these commercial activities are rather different from the first one. Banks, restaurants, electrical household appliances and furniture shops are gathered here. Once a week, on Tuesdays a bazaar is set on the Ayan Street and Lapçinler Street (Figure 5.23). This bazaar together with the shops constitutes the facility centre of the district and their zone of influence extends to the surrounding districts (Fatih Municipality, et al., 1998: 39).



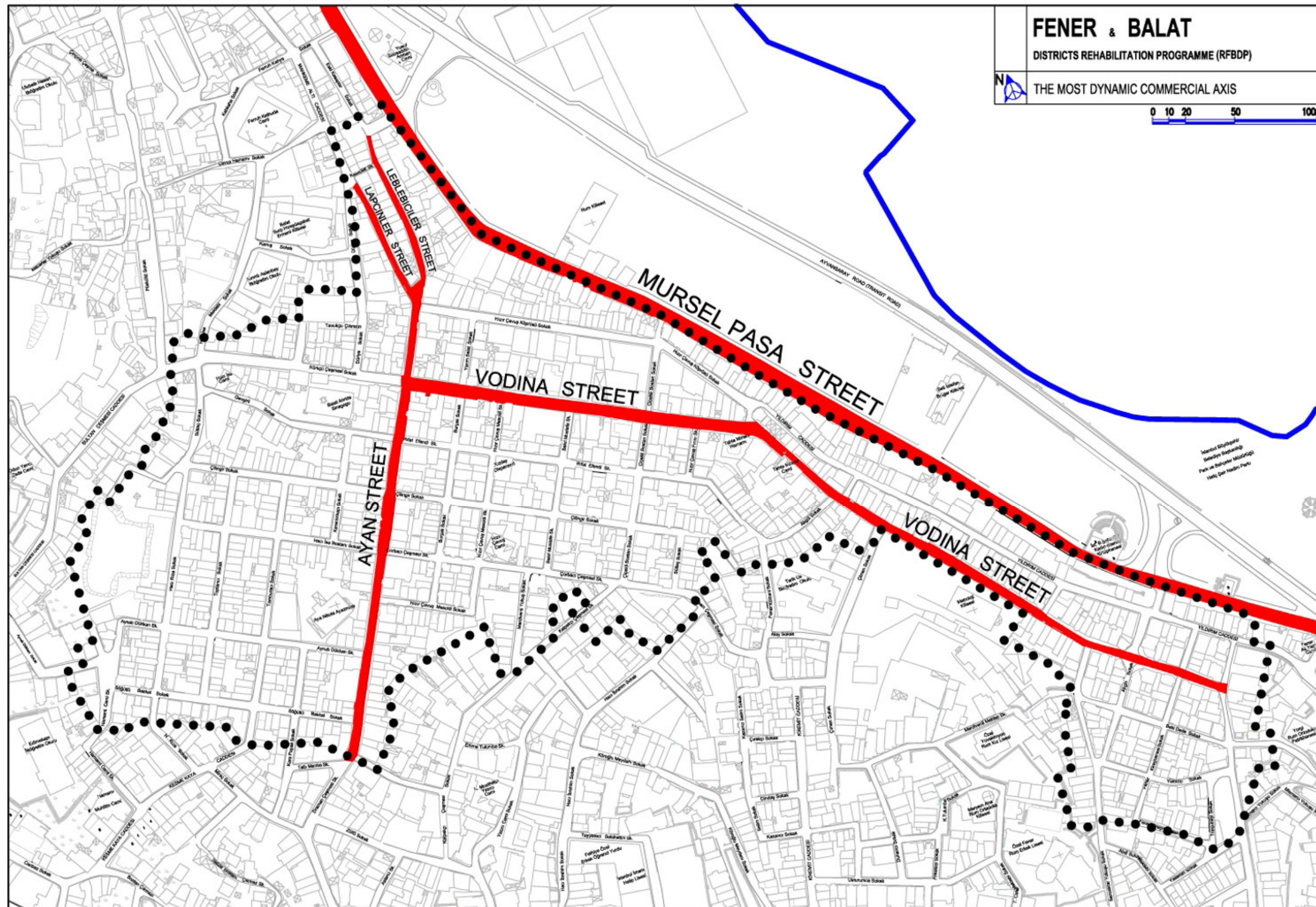


Figure 5.21 The most dynamic commercial axis in the Fener-Balat districts (Resource: Personal Drawing, 2006)





Figure 5.22 Leblebiciler Street (Resource: Personal Archive, 2006)



Figure 5.23 Bazaar set on Lapçinler Street (Resource: Personal Archive, 2006)

Another important facility centre beyond the district is the Mürselpaşa Street which lies parallel to the Golden Horn. There are automobile mechanics, turners, plants, hardware sellers and a number of restaurants and cafes on this street (Fatih Municipality, et al., 1998: 39).

### **5.3. The recent physical, environmental, social and economic problems and constraints leading to urban decline**

#### **5.3.1. Physical and environmental problems and constraints**

The inhabitants of the Fener-Balat districts has suffered from various physical and environmental problems, such as the buildings and streets in poor conditions, environmental and air pollution, inadequate infrastructure and cleaning services. The majority of the inhabitants mostly complain about the low quality of life in the district, which is mainly caused by the buildings in poor conditions; and they first wished the restoration of the buildings (Fatih Municipality, et al., 1998: 51). Among many problems of the district, the inhabitants of the district ranked the intervention areas of a rehabilitation programme from the most urgent to the least as follows:

1. the improvement in the living conditions of the buildings;
2. the provision of natural gas system into the district;
3. the improvement in streets and removal of traffic problems;
4. the construction of parks and green spaces, and regular street cleaning and garbage collection;
5. the improvement in the drainage system in order to prevent flooding of streets in winter;
6. the demolition of the deteriorated buildings and the reconstruction of the new ones (The inhabitants request the permission to build new houses due to the security and safety problems on the plots of derelict and ruined buildings);
7. The search for a concrete solution in order to struggle against environmental pollution and to clean ;
8. The determination of a definite solution in order to clean the Golden Horn (Fatih Municipality, et al., 1998: 51, 54).

#### **Air pollution**

One of the major problems of the district is the air pollution. As the natural gas is partly available in the district (The Local Co-Director of the Rehabilitation of Fener



and Balat Districts Programme / Director of the Restoration Projects and Implementations, 2006)<sup>18</sup>, heating of the houses is often provided by burning low quality coal (lignite or peat) in the stoves; and these fuels create intense air pollution. Besides, they considerably harm the buildings by polluting the building and by the careless installation of stove pipes which damaged the building facades (Figure 5.24) (Fatih Municipality, et al., 1998: 55).



Figure 5.24 The careless installation of a stove pipe in a historical building in the Fener-Balat districts (Resource: Tuğaltan's Personal Archive, 2006)

### **Drainage system**

Inadequate drainage system is another significant problem of the site, especially when it rains heavily in winter. As a result, the streets and buildings are flooded (Fatih Municipality, et al., 1998: 57).

### **Garbage collection and environmental cleaning**

During the study carried out in 1997, it was recognized that the garbage often accumulated on a vacant land, in a building which turned into a ruin or on a disused

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<sup>18</sup> From here on, the The Local Co-Director of the Rehabilitation of Fener and Balat Districts Programme / Director of the Restoration Projects and Implementations will be referred to as the Director of the Restoration Component and the interview date will not be displayed every time that the interviewee is referred to.

space in the area due to inadequate garbage collection service together with the contribution of the careless inhabitants on street cleaning (Fatih Municipality, et al., 1998: 55). Until 2004, there had not been a significant improvement in garbage collection service; 70% of the local women indicated that the garbage was collected twice a week and 26% indicated that it was collected every day. 40% of the women stated that the garbage was accumulated in the streets while 2% said that it sometimes happened and 56% said that it did not happen (Foundation for the Support of Women's Work, 2004: 16).

In addition to the inadequate garbage collection service, the careless inhabitants on street cleaning created the accumulation problem. Although 74% of the women stated that they had a garbage container next to their residences, only 16% were throwing their garbage to these garbage containers, 42% were throwing to the garbage-collecting vehicle and 28% to the street (Foundation for the Support of Women's Work, 2004: 16).

### **Public Spaces**

The Fener-Balat districts are rich in terms of public space to some extent, as there is a big park located between the district and the Golden Horn (Figure 5.25). However, the park is not used very often by the inhabitants of the district due to the heavy and fast traffic running on the road which separates the district from the park (Figures 5.5, 5.26) (Fatih Municipality, et al., 1998: 58). It was not designed to accommodate sport fields or playgrounds either (Fatih Municipality, et al., 1998: 28). Within the district, there are no sufficient open green spaces and playgrounds. There is only a basketball court in Tevkii Cafer neighbourhood, a sport club in Kasım Gürani neighbourhood, and finally a mini football field in Balat Karabaş neighbourhood (Foundation for the Support of Women's Work, 2004: 9) (Table 5.7). The total public space in the Programme area is approximately 0.8 hectare; that is 0.75 m<sup>2</sup> per person. Considering that the recognized standard of an open green space per head in a city is 7m<sup>2</sup>, the provided open green space in the district of Fener-Balat is extremely low. The majority of the inhabitants complain about the insufficient public spaces for the children to play in or for the teenagers to meet and have fun (Fatih

Municipality, et al., 1998: 57). Additionally, the majority of the interviewed local women mentioned about the safety and cleaning problems of the existing playgrounds. In the district, most of the children (56%) play on the narrow streets, while the rest play either at home, or in the garden of their house or in the parks (Figures 5.27, 5.28) (Foundation for the Support of Women's Work, 2004: 19-20).



Figure 5.25 The park located between the Fener-Balat districts and the Golden Horn (Resource: Personal Archive, 2006)



Figure 5.26 Mürselpaşa Street (left) and Transit Road that separates the district from the park (right) (Resource: Personal Archive, 2006)

Table 5.7 The level of public services according to the neighbourhoods in the Fener-Balat districts (Resource: Foundation for the Support of Women's Work, 2004: 9)

Neighborhood*	Health Institution	Pharmacy	School	Children's Park	Transportation /Station	Other
<b>Hızır Çavuş</b>	None	3	Tarık Us Primary School	None	None	Postal Services Office
<b>Tahta Minare</b>	None	None	None	None	1	Library for Women's Work
<b>Tevkii Cafer</b>	None	None	None	None	None	Basketball Court, Murat Molla Public Library
<b>Kasım Gürani</b>	None	None	Edirnekapı Primary School	None	1	Altınay Sports Club, Sinepop
<b>Balat Karabaş</b>	Balat Jewish Hospital	2	None	None	2	Mini Football Field
<b>Hamami Muhittin</b>		None	Muallim Naci Primary School	None	None	None
<b>Abdi Subaşı</b>	None	None	Özel Maraşlı Rum Primary School	None	2	None
<b>Molla Aşkı</b>	None	1	Kırımlı Aslan, Ulubatlı Hasan	Available	None	None

\*A section of these neighbourhoods is within the scope of Fener-Balat Rehabilitation Program.

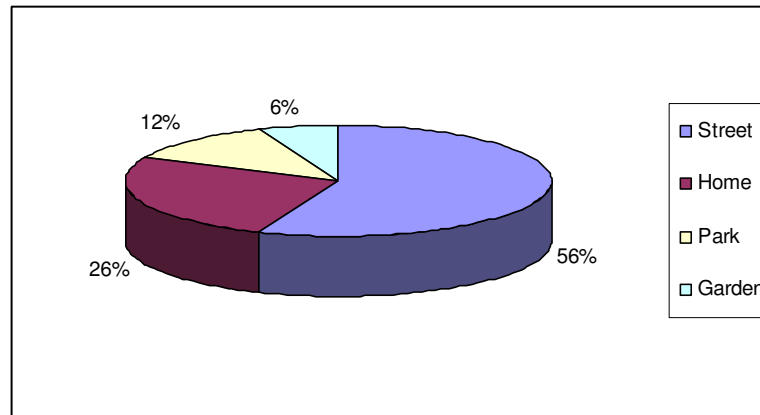


Figure 5.27 Ratio of the children who played at home, on streets, in garden of houses and in parks in the Fener-Balat districts (Resource: Prepared based on the data of the Foundation for the Support of Women's Work, 2004: 19-20)



Figure 5.28<sup>19</sup> The children playing on the narrow streets (Resource: Personal Archive, 2006)

### Transportation network and services

There is a heavy traffic in the district (Director of the Restoration Component). However, since the majority of the streets in the district are narrow, they hinder seriously the traffic circulation in the district. The traffic circulation is slow; the vehicles pass through the streets with a great difficulty; and there are no spaces designed for vehicles to park or to make deliveries, and for pedestrians to walk (Fatih

<sup>19</sup> These streets and pavements were improved by the Fatih Municipality before the initiation of the RFBDP.

Municipality, et al., 1998: 58). Therefore, the vehicles park on the streets (Director of the Restoration Component). Children playing on the streets also create risks for the occurrence of traffic accidents.

There are also some maintenance problems of the streets in the district. 58% of the interviewed inhabitants claimed that there are neglected roads and holes on the streets which create health and safety problems (Foundation for the Support of Women's Work, 2004: 17). Street lighting is also another problem; the pavements in the district are too narrow for even one pedestrian to walk and many streets' pavements are unusable because of deterioration (Figure 5.29) (Fatih Municipality, et al., 1998: 58).



Figure 5.29 A deteriorated pavement in the Fener-Balat districts (Resource: Personal Archive, 2006)

As for the transportation services, the buses in the district go to many other districts in the city and there are motorboats that have a route between Üsküdar and Fener neighbourhoods. In addition, Fener and Balat ports have been recently restored (Figure 5.30) (Director of the Restoration Component). Thus, 60% of the total interviewees are contented with the existing transportation services (Foundation for the Support of Women's Work, 2004: 17). The Director of the Restoration Component also believes that the transportation services in the district are adequate.



Figure 5.30 Fener Port (Resource: Personal Archive, 2006)

### **Buildings**

The buildings in the Fener-Balat districts have several problems. Among the problems, the prominent ones are related to their poor physical conditions, size of the living areas, hygienic areas (i.e. the bathrooms, the toilets) and the kitchens, heating and insulation systems. The washbasins and the ovens were often put side by side on a part of the corridor, since the living areas in the houses were very small (Figure 5.31). The majority of the inhabitants put their washing machines and refrigerators (if they had) into the rooms. Besides, some of them put their ovens on landing of the stairs outside the buildings. There were no bathrooms in the houses except some houses where only one family lived in; people often had a shower by a tap which was located on a corner (Fatih Municipality, et al., 1998: 54). In 2% of the 236 houses visited there were no bathrooms and toilets, in 80% the bathroom and the toilet were placed together on a narrow space, and in only 18% they were placed separately (Fatih Municipality, et al., 1998: 55).





Figure 5.31 The washbasins in the historical buildings in the Fener-Balat districts (Resource: Tuğaltan's Personal Archive, 2006)

The buildings were generally designed according to the needs of one family. Thus floors were allocated to different uses; for example while the basement and the ground floor were allocated for the kitchen, the toilet and the bathroom, the first and second floors were allocated for the living rooms and the bedrooms (Fatih Municipality, et al., 1998: 54). However, today, each floor of these houses is inhabited by one family, as one family cannot afford the rent of a whole house. According to the survey conducted in 2004 by the Foundation for the Support of Women's Work, most of the families were sharing these 3 floor small houses with others so that one floor was allocated to each family to decrease the usual 182.92 Euro (300 YTL) rent to 60.97 Euro (100 YTL) per family. Also, 24% of the participants stated that they were living with people out of their family in their residences (Foundation for the Support of Women's Work, 2004: 22).

A five member family has an average of 50 m<sup>2</sup> living area; this means that a member has only 10 m<sup>2</sup>. In winter, since the inhabitants cannot afford to heat the whole house, they only use one of the two rooms of the house. Therefore, the improvement in heating system of houses is an indispensable condition in order to use the limited living area in the houses in the optimal way (Fatih Municipality, et al., 1998: 54). Beside the improvement in heating system, 15% of the buildings examined also require the repair of their roofs which leak, lead to heat loss and eventually the deformation in the buildings in the long term (Fatih Municipality et al., 1998: 55).



71% of the interviewed inhabitants living in historical residences stated that they would like to move from the district, if they had an opportunity (Foundation for the Support of Women's Work, 2004: 24). As this is not an easy option, the majority of the inhabitants interviewed in the Fener-Balat districts wished the restoration and rehabilitation of their houses in order to live in healthy buildings and improve their quality of life rather than to preserve the historical and cultural heritage (Fatih Municipality et al., 1998: 51). They ranked their priorities in terms of the intervention areas of these buildings from the most urgent to the least as the restoration and rehabilitation of the building; the design of the interior layout of the building in order to create more and larger rooms; the separation of the bathroom and the toilet; cleaning the facades of the buildings; the renovation of the whole building (which means construction of a new building in the inhabitants' mind); the connection of building to the natural gas system; the repair of the stairs; the repair of the roofs; the construction of a separate kitchen (Fatih Municipality, et al., 1998: 54). According to the research of the Foundation for the Support of Women's Work (2004: 24), 24% of the women interviewed stated that their houses needed all kind of repairs, while the rest ranked the priority areas from the most important to the least as roof repair, inner and outer walls, ceilings and floors, columns and the strengthening of the buildings (as the buildings slide; they are not stable) (Table 5.8).

Table 5.8 The priority areas for the restoration and rehabilitation of the buildings according to the inhabited women in the Fener-Balat districts (Resource: Foundation for the Support of Women's Work, 2004: 25)

<b><u>Repair issues</u></b>	<b><u>% of interviewed women giving the response</u></b>
All kinds of	24
Roof	21
Inner walls	18
Outer walls	12
Ceilings and floors	9
Water installation	6
Columns	6
Strengthening of the building	3

### 5.3.2. Social problems and constraints

#### Health

The lack or inadequate provision of the basic health services was one of the most prominent problems in the Fener-Balat districts. According to a survey undertaken in 2004, 45% of the local women interviewed pointed the lack of health services in the district (Foundation for the Support of Women's Work, 2004: 21). There is only one hospital (i.e., Balat Jewish Hospital<sup>20</sup>) in the district which is not within the boundaries of the Rehabilitation Programme area (Figure 5.32) (Director of the Restoration Component). The occupancy rate of this hospital is 80% (Fatih Municipality, et al., 1998: 57).



Figure 5.32 Balat Jewish Hospital (Resource: Personal Archive, 2006)

In 1998, the Health Ministry had a project to establish a 200m<sup>2</sup> dispensary in the area (Fatih Municipality, et al., 1998: 57). In this respect, the Director of the Restoration Component stated that there was a vacant space allocated for the dispensary just out of the Programme area but it was used only to pitch a big tent in Ramadan.

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<sup>20</sup> The expenses of the Balat Jewish Hospital are paid by the Jewish communities in Turkey. Some financial support also comes from the Jewish community living abroad (Fatih Municipality, et. al., 1998: 57).

According to the city planning standards, the needed space for the health institutions in the Programme area is 1200m<sup>2</sup> (Ersoy, 1994: 103).

As well as the lack of the space to respond to the health problems, the quality of the health services in the Fener-Balat districts is low. The majority of the inhabitants of the district claimed that health services provided in the district is not adequate. 87% of the women pointed out the inadequate number of health officials in the hospital and dispensary<sup>21</sup>, the indifferent attitudes of officials, and their unskilled treatments, the lack of expert doctors on every branch, insufficient equipment for medical examinations, and high costs of health expenses as the reasons for the insufficiency of the health services (Foundation for the Support of Women's Work, 2004: 22).

The number of healthy people living in the district is low. 57% of the interviewed families had permanent diseases or diseases which required regular treatment. Especially the children and women suffered from the diseases. The most frequent disease was diabetes followed by heart diseases, shortness of breath, hernia, kidney disorders and the diseases related to growing up. Such health problems were affecting both the adults' and the children's daily life. 88% of the interviewed adults with kidney problems could not work or work regularly; and 82% of the children with health problems could not go to school at all or regularly. The children suffered from mainly the physical or mental disabilities and 37% of the babies with health problems suffered from mainly Hepatitis B, eclampsia, diarrhea, measles and bronchitis (Foundation for the Support of Women's Work, 2004: 21).

There might be various factors leading to bad health conditions of people in the district. A set of these factors are related to environmental and physical conditions of the area creating unhealthy living conditions and leading to serious health problems. The prominent ones are the side by side toilets and bathrooms in the houses, the accumulation of the garbage in the streets, flooding occurring in winter because of the inadequacy of the drainage system and heat insulation problems in the houses (Fatih Municipality, et al., 1998: 57). Beside these factors, unclean drinking water is

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<sup>21</sup> The Red Crescent Dispensary in Hızır Çavuş neighbourhood was closed in 2005.

also shown as another factor generating the people's health problems in the district (Figure 5.33) (Foundation for the Support of Women's Work, 2004: 22).

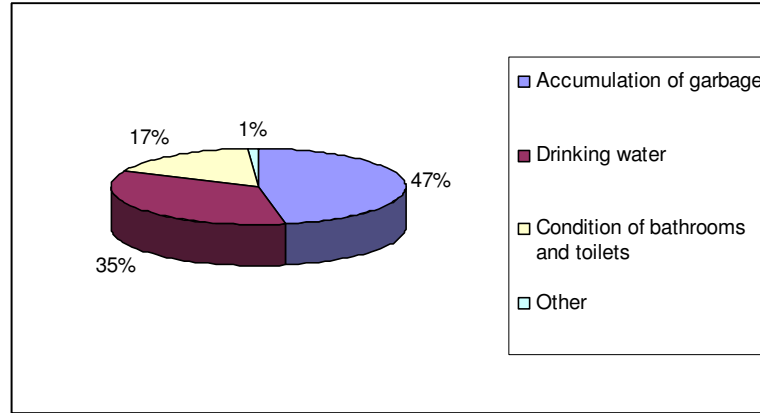


Figure 5.33 Factors generating unhealthy conditions and leading to health problems according to the inhabitants of the Fener-Balat districts (Resource: Prepared based on the data of the Foundation for the Support of Women's Work, 2004: 22)

When the people living in the Fener-Balat districts get sick, they go to hospitals, health clinics or private health institutions. Among the total number of the interviewed women, 58% went to hospitals; 21% went to health clinics or Red Crescent; 8% had to go to private health institutions (Figure 5.34). 13% of them however could not go to any of these institutions, as they could not afford the cost of such expenses. When the participants were asked the reasons for preferring these institutions they firstly indicated being cheap (38%), secondly not having any other nearby institutions (25%), thirdly being the closest institution (20%) and the validity of social security or green card in these institutions (Foundation for the Support of Women's Work, 2004: 21-22).

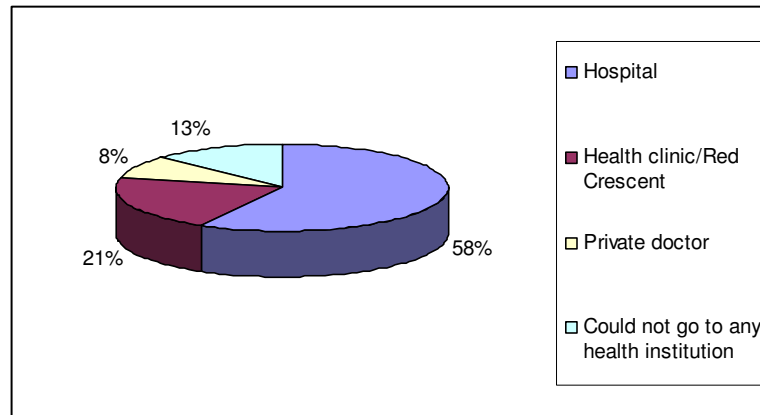


Figure 5.34 Ratio of people going to different health institutions to have a treatment (Resource: Prepared based on the data of the Foundation for the Support of Women's Work, 2004: 21)

Among the families interviewed, only 22% of the families had social security, while the rest of the inhabited families are not the member of any social security or health insurance institutions (Foundation for the Support of Women's Work, 2004: 22-23). In case of an illness, the majority of the local people could hardly find money to go to a doctor or to buy medicine (Fatih Municipality, et al., 1998: 55). 62% of the families pointed out health as the first area that they would like to spend money on; yet they generally save money to spend on their health expenses (Foundation for the Support of Women's Work, 2004: 23).

Most of the women (88%) claimed that they did not easily access health services due to first, the high cost of treatment or medicine, second, long queues in hospitals, and finally the lack of a nearby health institution. Not having nearby health institutions causes serious problems especially in emergencies. 60% of the interviewees stated that they go to these institutions by buses or other public vehicles. (Foundation for the Support of Women's Work, 2004: 22)

Under these circumstances, pharmacies had become the first places to go for most of the local people (60%) in order to get information related to their health problems (Foundation for the Support of Women's Work, 2004: 22). There are six pharmacies in the district; three of which are in Hızır Çavuş; two of which are in Balat Karabaş;

and one of which is in Molla Aşkî neighbourhoods (Foundation for the Support of Women's Work, 2004: 9). Neighbours, relatives and newspapers also became other major sources of information. The women especially wanted to be informed about the diseases that could be treated at home, women health, psychological problems and first aid. Since the women live difficulties in reaching health services they need to learn practical treatment that could be applied at home (Foundation for the Support of Women's Work, 2004: 22).

## **Education**

There are five primary schools in the Fener-Balat districts which are: Tark Us Primary School in Hızır Çavuş neighbourhood, Kırımlı Aslan Primary School and Ulubatlı Hasan Primary School in Molla Aşkî neighbourhood, Muallim Naci Primary School in Hamami Muhittin neighbourhood and Edirnekapı Primary School in Kasım Gürani neighbourhood (Foundation for the Support of Women's Work, 2004: 9). In 2005, there were a total of 4252 students in these schools (An Official of the Public Education Directorate of Fatih District, 2006).

In 1997, the Fatih Municipality Education and Culture Directorate carried out a study in the district in order to determine the quality of primary education. This study revealed that the average number of students in the classes of five primary schools in the district was 45 (Fatih Municipality, et al., 1998: 57). In 2000, while the average number of the students in the primary schools of Fatih district was 71, it was 65 in Istanbul general (The Greater Municipality of Istanbul, 2006).

According to the principals of the schools, the quality of primary education in these schools was extremely low (Fatih Municipality, et. al., 1998: 57). 15% of the parents interviewed in the district also complained about the low quality education (Foundation for the Support of Women's Work, 2004: 14). First of all, school buildings had a significant amount of deterioration. 40% of the total interviewed parents stated that the biggest problem of the schools was poor physical conditions (Foundation for the Support of Women's Work, 2004: 19). Second, all kind of equipment in the classes such as desk, chair, board, notebook, pencil and microscope

were inadequate. Furthermore, some classes could not be heated in winter. Fourth, some students graduated in these schools were not admitted to high school because of their low education level (Fatih Municipality, et. al., 1998: 57). In all primary schools of the district the success rate of the students was low (Project Coordinator). Finally, the number of teachers was also inadequate because teachers did not want to work in this district. Thus the students always complained about the lack of interest (Fatih Municipality, et. al., 1998: 57).

The students could not find anywhere to study in after the lessons because the houses were too narrow to provide proper conditions to study. Additionally, the teachers burdened students a lot of homework because of the difficulty of continuing education in the extremely crowded classes (Fatih Municipality, et. al., 1998: 57).

In weekends, some supplementary courses were run the schools. Although the fees were generally very low, all students could not benefit from these courses. Moreover, some parents (11% of the total interviewed parents) claimed that their children could not go to the school because they got ill frequently (Foundation for the Support of Women's Work, 2004: 19).

Between the years 1997 and 2006, some schools underwent significant physical improvements one of which was Tarık Us Primary School in Hızır Çavuş neighbourhood. The principal of the school (2006)<sup>22</sup> stated that their school did not have any problem in terms of physical conditions because the Fatih branch of Financial Consultants and Accountants Union Association had been providing financial assistance to their school for 1, 5 years. This association fulfilled every kind of need in the school; for example, they had cleaned the facades of the school building and they had bought televisions to the classrooms. They even had distributed computers and watches to the successful students at the end of the year. Consequently, they had modernized the school.

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<sup>22</sup> From here on, the Principal of the Tarık Us Primary School will be referred to as the Principal and the interview date will not be displayed every time that the interviewee is referred to.

On the other hand, the improvement in physical condition was not parallel to the improvement in education level in this school. The principal stated that the students had a low success rate so that they did not have much chance to pass the OKS exam; last year only one student could pass that exam. He pointed out many reasons to justify the students' failure in the examinations. For example, there were not weekend courses in their school and the students did not have enough economic opportunities to go to private establishments that would prepare them for various exams or to have private lessons. Moreover, they did not have much opportunity to study at home because they had crowded families; generally parents, 4 or 5 children and also relatives lived in a house that had two rooms. A few students had private room.

In order to provide students a place to study after school a hall was established in 1997 through the collaboration of the Voluntary Education Organization, the Balat Tradesmen Association and The Fatih Municipality. This hall which was in the basement of the restored Yusuf Şücaaddin Mosque was financed by voluntary grants (Fatih Municipality, et. al., 1998: 57) and operated by Balat Beautification Association until 2005 (Figure 5.35). In 2005 the Sıcak Yuva Association took over it (Voluntary teacher working in the Hall).



Figure 5.35 Yusuf Şücaaddin Mosque (Resource: Personal Archive, 2006)



According to the General Secretary, this hall had been a perfect opportunity for the students in Fener-Balat. Because they did not have the possibility to work alone at home and their parents could not help them when they had a problem with their homework. Now, there are approximately 70 students who come regularly to the hall. They do their homework and study their lessons there after the school. Voluntary women teachers who graduated in university accompany the students and help them with all of their lessons (Figure 5.36) (General Secretary).



Figure 5.36 The hall established in the basement of Yusuf Şücaaddin Mosque (Resource: Personal Archive, 2006)

Despite this development, the survey of the Foundation for the Support of Women's Work in 2004 revealed that the problem of the students regarding the need for a suitable place to study after the school had not been solved yet. For the school age children, 45% of the local women asked for a centre where children could go after school in order to get help about their lessons at school and another centre that could provide their children skills which would help them to find a job after graduation (Foundation for the Support of Women's Work, 2004: 20-21).

Balat-Fener Culture and Beautification Association also carries out other studies to help students in the district. Since they had recognized that the students in Fener-Balat had trouble with especially Mathematics, Turkish and English lessons, they arranged public education courses which provided certificates for these lessons and also for computer in collaboration with the director of Public Education Centre (General Secretary).

Table 5.9 The services offered in the primary schools of the Fener-Balat districts  
(Resource: Foundation for the Support of Women's Work, 2004: 9)

<b>Current Services</b>	<b>Tarık Us Primary School</b>	<b>Kırımlı Aslan Primary School</b>	<b>Muallim Naci Primary School</b>	<b>Ulubath Hasan Primary School</b>	<b>Edirnekapi Primary School</b>
Number of Students*	859	748	1188	628	829
Pre-school	Available	None	Available	None	Available (45 children)
Number of disabled students	7	2	None	None	3
School-Family Union	Available	None	Available	None	Available
Counsellor	None	None	Available	None	Available
Health scan	Available	Available	Available	Available	Available
Training for parents	Literacy course	Literacy course	Seminars on healthy diet etc.	Literacy course	None
Aid for poor students	None	Available	None	None	Available

\* Resource: An Official of the Public Education Directorate of Fatih District, 2006

Health scan and vaccinations in the schools were organized by the Ministry of Education or with the support of private institutions such as private hospitals or the Lions Club. However they were not regular. Aid to the poor students was arranged by the individual efforts of school directors and it was often in the form of shoes, clothes, and food was also irregular. In addition, in Kırımlı Aslan Primary School, parents were collecting school uniforms, books etc. from students at the end of the year to distribute to poor students (Foundation for the Support of Women's Work, 2004: 9).

As for the high schools, there are many in the Yavuz Selim, Çarşamba, Fatih or Eyüp districts. The students go to these schools which are not so close to their homes. While some of them go by bus or minibus the others whose family has a low income level go by walking (Fatih Municipality, et. al., 1998: 47).

### **Safety**

Fener-Balat is known with its high crime rates. Balat is one of the drug centres in Turkey (The Director of the Restoration Component). The immigrants from the South East Anatolia Region contributed to the crime potential of the district (General Secretary). Therefore, security and safety is an important concern of many of the inhabitants of the Fener-Balat districts. 15% of local women interviewed pointed out the problem of safety in the district (Foundation for the Support of Women's Work, 2004: 16). When they were asked about the hours they could freely move around, only 18% of them responded as every hour of the day. During day time women could go around freely by 66%, whereas 8% could not. In this respect, the Director of the Restoration Component mentioned that the local people especially complained about the darkness of the streets and that the street lighting might contribute to the safety of the district. Regarding security problems, 66% of the local women complained about burglary, while 20% pointed out fights on the streets (Foundation for the Support of Women's Work, 2004: 17).

The majority of the women (76%) also do not consider the streets safe for their children. They stated that the streets were the main playgrounds of their children and

that the biggest danger for their children was being run down by cars (62%) (Table 5.10) (Foundation for the Support of Women's Work, 2004: 17).

In addition, since the primary schools were not far away, 95% of the children were going to school by walking. However, it is noteworthy that 59% of the women escorted their children when going to school or made sure that another person walked with them because of the narrow streets without pavements and dangerous people in the district (Foundation for the Support of Women's Work, 2004: 18-19).

Other problems emphasized by the locals were the dangerous people in the district and being kidnapped (32%) and getting sick due to the garbage (2%) accumulated in the streets (Foundation for the Support of Women's Work, 2004: 20). On the other hand, 78% of the participants mentioned that there were not dangerous conditions in their district such as uncovered wells or electricity cables (Foundation for the Support of Women's Work, 2004: 17).

Table 5.10 The frequently encountered dangers in the Fener-Balat districts (Resource: Foundation for the Support of Women's Work, 2004: 17)

<b><u>Encountered dangers</u></b>	<b><u>% of interviewed women giving the response</u></b>
Being run down by cars	62
Dangerous persons, being kidnapped	32
Getting disease or being poisoned due to garbage	2
Uncovered wells, electricity cables etc.	2
Drunkards or snatch and run thieves	2

There was also another important problem in the district; there were homeless children living in vacant houses in some neighbourhoods. Regarding this issue, 36% of the interviewees declared that they were aware of homeless children living around their homes. However, the women did not have any information about what to do to help these children (Foundation for the Support of Women's Work, 2004: 20).

Only 26% of the participants believed that the security services in the district were adequate. Those who believed that the security services were inadequate mentioned firstly the lack of police stations or policemen in the district, secondly far away

police stations and thirdly the late arrival of the police in case of a problem as the reasons of inadequacy (Foundation for the Support of Women's Work, 2004: 17).

When the local women were asked whether they were contended of bringing up their children in the district, while 24% stated that they were contended, 76% gave a negative response. Those who were discontented pointed out that the district was not safe by 60%, the inadequacy of health services by 23%, the inadequacy of educational services by 8%, the children being discontented with their friends by 4% and the lack of play grounds or sports facilities by 2% (Figure 5.37) (Foundation for the Support of Women's Work, 2004: 20).

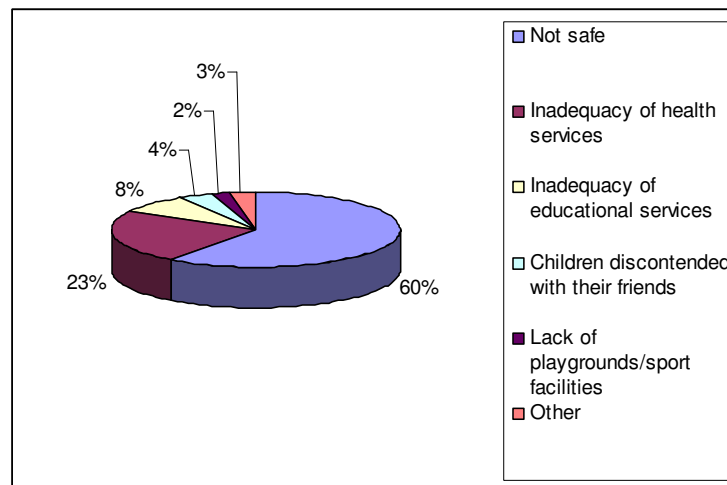


Figure 5.37 The reasons of the local women for being discontented of bringing up children in the Fener-Balat districts (Resource: Prepared based on the data of the Foundation for the Support of Women's Work, 2004: 20)

### 5.3.3. Economic problems and constraints

After the Golden Horn had been designated as industrial zone in the 1950s, the biggest industrial plants (factories, shipyards, factory plants) in Turkey started to operate in the area creating extensive environmental pollution (General Secretary). According to General Secretary, even though these facilities were harmful for the environment they were in favour of the people in economic manner; people living in

Fener-Balat had the opportunity to choose among the jobs. He stated that: “When the ruling party of the period cleared all these industrial plants in order to save the environment, there emerged a terrible unemployment in the area. We regained the Golden Horn but this time the district moved backwards economically.”

Today, there are not new economic activities growing in the district (The Local Co-Director of the Rehabilitation of Fener and Balat Districts Programme, 2006)<sup>23</sup> except hotels which are very limited in number. In addition to the hotels, in recent years, there emerged a number of shops selling touristic goods around patriarchate since patriarchate attracts many tourists (Figure 5.38) (Director of the Restoration Component).



Figure 5.38 Shops selling touristic goods around the Patriarchate (Resource: Personal Archive, 2006)

#### **5.4. The Rehabilitation of Fener and Balat Districts Programme (RFBDP)**

The RFBDP is a joint conservation-led regeneration project of the European Union (EU) and the Fatih Municipality. The Programme is being implemented by the Fatih Municipality with the support of the Technical Assistance Team (TAT) which

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<sup>23</sup> From here on, the Local Co-Director of the Rehabilitation of Fener and Balat Districts Programme will be referred to as the Local Co-Director and the interview date will not be displayed every time that the interviewee is referred to.

includes experts commissioned through a service agreement signed with a consortium. The leading partner of this consortium is a development company called Foment Ciutat Vella SA which is partly (50%) owned by the City of Barcelona and the other partners of the consortium are IMC Consulting (United Kingdom), GRET (France) and Foundation for the Support of Women's Work (FSWW) (Turkey). Within the framework of the Programme, the Fatih Municipality was responsible for finding the buildings to be utilized as the Programme Office and social centres and for providing the Municipality staff that would be responsible for the implementation of the Programme (RFB DP, 2005).

The origin of the RFB DP goes back to the feasibility study carried out between 1997 and 1998 by the Fatih Municipality, the EU, UNESCO, the French Institute for Anatolian Studies and two non-governmental organizations (NGOs) of the district, i.e. Fener Voluntaries Association and Balat Beautification Association. This study aimed to achieve the social rehabilitation of the districts, as well as the restoration of the historical buildings so that it would improve the quality of life of the poor inhabitants of the district. At the same time, it was seen as a pilot project which would be an example for other social rehabilitation programmes anticipating active participation of the inhabitants into the decision-making process (RFB DP, 2005). Following this feasibility study, a report called 'The rehabilitation of Balat and Fener Districts, Analysis and Regulation Proposals' was prepared.

In 1998, the RFB DP was included in the scope of the MEDA (Euro-Mediterranean Partnership) Programmes which are funded by the European Union. In 2000, the grant worth 7.000.000 Euros was allocated for the RFB DP through a finance agreement signed between the European Commission, Fatih Municipality and the Secretariat of the Treasury of the Turkish Republic. In late-2002, the European Commission launched the tender for the service agreement and selected the Technical Assistance Team which would manage the Programme. In January 2003, the selected Technical Assistance Team started to work (RFB DP, 2005).

The Programme was launched on January 6, 2003 and it has been designed to be completed at the end of October 2006 (RFB DP, 2005). The Programme consists of four main components which are:

1. RESTORATION
2. SOCIAL CENTRE
3. BALAT MARKET
4. WASTE MANAGEMENT

The grant of the Programme has been allocated to each component as seen in the Table 5.11:

Table 5.11 The allocation of the European Union grant to the programme components (Resource: RFB DP, 2005)

<b>Programme Components</b>	<b>Euros</b>
Building Restoration	€3.850.000
Social Centre	€1.000.000
Balat Market Improvement	€150.000
Establishment of a Solid-Waste Management Strategy	€100.000
Technical Assistance Team	€1.900.000
<b>Total</b>	<b>€7.000.000</b>

The headquarter of the Programme is the Rehabilitation Programme Office in Fener, a historical building which was restored by the financial assistance of UNESCO, the World Heritage Fund and the French Government, and first used as a centre providing consulting service to the local people until July 1999 (Figure 5.39) (RFB DP, 2005).





Figure 5.39 Programme Office (Resource: RFBDP, 2005)

#### **5.4.1. The Restoration of the Historical Buildings**

Most of the buildings in Fener-Balat are deteriorated and face the danger of turning into ruin. In order to tackle this problem, it was decided to restore a significant number of the historic buildings in the district by considering the allocated budget and the four-year implementation period of the Programme. The most prominent aim of the programme was to help the inhabitants who had been living in the district for a very long time and who wanted to continue to live in the future but did not have enough economic opportunities to carry out necessary repairs to maintain the physical conditions of their buildings (RFBDP, 2005).

The further targets of the restoration programme of the historical buildings were:

- to achieve the socio-economic regeneration and sustainable rehabilitation of the Fener-Balat Districts,
- to create income generating economic activities for the local people,
- to improve the technical capacity of the Fatih Municipality in terms of saving the cultural heritage,
- to create a successful model of urban rehabilitation which can be implemented in other areas,

- to initiate and encourage the rehabilitation of other buildings in the Fener-Balat Districts (Figure 5.40) (RFBDP, 2005).

### **Principles of Restoration**

Regarding the restoration work of the houses which were chosen among the buildings that required different levels of intervention, certain principles were identified. These principles were:

- to be careful during the whole process especially during the restoration interventions in terms of preserving the original character of the buildings to establish a centre for restoration which would present an example and improve the quality of other restoration works carried out in Istanbul,
- to encourage the rehabilitation works which would be implemented in the future through the positive effect of works completed,
- to achieve public participation in order to ensure the sustainability of the rehabilitation and to bring funds from outside to the district,
- to enable local people work in the restoration of the buildings through training; to increase their job opportunities by improving their skills in this field,
- to achieve continuous maintenance of buildings by preparing repair manuals that would teach basic restoration techniques to the property owners on a general level,
- to facilitate the procedures for restorations,
- to develop a database for the buildings and to create an archive by using this database and the documents produced during the implementations (RFBDP, 2005).



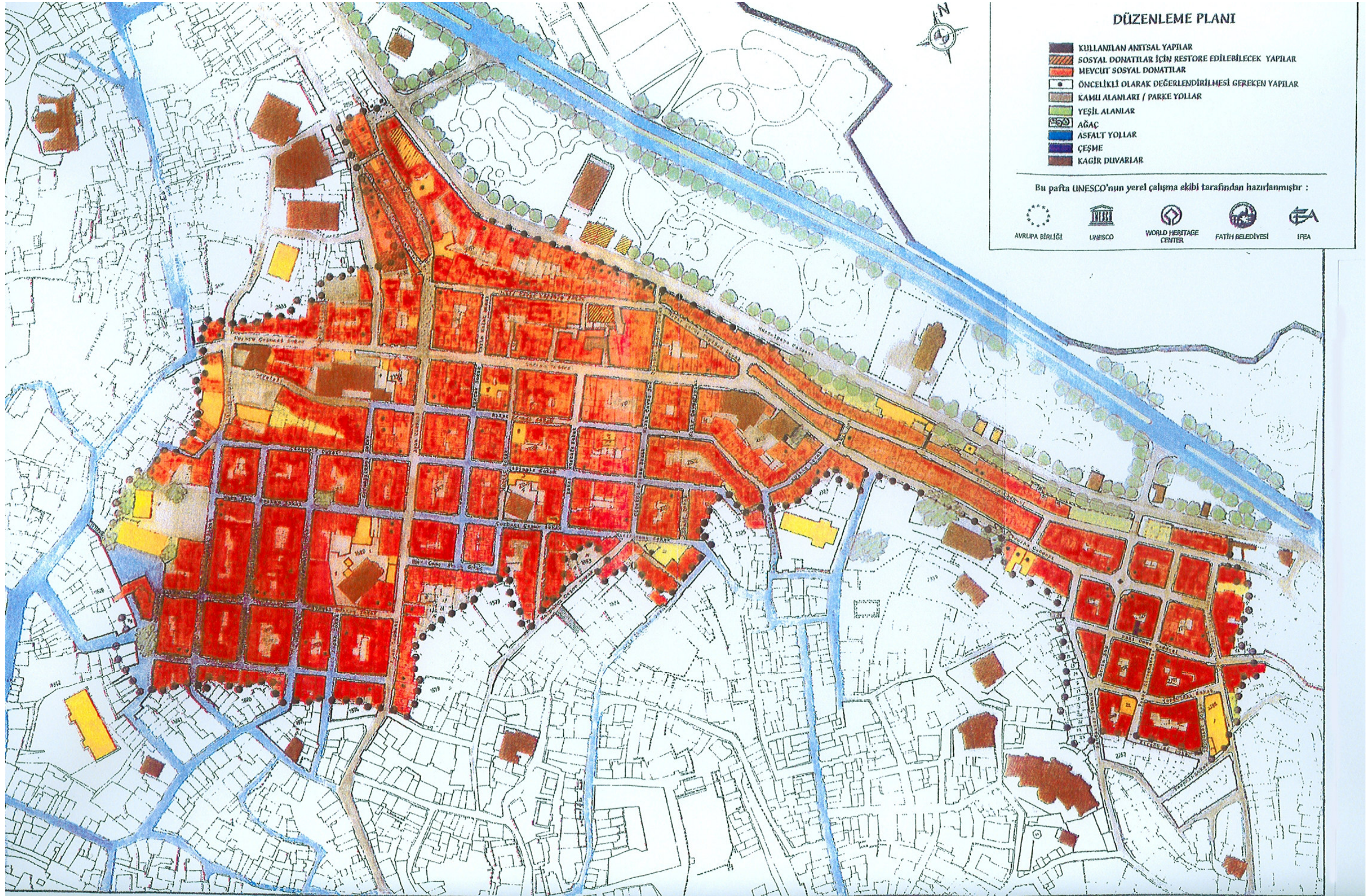


Figure 5.40 Regulation plan of the Fener-Balat districts (Resource: Fatih Municipality, et al., 1998)



## **The Restoration Process**

The buildings to be restored were chosen among the listed ones by assessing the required level of restoration of all historical buildings in the district according to some architectural and social criteria defined by the Technical Assistance Team in collaboration with the Fatih Municipality and the Community Forum (Local Co-Director; Director of the Restoration Component; RFBDP, 2005). These architectural criteria were:

- location,
- architectural value,
- historical value,
- uniqueness of the facades and the interiors,
- the required level of rehabilitation for facades and interiors,
- seismic (earthquake) risk,
- possible changes in use of spaces during and after restoration,
- impact of the restoration on the immediate surroundings where buildings not eligible to be restored are present,
- degree of difficulty in obtaining the official approval from the Protection Board,
- the year the building was bought by the present owners (Director of the Restoration Component; RFBDP, 2005).

The social criteria were:

- the number of owners,
- owner / tenant ratio,
- the number of families living in the building (Director of the Restoration Component; RFBDP, 2005).

The necessary data in order to define the social criteria was obtained through a survey carried out in the district (RFBDP, 2005). Among these criteria, the

determination of the building condition in terms of the required level of rehabilitation and to have knowledge about the people living in the buildings was the most important ones (Director of the Restoration Component). After defining the criteria, a scoring system was agreed on which enabled them to choose the buildings to be restored in the first phase (RFBDP, 2005).

The restoration component of the programme was designed to be implemented at three phases (Local Co-Director). The first phase referred to basic restoration which included only facade and roof repairs (Local Co-Director; RFBDP, 2005). The second phase included more comprehensive restoration work of the residential and commercial buildings. Finally the third phase consisted of an extensive level of restoration of the residential buildings.

For the first phase, 80 buildings were chosen with a particular concern to their location. Because one of the key strategies was to achieve equal distribution in the neighbourhoods and to create groups that could be perceived from outside the district (Director of the Restoration Component). In doing so, the strategy aimed to achieve a rehabilitated district image when looked from both inside and outside the district by providing continuity all along the streets through the restorations of the facades of the buildings (The Local Consultant of the Feasibility Study undertaken by Fatih Municipality, European Union, UNESCO and French Institute for Anatolian Studies in 1997-1998, 2006)<sup>24</sup>. The strategy also sought to restore all buildings along a street or a whole block in order to provide entirety and thus to create acceleration in the district in terms of the restoration work (The Local Co-Director of the Feasibility Study undertaken by Fatih Municipality, European Union, UNESCO and French Institute for Anatolian Studies in 1997-1998, 2006)<sup>25</sup>. In addition, it would create a

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<sup>24</sup> From here on, the Local Consultant of the Feasibility Study undertaken by Fatih Municipality, European Union, UNESCO and French Institute for Anatolian Studies in 1997-1998 will be referred to as the Local Consultant and the interview date will not be displayed every time that the interviewee is referred to.

<sup>25</sup> From here on, the Local Co-Director of the Feasibility Study undertaken by Fatih Municipality, European Union, UNESCO and French Institute for Anatolian Studies in 1997-1998 will be referred to as the Local Co-Director of the Feasibility Study and the interview date will not be displayed every time that the interviewee is referred to.

visual impact and thus would encourage the local people, the local authorities and non-governmental organizations (NGOs) to participate in the study (RFBDP, 2005).

However, this could not be achieved because most of the property owners did not give permission for the restoration of their buildings (Local Consultant). As understood from the interviews, there are many reasons for this. According to the Local Co-Director of the Feasibility Study, one of the reasons was the illegal renovation works carried out in the buildings. In the beginning of the 1990s, some property owners had converted the lofts of their houses into the floors and appealed to the Protection Board for clemency. Since the Protection Board objected their appeal, these renovated lofts had become illegal. Additionally, the Board did not give the permission for the restoration of their buildings to the property owners, unless they demolished these converted lofts (Local Co-Director of the Feasibility Study).

The second reason was related to the contract which would be signed between the property owners and the Fatih Municipality in order to prevent the sudden increase in the rents and prices of properties, and therefore to stop the occurrence of gentrification to the area. According to the contract, property owners could not sell their houses for a five-year period and could not increase the rents over inflation rate during this time period (Director of the Restoration Component). The property owners did not want to restrict themselves with such rules because they had an expectation about the significant increase in the value of the Fener-Balat districts in any case due to the Rehabilitation Programme (Local Co-Director of the Feasibility Study).

The third reason is related to the feeling of the local inhabitants of the Fener-Balat districts to their neighbourhoods. The General Secretary explains this reason as follows:

*When the project staff was trying to persuade the owners of the first 80 buildings selected to be restored, none of them wanted to give permission for the restoration of their buildings. The project staff could not understand the reason for this because it was free and nobody had to pay any money after the restoration completed. If European Union wanted to implement such a programme in any other historical district, everyone would give permission*

*for the restoration of their buildings except one or two people. They assessed Fener-Balat with the same logic. They could not understand the difference of Fener-Balat from other historical districts. The history, the characteristic, the psychology of the district and the patriarchate representing 600 million people were not taken into consideration. They considered this project only as a work by omitting the psychology of the local people (General Secretary).*

Another reason was related to the opposing views to the Rehabilitation Programme by the ruling party through their supporters from the local people. Among these people, especially the Imams of the mosques and active tradesmen claimed that the property owners would lose their houses if they signed the contract. For this reason, no property owners had given permission for the restoration of their houses for a year (General Secretary). On the other hand, Balat Beautification Association helped the project team to find the owners of the title deeds and to persuade the property owners to give these permissions. As the project team could not find the owners of the title deeds, the restoration work had to delay (General Secretary).

The two further reasons were put forth by the Director of the Restoration Component. First, the local people were full of doubt because they were given a complimentary aid and they were not expected to provide any financial contribution to the restoration work of their own building within the Programme framework. They thought that such a work could not be free of charge so that they had concerns about being compelled to pay money after the restoration work was completed. Second, as also stated by the General Secretary, they had concerns about losing their house. Because there had not been a progress related to the Programme during the period between 1997 and 2002. Thus, a prejudice among people developed against the Programme. Moreover, there were the opposing views disseminated by the ruling party through which it was claimed that the houses would be given to the Greek people who were the former inhabitants of the district until the 1950s, otherwise the European Union would not give the grant for the rehabilitation of these districts (Director of the Restoration Component).

All these reasons led to decrease the number of buildings to be restored from 80 to 26 (Local Co-Director of the Feasibility Study). Only 26 property owners gave permission for the restoration of their buildings and signed the agreement (Director

of the Restoration Component). As many individual projects of buildings could not be implemented (Local Co-Director), the opportunity to create restored building groups which would give the impression of the successful regenerated district image had been lost within the framework of the regeneration project (Figure 5.41) (Director of the Restoration Component).

After the completion of the restoration schemes of the 26 buildings, the projects were submitted for the Protection Board's approval. Meanwhile, the tender documents were prepared and sent to the Delegation of the European Commission to Turkey (i.e., Contracting Authority) after the approval of the Fatih Municipality. The call for offers for the first tender was announced in August 2004 and concluded in December 2004 (RFB DP, 2005).

When selecting the construction company which would carry out the restoration work, the experiences of the companies in this field were taken into consideration and the European Commission Tender Procedure was followed. Consequently, Pekerler Construction and Industry Limited Company obtained the first tender which included the restoration of 26 buildings. This restoration work was planned to start in January 2005 and to be completed in August 2005 at a cost of about 377.000 Euros. However, it started in April 9, 2005 and was completed in January 30, 2006. The restoration work of these 26 buildings included the restoration of their facades and roofs, the renewal of the frames of the outside doors and windows, and the removal of the annexes / extensions which were different from the original structure of the buildings. The quality of the restoration work done by the contractor was controlled and approved by the Technical Assistance Team in cooperation with the experts from the Fatih Municipality (RFB DP, 2005).



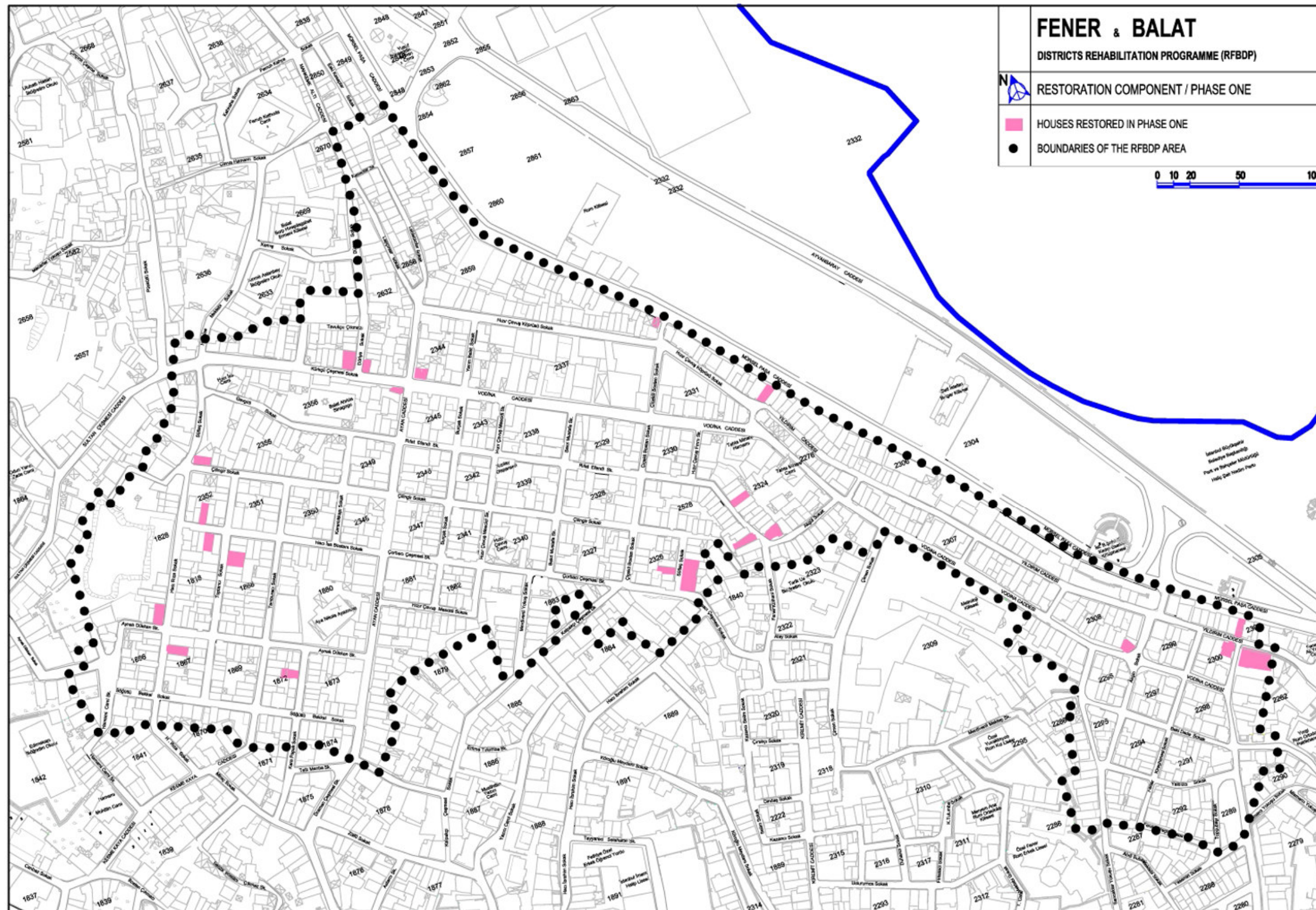


Figure 5.41 The buildings restored within the first phase of the restoration component (Resource: RFBDP, 2006)

During the tendering process of the first group of buildings, the preparations for the restoration of the second group of buildings started. Several meetings were held with the property owners of these buildings. In these meetings, the issues related to the scope of the restoration work, the criteria for the selection of the buildings to be restored and the contract conditions that would be signed between the Municipality and the property owners were discussed (RFBDP, 2005).

The scope of the second-phase restoration work was more comprehensive (Local Consultant) than the first one. It included 72 buildings, most of which would undergo extensive restoration (RFBDP, 2005). Among these 72 buildings, there were houses, shops in Balat Market and the buildings to function as social centres (Local Co-Director). There were 33 shops from the historical Balat Market. While in 28 of 33 shops there would be only facade and roof repairs, the remaining 5 would undergo extensive restoration (Director of the Restoration Component). This time, in addition to the facades and the roofs of the buildings, the interior parts of the buildings would also be rehabilitated; the doors and the ceilings would be repaired and the toilets, bathrooms and kitchens would be renovated according to the decent standards and finally, the electric infrastructure would be improved to prevent possible risks (Figure 5.42) (RFBDP, 2005).

According to the Local Consultant, it would be more difficult to carry out the restoration work of the second group of buildings, when compared with the first group. Although the scope of the restoration work of the first group of buildings was not as comprehensive as that of the second group of buildings, the TAT had struggled a lot to acquire the approvals of the Protection Board for their restoration schemes (Local Consultant). The time period to acquire the approvals from the Protection Board was so long that the date of completion of the programme had to be delayed to the autumn of 2007. To the Local Consultant, at this stage, ‘the time loss caused by the approval process seems to be the most important problem’.



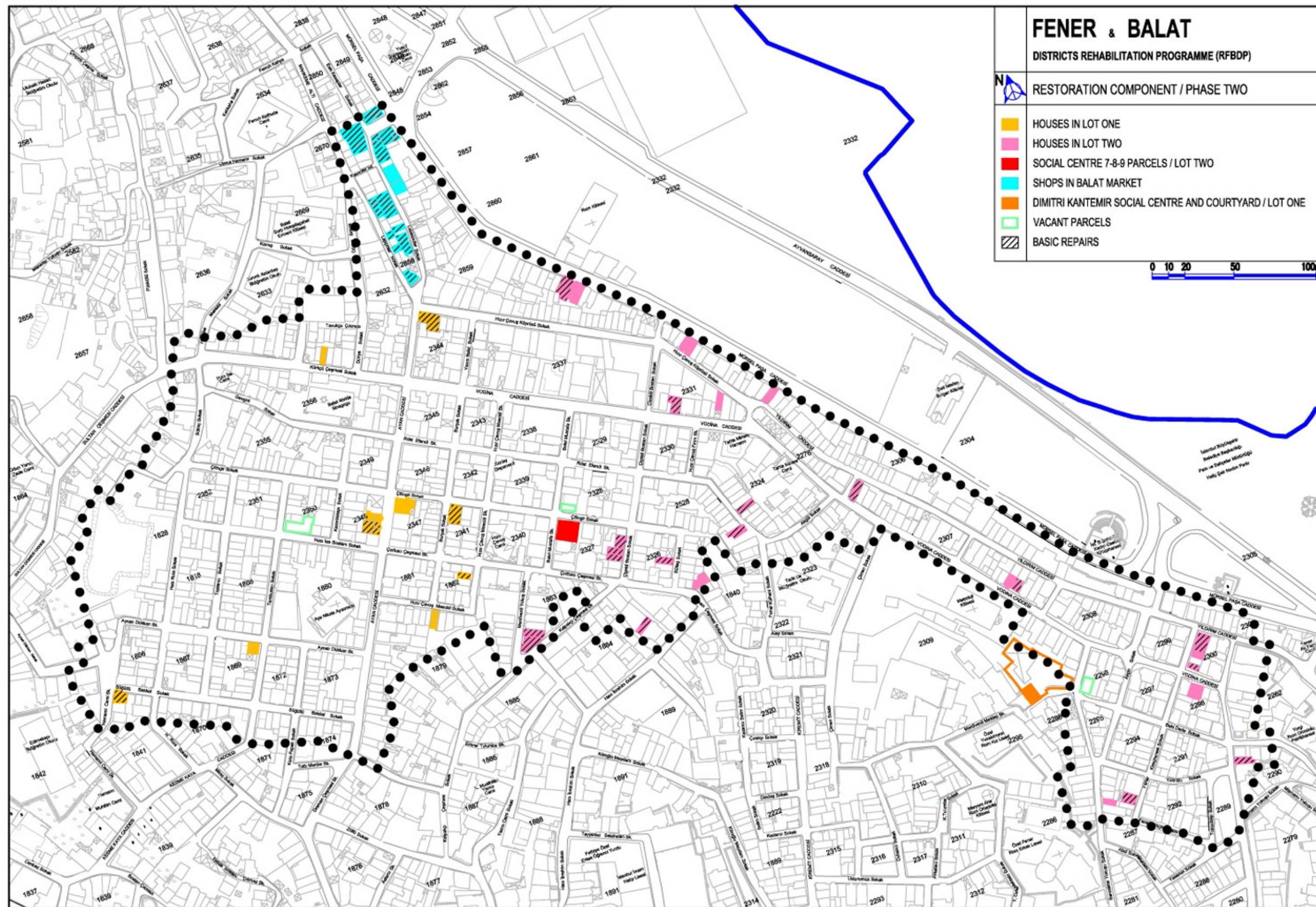


Figure 5.42 The buildings which will be restored within the second phase of the restoration component (Resource: RFBDP, 2006)

However, the only problem related to the phase two was not the time loss caused by the approval process. The tender documents of the second group of buildings to be restored were prepared and the deadline for the submission of the tenders was announced as June 5, 2006 (Local Co-Director). Yet, on July 7, 2006, it was announced that the tender for the restoration of these buildings were cancelled (RFBDP, 2005).

Finally, the third phase included the restoration of 25 residential buildings which would undergo extensive restoration (Director of the Restoration Component). This means that when the restoration work is completed a total of 123 buildings will be restored (Local Co-Director).

#### **5.4.2. Social Centre**

In terms of social regeneration interventions, the RFBDP has one major component which is the establishment and management of a multi-purpose Social Centre (RFBDP, 2005).

The Call for Proposals for Grant documents which were used to determine the non-governmental organizations to operate the Social Centre, were prepared in collaboration with the Foundation for the Support of Women's Work and then submitted to the Delegation of the European Commission to Turkey (RFBDP, 2005). The non-governmental organizations operating the Social Centre were selected through a call for proposals open to all non-governmental organizations in Turkey. The Human Resource Development Foundation (İnsan Kaynaklarını Geliştirme Vakfı) obtained the tender as the leading organization with two partners which are; the Culture Conscious Development Foundation (Kültür Bilincini Geliştirme Vakfı) and the Social Attempt and Development Association (Toplumsal Girişim ve Gelişim Derneği) (Project Coordinator).

In August 2005, the agreement was signed between the Delegation of the European Commission to Turkey and the Human Resource Development Foundation together with its partners and in September 2005, the NGOs started to work. During the first



months preparatory studies were carried out such as searching for a suitable building to function as social centre and carrying out several studies to understand the social structure of the district with the aim of determining the needs of the local people (Project Coordinator). Since a suitable building could not be found to serve as social centre, activities started in a temporary building (Director of the Restoration Component) after making it usable through small interventions (Figure 5.43). In January 2006, activities started in real manner after the restoration of the building and other preparations were completed (Project Coordinator).



Figure 5.43 The blue painted building serving as Social Centre (Resource: Personal Archive, 2006)

Meanwhile the studies continued to find the buildings which could function as social centres. All empty buildings in the district were examined and finally two of them were appropriated (Local Co-Director) by the Fatih Municipality (RFB DP, 2005). One of them is the historical building of Dimitri Kantemir<sup>26</sup>. However, only the first floor and its garden will be utilized as social centre because the upper floor was allocated to Dimitri Kantemir Museum which will be prepared, open and operated by the Romania Embassy (Director of the Restoration Component). The second building

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<sup>26</sup> Dimitri Kantemir (1673–1723) lived in Fener for 21 years in the 17<sup>th</sup> century (Hurriyet, 2006). He became Moldavia prince twice and wrote books about the Ottoman history and Classical Turkish Music. The garden where the building of Dimitri Kantemir is located belonged to the Kantakuzenos family which was one of the most prominent families of Fener. There is also Ayios Yeoryios Church in the garden (Parasol Holidays Agency, 2006).

to be utilized as social centre is the historical building on 7-8-9 lots in Çilingir Street (Project Coordinator). These two buildings will be restored within the second phase of the restoration component (Director of the Restoration Component). The social centre activities will be carried out in the temporary building until the restoration work of these buildings are completed (Local Co-Director).

While the Social Attempt and Development Association undertakes the studies related to vocational training, the Culture Conscious Development Foundation carries out some studies in the primary schools of the district (Project Coordinator). The activities of the Social Centre are controlled by the TAT (RFBDP, 2005).

There is a professional staff working in the social centre. There are two child development professionals, two vocational training professionals, one health professional and one psychologist. In addition there are mathematics, English and computer teachers (Project Coordinator). The Project Coordinator stated that there was a good teamwork and solidarity between the staff members which she believes that is the most important factor that increases their success in their studies.

There are three target groups of the Social Centre which are the children, the teenagers and the women. The number of men participating in Social Centre activities is very limited. However, it was not a surprise for the staff since they knew the social structure of the district. The registrations of the social centre still continue and now, there are approximately 350 active beneficiaries of the centre (Project Coordinator).

There is a nursery where 15 children at the age of 4 or 5 are looked after during day time (Figure 5.44). Their mother leave them about nine o'clock and take back about five o'clock in the afternoon. Especially working mothers or the mothers who have a lot of children leave their children (Project Coordinator). During the survey undertaken by the Foundation for the Support of Women's Work in 2004, the majority of women (88% of the interviewed women) pointed out their children as the main reason for not working and 44% of them stated that they could not work because they could not find anyone or any place to leave their children. When these

issues are considered it is possible to say that the Social Centre is successful in terms of creating an opportunity to the local women who want to work but cannot due to lack of a place to leave their children.



Figure 5.44 The nursery in the Social Centre (Resource: Personal Archive, 2006)

The Social Centre also provides these children with the pre-school education (Local Co-Director). Within the framework of the daily plans; social, physical and cognitive activities are carried out and the children are helped to improve their language. It is noteworthy that, the staff of the Social Centre paid attention to choose the children whose families could not provide such educational facilities to their children because of poor economic conditions (Project Coordinator).

Besides, after-school training facility is provided for the teenagers to improve their skills on subjects, such as mathematics, English language and computer (Figure 5.45). The Project Coordinator believes that the after-school training facility significantly increased the success rate of the children using this facility. In addition to this service, there is the psychologist who started a group made up of 20 teenagers coming together once a week. During these meetings they listen to each other so that they develop empathy feelings and more importantly they participate in a social environment. Besides this, according to the teenagers' demands, education is provided to help them to express themselves and to cope with adolescence stress and

pressure (Project Coordinator). The Project Coordinator stated that those programmes continued with a good attendance.



Figure 5.45 A class in the Social Centre for after-school training facility (Resource: Personal Archive, 2006)

As for the women, in addition to the seminars and literacy training, education programmes are provided to improve their manual skills through the leadership of two vocational training professionals. This training course was shaped according to the demands of the local women so that women have been attending to the wood painting courses twice a week and jewellery design courses once a week (Figure 5.46). The Project Coordinator stated that those courses also continued with a good attendance and they were pleased about the consequences (Project Coordinator).





Figure 5.46 The women attending to the vocational training courses of the Social Centre (Resource: Personal Archive, 2006)

Additionally, the health professional has provided education to local women in clean-up, hygiene, mouth and tooth health, family planning and birth control. Besides, she continues individual health consultancy service. In terms of psycho-social support, the psychologist has provided education to women on the issues such as child development, to cope with stress, to express themselves and communication. She also continues individual consultancy service (Project Coordinator).

The Social Centre carried out some activities in two primary schools in the district which were Tarık Us Primary School in Fener neighbourhood and Kırımlı Aslan Primary School in Balat neighbourhood (Project Coordinator). The Project Coordinator stated that they had tried to strengthen School-Family Unions in these schools especially the one in Tarık Us Primary School. According to her, although the existence of such institutions in schools was a legal obligation there was no active School-Family Union in the district.

In addition to it, the Culture Conscious Development Foundation arranged culture trips for the 6. 7. and 8. classes of these two schools through the “Culture Ants” Programme. The aim of the “Culture Ants” Programme was to make the students aware about the historical and cultural assets of the Fener-Balat districts, the neighbouring areas and Istanbul. This programme which was implemented in the weekends is completed (Project Coordinator).

The Project Coordinator has very optimistic ideas about the performance of social centre in the Fener-Balat districts.

*In the beginning of the Programme, I was pessimist because of the social structure of the district. People told me that it would be difficult to work or create something in such a district and especially to achieve the attendance of the women. Although we experience some difficulties when attracting the women to our centre, we are pleased about the attendance to the social centre activities. So, I can say, the social centre is successful because the attendance to the social centre activities is much more than we estimated and we believe that we have contributed to the improvement of the children, the teenagers and the women through our education and other programmes (Project Coordinator).*

Similar to the ideas of the Project Coordinator, the Local Co-Director also believes that the social centre component of the project is successful at a rate of 100% in its activities.

On the other hand, the issue of achieving the sustainability of the Social Centre is a question mark. The Project Coordinator stated that she could not give clear information about that subject. She added that: “When the implementation period finishes after fourteen months in accordance with the agreement, the social centre may be closed. Alternatively, the Fatih Municipality may take over the management of the social centre since it is both the supporter and beneficiary institution of the programme. They know our project/programme, at the same time we know about their projects/programmes. We will have a meeting with the Fatih Municipality very soon in order to discuss the future of the social centre. We will decide on whether the social centre will continue with the same activities or not and how we can help and guide them in their studies. We do not want to terminate such a successful project; our aim is to transfer social centre to the Fatih Municipality or to another institution with minimum loss in terms of its activities.”

### **5.4.3. Balat Market**

The second important component of the Programme in terms of physical regeneration interventions is the regeneration of Balat Market through repair and renovation works in the vaulted shops of the historical market which are located along the Lapçinler and Leblebiciler Streets (RFBDP, 2005). That is to say, within the framework of the Programme, the restoration of the shops in Balat Market is thought as the only measure to achieve economic regeneration in the district (Local Co-Director). It is anticipated that the rehabilitation of the historical Market will contribute to the development of both commerce facilities and housing rehabilitation works in the district. Moreover, new meeting spaces will be provided (RFBDP, 2005).

In this respect, the Director of the Restoration Component stated that: “I’m sorry to say; in Balat Market the only thing that we can do is to restore some of the shops in order to achieve economic regeneration in the district. There is not any other component within the programme to provide functional regeneration in the historical market which is indeed the main problem.”

### **Process**

In fact, the rehabilitation of the historical Balat Market was limited to the rehabilitation of only the open-air market space in the beginning of the Programme. Yet, the TAT developed a proposal to create a focal point around the Balat Market and persuaded the EU officials to include Leblebiciler and Lapçinler Streets together with the restoration of several shops (Director of the Restoration Component).

Then, a series of visits were organized to the Balat Market; meetings were held with each shopkeeper; and other studies were carried out in order to determine the actions to be taken to regenerate the historical Balat Market (RFBDP, 2005). As a result, there emerged three main aims to regenerate the historical Balat Market:

1. improvement of the shops’ physical conditions,

2. improvement of the infrastructure in Lapçinler and Leblebiciler Streets,
3. improvement of the connection with the city through strengthening the Balat entrances and using the Golden Horn better (RFBDP, 2005).

It was anticipated that the first measure would be carried out within the framework of the Programme, while the second one would be carried out by the Fatih Municipality and finally the third one would be carried out in cooperation with the Greater Municipality. (RFBDP, 2005)

In order to achieve these aims, a series of actions were proposed for Balat Market. These are:

- the improvement of the physical conditions of the shops on the two main streets of the Market through light repairs in their facades, roofs, overhangs and the renewal of electricity and water systems. It was decided to use a uniform overhang in all shops in order to create a visual impact.
- the provision of the lighting of the streets by the TAT in collaboration with the Turkish Electricity Institution (TEI) and the Fatih Municipality. This work included the definition of the number and type of the street lamps in cooperation with the shopkeepers. The infrastructural work would be implemented by the TEI and the Fatih Municipality.
- the preparation of an urban design study in the Balat Market entrances especially in the one from the Golden Horn shore in collaboration with the Fatih Municipality and the Greater Municipality. This entrance was also anticipated to be one of the main entrances (together with Fener Gate) of the district.
- the development of a special strategy for the Balat Market within the scope of the solid waste management component of the Programme and the determination of the container need in terms of number, type and location.
- the restoration of a number of shops that belong to the public authorities in order to utilize for income generating social centre activities.
- the introduction of a new functional attraction to the Balat Market to save it from being a market where only daily shopping is made (RFBDP, 2005).

Regarding the first aim which is the improvement of the shops' physical conditions, the meetings were held with each shopkeeper and necessary permissions were obtained for the restoration of their shops. After that, the restoration schemes of the shops were prepared to be implemented within the second phase of the restoration work (RFBDP, 2005).

As for the second aim which is the improvement of the infrastructure in Lapçınler and Leblebiciler Streets; as stated before, after the Feasibility Study carried out in 1997-1998, the Fatih Municipality improved partly the infrastructure of the Balat Market before the Programme started to be implemented (RFBDP, 2005). However, the infrastructural works that Fatih Municipality had done in 1998 have been deteriorated in time and are not compatible with the texture (Director of the Restoration Component). Therefore, there is still a need to improve the infrastructure such as streets, water supply, sewerage and lighting to make it a clean and functioning market, to achieve economic regeneration and to create an attraction point for the district (RFBDP, 2005). In this respect, the officials of the Fatih Municipality declared that they would solve infrastructural problems of Balat Market through the improvement in streets and the lighting; they mentioned that they had a programme to improve streets and lighting within the whole Fatih District and would begin from Balat Market to their study. In addition, they stated that the Lapçınler and Leblebiciler Streets would be allocated for only pedestrians and this work would be undertaken in collaboration with Greater Municipality and General Directorate of Highways (Director of the Restoration Component).

Finally, regarding the third aim which is the improvement of the connection with the city through strengthening the Balat entrances and using the Golden Horn better, there has not been any detailed work yet.

#### **5.4.4. Waste Management**

A Waste Management Strategy was developed by the TAT in co-operation with the Fatih Municipality. Although a small amount of the budget was allocated for this component of the Programme, the implementation of the Strategy was expected to

have a great contribution to the success of the regeneration of the Fener-Balat districts (RFBDP, 2005).

This strategy was developed by taking into consideration the practices and work areas of the Fatih Municipality and the Greater Municipality of Istanbul which are responsible authorities for waste management. While the Greater Municipality is responsible for collecting and transferring the garbage and also for providing the overall cleaning of the main streets, the Fatih Municipality's responsibility area is the second- and third-degree streets. Within the scope of the Programme, the Fatih Municipality has been obliged to collect the garbage by its own vehicles, to purchase the containers and to put them on pre-defined places, and to provide the necessary equipment for the cleaning of the streets. Therefore, the Fatih Municipality's budget has been the determining factor during the implementation of this strategy (RFBDP, 2005).

The strategy mainly focused on the recovery and recycle of the solid waste. At the same time, the share of the responsibility with local people was considered as necessary for the success of the strategy (RFBDP, 2005).

### **Waste Management Process**

Within the framework of the solid-waste management component, initially, a survey was carried out in the district during the period between August-September 2004, in order to collect information about solid waste problem and thus to define the strategy to be developed. This survey revealed that the amount of the recyclable solid waste produced per week in winter was 500-600 kilograms whereas it was 800-900 kilograms in summer. After defining the resource, the type and the amount of the produced solid waste, an analysis report was prepared and the TAT started studies for the determination of the structure of the strategy in cooperation with the Fatih Municipality Cleaning Works Department (RFBDP, 2005).

Firstly, it was tried to determine the most suitable solid waste management model for the neighbourhoods in cooperation with all partners of the project. For this purpose,

the TAT held a series of meeting with the local people and the headmen of Fener-Balat, and they carried out a field study. The TAT also arranged the most comprehensive meeting on December 9, 2004, with the participation of an officer from the Fatih Municipality Cleaning Works Department, the headmen of the district, the principals of the primary schools in the district, the community volunteers and the representatives of the non-governmental organizations (NGOs) of the district (RFBDP, 2005).

The second issue was to purchase and distribute the boxes or such equipment to the households which would be used to collect the recyclable solid waste. During the meetings carried out with the participation of the project partners, it was focused on three alternatives; the first one was the collection of the solid waste in plastic bags, the second one was to distribute boxes to every household and the third one was to put containers in the streets for recyclable waste. Among these alternatives, the distribution of the transparent plastic boxes to every household was selected for the collection of the recyclable waste as it was financially the most feasible solution. In addition, it was decided that the Fatih Municipality would collect this waste on certain days of a week and ensure the recycle of it. The distribution of the transparent plastic boxes to 2500 households started on March 29, 2005 and completed in April 2005 (Figure 5.47) (RFBDP, 2005).



Figure 5.47 Distribution of the transparent plastic boxes to households (left) and the truck for collecting solid waste (right) (Resource: RFBDP, 2005)

Thirdly, it was decided to support solid waste management work through an education campaign for the local people to achieve effective implementation of the strategy because this work required a share in responsibility and regular support of the local people (RFBDP, 2005). This campaign which aimed to achieve a general awareness among local people about the solid waste management and particularly to explain what kind of solid waste they had to collect (Director of the Restoration Component), was designed according to the three target groups which were the students, the women and the men.

As a first step, in February 2005, awareness raising seminars about the recyclable solid waste were organized in the primary schools of the district. Within the framework of the studies carried out in collaboration with the Green Steps Environmental Education Association, the presentations were made on the issues of environmental problems, recycle and recovery of solid waste for 1250 students going to Tarik Us, Edirnekapı, Muallim Naci and Kirimli Aslan Primary Schools. The students were also given posters and brochures related to these issues. In addition, art workshops were organized in the schools and approximately 150 students attended to these workshops and produced posters by using the recyclable solid waste through the leadership of their art teachers. It was aimed to achieve the participation of more students to these activities by repeating the art workshops during the semesters in every school (Figure 5.48) (RFBDP, 2005).



Figure 5.48 Art workshops organized in the schools (Resource: RFBDP, 2005)



As for the women who were another target group of the campaign, small scale meetings were held in the houses through the help of the community volunteers. During these meetings, besides giving information about the recyclable solid wastes to the local women, the TAT also asked about their opinions about this issue (RFBDP, 2005).

## **5.5. Assessment of the strategies and policies of the RFBDP according to the success criteria of the conservation-led regeneration projects**

### **5.5.1. Assessment of the RFBDP according to the physical and environmental success criteria of the conservation-led regeneration projects**

- **The level of solving the spatial and physical problems of the site:**

As stated before, buildings in the Fener-Balat districts are in poor conditions; there is a need to strengthen the buildings, there are problems related to inner and outer walls, ceilings and floors, columns and stairs. The roofs leak and the facades are dirty, the buildings are not connected to the natural gas system and there are insulation problems. In addition, the living areas in the buildings are too narrow and hygienic areas (i.e. the bathrooms, the toilets) are not separate. All these factors lead to poor living conditions in the buildings.

The RFBDP aimed to remove the problems of these buildings through rehabilitation and restoration works which would be implemented at three phases. While the first phase includes the facade and roof repairs of buildings (i.e., light rehabilitation), the second and third phases include extensive restoration work that require the rehabilitation at the middle level regarding interior parts such as doors, ceilings, hygienic areas and electric infrastructure of the buildings. When the restoration work is completed, a total of 123 buildings will be restored. 26 of them will undergo light rehabilitation and 97 buildings will undergo the rehabilitation at middle level. As stated earlier (see p. 84), according to the research carried out (Fatih Municipality et al., 1998), there were 376 buildings that required light rehabilitation, 365 buildings that required rehabilitation at middle level and 157 buildings in need of heavy

rehabilitation. This means that, while the Programme will solve the physical problems of 26 out of 376 buildings (6.9%) which need light rehabilitation and of 97 out of 365 buildings (26.5%) that require rehabilitation at middle level, there will not be a restoration work for 157 buildings in need of heavy rehabilitation.

In the beginning of the Programme, the number of buildings to be restored was determined as 200, in accordance with the Feasibility Study in 1998 (Director of the Restoration Component). One of the reasons for the determination of 200 buildings was the acceptance of the trigger rate of restoration work as 1/7 which means that 7 restored buildings lead to the restoration of 1 building. That is to say, at the end of the Programme most of the historical buildings in the district could have been restored (Local Co-Director of the Feasibility Study). Even though this trigger rate did not come true for the first 26 buildings, they had some trigger effect (Local Co-Director). Some of the restored buildings acted as catalysts for the restoration of other buildings nearby. For example, a property owner living next to a restored building within the project cleaned the facade of his building. However, according to the Local Consultant of the Programme, “since these attempts are carried out independent of scientific methods, they provide only a good appearance to the district; they do not have any contribution in scientific manner”.

On the other hand, according to the Director of the Restoration Component, the completion of the restoration work of 200 buildings was a very utopic target within the four-year period, even these buildings required only light rehabilitation. She also stated that: “The EU had assumed that we had already had the restoration projects for each building and the only work we had to do was to revise them. However, we did not have any projects. In addition there were long official rules and procedures to be followed such as the approval of the projects by the Protection Board”.

Since the restoration of the first 26 buildings is completed the assessment will continue with a focus on them. The first 26 buildings underwent light rehabilitation so that only their roofs and facades were restored. According to the Local Consultant, it is not correct to restore only the roofs and the facades of the buildings because there are a lot of problems inside the buildings and since these problems are not

solved it is not a real solution for these buildings. In this respect, to her, the local people who criticize the restoration work pointing out this issue are right in their claims. It is also noteworthy that, regarding the possibility of a restoration work, the local people had requested especially the design of the interior layout of the building in order to have more and larger rooms and the separation of the bathroom and the toilet. However such kind of work will only be implemented in the buildings which will be restored through the second and third tenders.

As stated before, since most of the property owners did not give permission for the restoration of their buildings through the first tender, the chance to create building groups which would generate a visual impact had been lost. It is important to note the comments of the Local Consultant in relation to the restored buildings within the first group:

*According to me, the most important thing to be criticized in this project, in physical manner, is the failure in achieving continuity in terms of the restoration of the buildings. The continuity is not perceivable; that is to say, the district has a character just like individual buildings were restored. However, the Rehabilitation Programme aimed to achieve the rehabilitation of the whole district. The restored buildings are scattered in the district; there is one building in a street, two in another street. There is only one street that has continuity and it looks really beautiful (Figure 5.49). Thus, 'human factor' is very important in such projects (Local Consultant).*



Figure 5.49 The street that has continuity in terms of the restored buildings; before restoration (left), after restoration (right) (Resources: RFBDP, 2005 (left); Personal Archive, 2006 (right))

The Director of the Restoration Component stated that they had some problems with the contractor during the restoration process of the first 26 buildings. They had prepared the tender documents according to the EU standards. Therefore the documents were very comprehensive; the way to carry out every kind of work was explained for the contractor. Despite those detailed tenders, the contractor was not able to implement the schemes at the EU standards. To the Director of the Restoration Component, it was mainly because of the inability to implement the restoration schemes above a certain level in Turkey.

Nevertheless, claiming that they developed an implementation model for large-scale restoration projects, she states:

*One of the most successful things that we did in restoration work was that we created an adaptable system for the buildings that had the same problem with small differences. In order to do this, we examined each building and identified differences among their common problems. I think that this programme provided us with a significant knowledge and experience in the field of restoration. So, I can say that the restoration of the first group of buildings is successful at a rate of approximately 90% (Figure 5.50) (Director of the Restoration Component).*



Figure 5.50 A building restored within the first phase of the restoration component; before restoration (left), after restoration (right) (Resources: RFBDP, 2005 (left); Personal Archive, 2006 (right))

In sum, the RFBDP can not be accepted as successful in terms of solving the spatial and physical problems of the site when considered that it will solve the physical problems of only 26 buildings out of 376 (6.9%) which need light rehabilitation and of only 97 buildings out of 365 (26.5%) that require rehabilitation at middle level. Furthermore, there will not be a restoration work for 157 buildings in need of heavy rehabilitation. In addition, the problems inside the first 26 buildings (i.e., separation of the bathroom and the toilet) were not solved through the light rehabilitation work implemented. Besides, the trigger effect did not come true with a rate of 1/7 for the first 26 buildings and only one or two buildings were restored independent of scientific methods. Finally, the continuity in terms of the restoration of the buildings could not be achieved and thus building groups which would generate a visual impact could not be created. The district gained a character just like individual buildings were restored. There is only one street where all buildings were restored. On the other hand, there is one issue which can be accepted as successful; it is related to the quality of the restoration work. The tender documents were prepared according to the EU standards and thus were very comprehensive even though the contractor was not able to successfully implement. Regarding the quality of the restoration work, additionally, the Director of the Restoration Component stated that they had developed an implementation model for large-scale restoration projects by creating an adaptable system for the buildings that had the same problem with small differences and that the restoration of the first group of buildings was successful at a rate of approximately 90%.

- **The level of reducing the spatial and physical constraints of the site, which include:**
  - **the provision of amenity improvement (landscaping and planting);**

Although there is almost no flora in the district except for some trees on Vodina Street and some climbing plants that get wound and tangled around electric lines on Ayan Street, amenity improvement (landscaping and planting) has not been provided within the framework of the Programme (Figure 5.21).

- **the provision of ground treatment (such as land assembly, acquisition, clearance and sale);**

The Fatih Municipality has allocated a large piece of land near the building of Dimitri Kantemir and cleared the warehouses on it in order to design it as a park (Figure 5.42) (Director of the Restoration Component). Apart from this project, the Programme did not include any other ground treatment.

- **the improvement of site access;**

The accessibility of the district from other districts is hardly achievable because the connections between them are rather complex. The streets that connect the districts have been formed according to the geomorphologic structure in old times and are generally narrower than the ones in Fener and Balat.

There is a measure within the Programme in order to improve the accessibility of the site; it was aimed to improve the connection with the city through strengthening the Balat entrances and using the Golden Horn better. Yet, there has not been a work related to this issue.

- **the improvement of open spaces, infrastructural and transport services and utilities;**

As stated before, in the district, the public spaces are very limited. There is a park on the Golden Horn but it is not used very often by the inhabitants of the district mainly due to the heavy and fast traffic running on the transit road which separates the district from the park. Also, there are no sport fields, parks or playgrounds in the green spaces along the Golden Horn to attract local people. In addition, there are safety and cleaning problems of the existing playgrounds. Therefore most of the children play on the narrow streets.

However, the Rehabilitation Programme does not include any strategy to create public spaces or to rehabilitate the existing ones in the district. Nevertheless, there are two projects developed during the implementation process of the Programme.

First, the large space near the building of Dimitri Kantemir was allocated by Fatih Municipality. The Municipality cleared the warehouses on it in order to design it as a park which will serve for different functions such as a play ground for children, a place to drink coffee or to accommodate various activities (Director of the Restoration Component).

Second, there are the ideas about creating temporary open spaces on the empty lots, as stated by the Director of the Restoration Component below:

*There are a number of empty lots in the district and we wanted to create small temporary parks on some of these lots, especially on the corner lots. They will be temporary because the lots are also private property. Women and children here don't go to the park on the Golden Horn coast. Women like spending their time around their house. For example, they watch their children playing on the street while cooking or sitting down on the pavements in front of their house. So, we thought, we could provide some parks including benches close to their house and decided to create 4 or 5 parks through the second tender (Figure 5.42) (Director of the Restoration Component).*

The present infrastructure of the district is not adequate (Local Co-Director). For example, the streets are narrow and in poor conditions; there are neglected roads and holes on the streets which create health and safety problems. The pavements are also narrow and in poor conditions that pedestrians cannot walk. There is also a heavy traffic in the district (Director of the Restoration Component) and narrow streets hinder seriously the traffic circulation. The traffic circulation is slow; the vehicles pass through the streets with a great difficulty. Furthermore, there are no spaces for parking facilities or for making deliveries. Therefore, the vehicles park on the streets (Director of the Restoration Component). Despite these facts, within the Plan of the Rehabilitation Programme, there are no strategies in order to accelerate the traffic circulation in the district (i.e. creating one-way streets or allocating some streets for only pedestrians) and there are no parking lots designed (Local Co-Director).

Besides, since the drainage system is inadequate, there occurs flooding of streets in winter. There is air pollution in the district because the natural gas is partly available (Director of the Restoration Component). The street lighting is not adequate either. However, there is no measure within the Programme to improve street lighting, although it is vital for security reasons. In this respect, the Director of the Restoration Component stated that the Fatih Municipality would improve street lighting in the district. She also pointed out the electricity cables and stated that they insisted on the Fatih Municipality to locate the electricity cables underground since they created serious problems in the restored buildings.

To sum up, the district has several problems related to infrastructural and transport services and utilities. However, the RFBDP does not include any policy or strategy to improve the quality of these services and utilities (Local Co-Director) because the responsibility to improve the infrastructure (i.e. drainage system, roads) of the district was given to the Fatih Municipality within the framework of the Feasibility Study carried out in 1997-1998 (Local Consultant). Therefore, the EU supposed that this work had been completed (Local Co-Director). Yet, the Fatih Municipality carried out such studies only around the Balat Market and in some part of the Mürselpaşa Street in 1998 (Local Consultant). On the other hand, it is noteworthy that the RFBDP includes a strategy to improve the infrastructure in Lapçinler and Leblebiciler Streets which was also planned to be carried out by the Fatih Municipality.

During the study carried out in 1997, it was recognized that the garbage often accumulated on vacant spaces in the district due to inadequate garbage collection service together with the contribution of the careless inhabitants on environmental cleaning. Similarly, during the study undertaken by the Foundation for the Support of Women's Work in 2004, nearly half of the interviewed women (40%) complained about the inadequate garbage collection service and stated that the garbage had accumulated around. That is to say, until 2004 there was a serious environmental pollution in the district due to inadequate garbage collection and environmental cleaning services.



The Programme included two major measures to overcome this problem. First, the Greater Municipality and the Fatih Municipality were obliged to maintain the overall cleaning of the district through regular collection of the garbage together with the provision of all necessary equipment. Second, a solid-waste management strategy was established which included a campaign both to educate the careless inhabitants on environmental cleaning and to give them an awareness about the recyclable solid waste.

During the study carried out in the district between 12 and 16 June 2006, it was recognized that the Programme had solved the garbage accumulation and environmental cleaning problem of the district. Because there were no garbage accumulated around and the streets were clean. This means that the first measure of the Programme related to garbage collection and environmental cleaning has been successful.

However, there are some problems related to solid-waste management strategy. For example, after the distribution of the boxes to the households, the Fatih Municipality started to collect the recyclable solid waste twice a week but, according to the Director of the Restoration Component, their performance was better in the beginning. She stated that, they always had to remind the Municipality to collect the recyclable waste in the district.

Moreover, in time, people started to use the transparent plastic boxes for different purposes; for example, they are generally used as fruit/vegetable boxes or as laundry boxes (Local Co-Director) because the local people do not have such a habit and they could not gain consciousness despite the campaign (Director of the Restoration Component). The Director of the Restoration Component stated that, they were also trying to persuade the Fatih Municipality to page and make announcements again and again to continue this practice.

On the other hand, in such kind of poor neighbourhoods not much recyclable solid waste is produced when compared with wealthy neighbourhoods. In addition, people not only use the boxes for different purposes but also the waste. For example, the

newspapers are generally used as fuel (Director of the Restoration Component). Thus, the Local Co-Director thinks that the Solid Waste Management component of the Programme has been successful to a certain degree.

Consequently, as for the level of reducing the spatial and physical constraints of the site, the RFBDP has been successful to some extent. Because there is no policy within the programme to provide amenity improvement (landscaping and planting) in the district and there is only one ground treatment work carried out in the site. Regarding the improvement of the accessibility of the site, there has not been a work yet. In terms of public spaces, despite the need for the creation of public spaces in the district, the Programme does not include any strategy either to create public spaces or to rehabilitate the existing ones in the district. However, there are two projects developed during the implementation process of the Programme which are the creation of a public space on the large area near the building of Dimitri Kantemir and the project to create 4 or 5 small temporary parks in the district. Regarding the problems related to infrastructural and transport services and utilities, although the district has several problems, the programme does not include any policy to improve the quality of these services and utilities except the improvement of the infrastructure in Lapçınler and Leblebiciler Streets because the responsibility to improve the infrastructure (i.e. drainage system, roads) of the district was given to the Fatih Municipality within the framework of the Feasibility Study carried out in 1997-1998. Finally, while the Programme solved the garbage accumulation and environmental cleaning problem of the district, the Solid Waste Management component of the Programme has been successful to a certain degree.

- **The level of using the spatial and physical potentials of the site, which include:**
  - **the level of reusing redundant buildings, vacant and derelict lands;**

In 1997, out of the 1401 lots on the Programme area, there were no buildings on 102 lots, there were 68 vacant buildings and 124 partially empty buildings. Within the framework of the Programme two vacant buildings will be accommodated to serve as

social centres and as stated before, 4 or 5 small temporary parks will be created on some of the vacant lots, especially on the corner lots. This means that the Programme will utilize only 2 vacant buildings out of 68 (2.9%) and only 4 or 5 vacant lots out of 102 (4.4%) in the district.

In this respect, both the Director of the Restoration Component and the Local Co-Director stated that they could not do anything to rehabilitate or to utilize the empty buildings in the district because of the property problems; there is joint ownership in the buildings and they cannot find the property owners. The Director of the Restoration Component added that one of their principles when choosing the buildings to be restored was that there had to be people living in the building. Nevertheless, there are one or two empty buildings among the restored buildings in the first group, although they were not empty when chosen.

Briefly put, in terms of using the spatial and physical potentials of the site which includes reusing redundant buildings, vacant and derelict lands, the RFBDP is not successful when considered that it will utilize only 2 vacant buildings out of 68 (2.9%) and only 4 or 5 vacant lots out of 102 (4.4%) in the district.

- **The level of preserving the historical and cultural heritage (This does not only comprise physical stock itself, but also historical and cultural values);**

The level of preserving the historical and cultural heritage is a significant indication in terms of the success of a conservation-led regeneration project, as one of the key goals is the conservation of local historical and cultural heritage. This does not only include the physical stock itself, but also historical and cultural values. In the Fener-Balat districts, there are 12 listed monuments, 508 listed buildings and 693 buildings that were built before 1930. In other words, almost all of the buildings in the area have a historical character. The Programme will provide the restoration of 123 buildings which were especially chosen among the listed ones. Thus the Programme will contribute to the conservation of the historical and cultural heritage of the

district with a rate of 24.2% (123 out of 508) if only the listed buildings are considered.

As for preserving the historical and cultural values of the district, the historical building of Dimitri Kantemir will be restored within the second phase of the restoration to serve as both a Dimitri Kantemir Museum and a social centre of the Rehabilitation Programme.

In sum, regarding the level of preserving the historical and cultural heritage of the district which comprises not only the physical stock but also the historical and cultural values, the RFBDP has been successful to some extent. Because although almost all of the buildings in the area have a historical character, only 123 listed buildings will be restored which means that the programme will contribute to the conservation of the historical and cultural heritage of the district with a rate of 24.2% (123 out of 508) if only the listed buildings are considered. Additionally, in terms of preserving the historical and cultural values of the district, the historical building of Dimitri Kantemir will be restored to function as both a Dimitri Kantemir Museum and a social centre of the programme.

- **The level of providing good quality of urban design which include attractive public open spaces, good amenities;**

Although the Local Co-Director stated that the Programme did not include any urban design policy or strategy it was planned to implement an urban design study in the Balat Market entrances especially in the one from the Golden Horn shore. This entrance was also anticipated to be one of the main entrances (together with Fener Gate) of the district.

Thus, as for the level of providing good quality of urban design which includes attractive public open spaces and good amenities, the RFBDP is not successful because there is only one area where an urban design study is planned to be implemented.

- **The level of changing the unfavourable ‘images’ of the area (like image of dangerous, dirty, filthy, unlikable place etc.);**

Dilapidated buildings and the garbage accumulated in the environment constituted the most unfavourable images of the district. While the Programme partly contributed to the rehabilitation of the buildings in poor conditions, it removed the garbage accumulation problem to a large extent. Other strategies to improve the image of the district were to restore groups of buildings in order to create a revitalized historical neighbourhood image and to renew the Balat Market through improvement of the shop’s physical conditions and improvement of the infrastructure in Lapçinler and Leblebiciler Streets. As mentioned before the first strategy could not be achieved. On the other hand, the preparations continue for the renewal works in the Balat Market.

Briefly put, the RFBDP has been successful to some extent in terms of changing the unfavourable ‘images’ of the district. While it partly removed the problems of the buildings in poor conditions, it removed the garbage accumulation problem to a large extent. However, it could not achieve to restore groups of buildings in order to create an image of a revitalized historical neighbourhood and there has not been a work related to the renewal works in the Balat Market yet which will also improve the image of the district.

- **The level of enhancing the idea of ‘compact city’ - close working and living spaces, making good use of infrastructure, and with the ability to adapt to fortunes without complete development.**

The Programme does not include any measure related to these issues.

### **5.5.2. Assessment of the RFBDP according to the economic success criteria of the conservation-led regeneration projects**

- **The level of keeping indigenous economic activities in the site which comprises:**
  - **the level of keeping the existing traditional businesses which are about to disappear;**

The Programme does not include any measure related to this issue.

- **the level of supporting the growing existing businesses;**

As stated before, there are no new economic activities growing in the district except hotels which are very limited in number and some souvenir shops for tourists which were opened within the last years around the Patriarchate that attracts many tourists. In this respect, the Director of the Restoration Component stated that they wanted to support these businesses so that they tried to persuade the local tradesmen to sell some souvenirs and goods for tourists in their shops. However, most of the local tradesmen did not accept this suggestion (Director of the Restoration Component). To Director of the Restoration Component, the main reason was that the local tradesmen were not open to change.

- **the level of supporting the creation of micro-businesses through encouraging self-employment;**

There is no such intention in the Programme.

- **the level of creating temporary jobs through publicly funded schemes;**

Within the framework of the Programme, the creation of temporary jobs for the local people was tried to be achieved through the restoration agreement of the first phase which stipulated the employment of the local people in the restoration work (Director

of the Restoration Component). However, only 10 people could be found from the district to work in the restoration of the buildings (Local Co-Director). For example, the rain gutters were made by a craftsman from the district (Director of the Restoration Component).

In sum, the RFBDP can not be accepted as successful in terms of keeping indigenous economic activities in the site because there is not any policy or strategy within the programme either to keep the existing traditional businesses in the district which are about to disappear or to support the creation of micro-businesses through encouraging self-employment. On the other hand, there has been an attempt to support the growing existing businesses in the district. Besides, regarding the creation of temporary jobs through publicly funded schemes, there is only one strategy within the scope of the programme.

- **The level of attracting new firms, and economic activities into the area (by using the existing resources such as redundant lands, historical buildings to attract these new economic activities);**

In the Fener-Balat districts, in addition to the patriarchate, there are many other historical and religious buildings which are worth visiting. This thought led TAT to develop a project regarding the design of a tourist route in the district. The main aim behind this project is to create opportunities for local people to benefit from the tourists visiting the district in especially economic manner. For this purpose, orientation boards will be placed and brochures will be prepared (Director of the Restoration Component). In this respect, the Director of the Restoration Component stated that since they did not have enough time and personnel to work about social issues, they were not able to make local people aware about those developments.

Besides, the Director of the Restoration Component had some personal attempts to attract new economic activities to the district. For example, she invited her friend to the district and helped him to find a place to establish a glass workshop. He produces and sells things made up of glass. She stated that her friend had developed relations with his environment but that those kinds of examples were very limited.

Consequently, when these rather limited and small-scale developments are considered it is possible to say that the RFBDP is not successful in terms of attracting new firms and economic activities into the area by using the existing resources such as redundant lands and historical buildings. Furthermore the project regarding the design of a tourist route was not a policy proposed within the Programme, it was developed within the implementation process and has not been implemented yet.

- **The level of creating new net jobs (both temporary and permanent) in the site;**

Although the Programme does not have an aim to create new jobs in the district (Local Co-Director) the vocational courses carried out in the Social Centre seem to create permanent jobs for the local women. The women have been attending to the wood painting and jewellery design courses to improve both their manual and vocational skills.

The Project Coordinator stated that those courses continued with a good attendance and they were pleased about the consequences. Because some of the women attending to those courses had produced samples at home and had sold them to a number of shops and some of the women were at the stage of marketing their products to the people in their close environment.

In this respect, the Principal points out the importance and contribution of such vocational courses for the local people, stating that:

*I believe that the courses arranged by the social centre to improve the skills of the local women will be an important source of income for them in the long term. Most of the local women are unemployed; although they make scarf at home, they can not even earn 5 YTL per week. Most of the local men are also unemployed. They work if they can find daily and temporary jobs in workshops. They become unemployed again when these workshops are closed. Therefore, if this project can be successful enough to encourage the tourists visiting the Patriarchate to walk around the district and to do shopping in the district, the local people can economically benefit from the tourists by selling their hand-made products. Although it may not provide a high income, it is important to have such jobs that are permanent for unemployed people in the district. According to me, this may be the most*



*important contribution of the Rehabilitation of Fener and Balat Districts Programme to the district (Principal).*

In addition, in May 2006, the Fatih Municipality arranged a traditional food competition in the district and the Social Centre took part in the organization with four women who were skilled in cooking food. One of the women won the prize and one won the jury prize. Subsequently these ladies decided to use their cooking skills together with their vocational training professionals. The ladies agreed with the director of a hotel in the district. They prepare home-made foods such as pasta or cookies and sell them to the hotel in accordance with their demands. These ladies have been permanently paid since then (Project Coordinator).

Such developments encouraged the Social Centre staff to transform that potential into a real income generating business in the future. Thus, they started to work; they held a meeting with those four women and discussed how they could achieve a large scale production and marketing in the cooking field (Project Coordinator).

In sum, in terms of creating new net jobs (both temporary and permanent) in the site, the RFBDP has been successful to some extent. Although the programme does not have such an intention, the vocational courses on the subjects of wood painting and jewellery design organized and run by the Social Centre seem to create permanent jobs for the local women. In addition, four women who are skilled in cooking food started to prepare home-made foods such as pasta or cookies and sell them to a hotel in accordance with their demands through the assistance of the Social Centre staff. When considered that during the study undertaken by the Foundation for the Support of Women's Work in 2004 almost all of the women interviewed (86%) indicated that they would set up their own businesses if they had such an opportunity and that they mostly preferred to work in cooking field since their skills were generally related to preparing durable home-made foods such as pasta and pickles, the activities of the Social Centre are successful in terms of providing an opportunity to the local women to set up their own business.

- **The level of transferring the labour force in the site from informal sector to formal sector;**

There is not such a policy within the Rehabilitation Programme.

- **The level of providing training and education opportunities for the residents of the site;**

One of the main problems related to the restoration practice was the inadequacy of intermediate workers and craftsman rather than architects or engineers (General Secretary). Therefore the TAT collaborated with Turkey Contractors Union (Türkiye Müteahhitler Birliği) and Balat-Fener Culture and Beautification Association in order to raise restoration technicians to work in the restoration of the buildings (Director of the Restoration Component). For this purpose, Balat-Fener Culture and Beautification Association arranged a course in collaboration with Conservation and Restoration Firms Association (CRFA) (Koruma ve Restorasyon Firmaları Derneği - KOREFD) (General Secretary). The Association was also obliged to find students especially from the district for these courses. However they could not find so many students from the district (Director of the Restoration Component). Consequently 50 students were trained as intermediate workers through these courses (General Secretary). Some of the students who attended the courses worked in the first phase of the restoration component (Director of the Restoration Component). Additionally, it is the first course in Turkey raising certificated restoration technicians and in the coming days the second level will start (General Secretary).

Besides this course, the Social Centre has been providing education and training opportunities for the residents of the site. For example, pre-school education which includes social, physical, cognitive activities and language improvement is provided for the 4-5 years old children. After-school training facility is provided for the teenagers to improve their skills on subjects, such as mathematics, English language and computer. Finally, seminars and literacy training courses have been organized for the women. Also, they are provided with training programmes on subjects such as wood painting and jewellery design to improve their manual skills.

Briefly put, as for the level of providing training and education opportunities for the residents of the site the RFBDP is successful to a large extent. Because, restoration technicians were raised to work in the restoration of the buildings through the collaboration of the TAT, Turkey Contractors Union, Balat-Fener Culture and Beautification Association and CRFA. Besides this course, the Social Centre has been providing education and training opportunities for the residents of the site such as pre-school education for the 4-5 year-old children, after-school training facility for the teenagers and seminars and literacy, wood painting, jewellery design training courses for the women.

- **The level of developing vocational skills of inhabitants;**

As stated before, the Social Centre has been providing wood painting and jewellery design courses to the local women in order to develop their vocational skills. Besides, restoration technicians are raised through the course arranged by the Balat-Fener Culture and Beautification Association in collaboration with CRFA.

When considered that the Programme does not include any other measure to develop the vocational skills of the local people, the RFBDP is successful to some extent in terms of developing vocational skills of inhabitants.

- **The level of motivating the unemployed people in the site for job search;**

Again, wood painting and jewellery design courses organized and run by the Social Centre for the local women to develop their vocational skills and the course arranged by the Balat-Fener Culture and Beautification Association in collaboration with CRFA to raise restoration technicians are the two strategies of the Programme to motivate the unemployed people in the site for job search.

Therefore, the RFBDP is successful to some extent in terms of motivating the unemployed people in the site for job search.

- **The level of establishing partnership with key actors and agencies in the local labour market (such as local authorities, the Employment Service, Training and Enterprise Councils, Chambers of Commerce, Chambers of Trade, traditional local associations, single industries, education and training unions, voluntary bodies, and other parts of the public sector);**

During the restoration process of the first 26 buildings, three partnerships were established; the first one was between the TAT and Balat Beautification Association. The Association helped TAT to persuade the property owners to give permission and to find the owners of the title deeds. The second one was between the TAT, Turkey Contractors Union and Balat-Fener Culture and Beautification Association. The aim of the second one was to raise restoration technicians. Therefore, one more partnership was created between Balat-Fener Culture and Beautification Association and CRFA to arrange a course.

Within the framework of the solid-waste management component of the Programme, two partnerships were established. The first one was established between the TAT, Fatih Municipality Cleaning Works Department and Greater Municipality of Istanbul to improve the garbage collection service in the district. The second one was established between the TAT and the Green Steps Environmental Education Association to organize the awareness raising seminars about the recyclable solid waste in the primary schools of the district.

Regarding the regeneration of the historical Balat Market, the Director of the Restoration Component stated that: “There could have been collaboration with Chamber of Commerce to acquire guidance for the tradesmen about the market. However, this EU Programme does not allow us to make partnerships with other institutions; they see it as waste of time when we deviate from the main components of the programme. On the other hand, since the number of our staff is limited we can only tackle with the four components of the programme especially with the restoration of buildings.”

In addition, within the scope of the studies to regenerate the historical Balat Market, it was planned to establish three partnerships; the first one was between the TAT, Fatih Municipality and Turkish Electricity Institution (TEI) to provide the lighting of the streets in the market, the second one was between the TAT, Fatih Municipality and the Greater Municipality to undertake the urban design study in the Balat Market entrances especially in the one from the Golden Horn shore and the third one was between TAT, Greater Municipality and General Directorate of Highways to create a pedestrian zone in the Lapçinler and Leblebiciler Streets. However, the studies related to the regeneration of the historical market have not reached to that stage yet.

As for the Social Centre component, a partnership was created between the Human Resource Development Foundation, the Culture Conscious Development Foundation and the Social Attempt and Development Association to operate the Social Centre.

In terms of achieving public participation a partnership was established between the Programme, the local people, the Fatih Municipality and the TAT through the Community Forum.

In addition, a partnership which was called the Advisory Committee was created to act as an advisory organ including the representatives of the related Ministries, the European Commission, the Fatih Municipality, the Council to Protect Cultural and Natural Assets and the local people.

In sum, as for the level of establishing partnerships with key actors and agencies in the local labour market, the RFBDP is successful to a large extent. Because, although there were some limitations to establish partnerships within the RFBDP, such as time and the number of the staff, many partnerships have been successfully created within the programme with the local authorities, traditional local associations, training and enterprise councils, education and training unions, non-governmental organizations and with other parts of the public sector. These partnerships contributed to the success of the programme in terms of facilitating the activities and increasing the efficiency. However, a partnership could not have been established with the

Chambers of Commerce within the framework of the regeneration of the historical Balat Market.

### **5.5.3. Assessment of the RFBDP according to the social success criteria of the conservation-led regeneration projects**

- **The level of keeping the local community in the site (i.e., preventing gentrification);**

From the beginning of the programme, the main aim was to prevent gentrification in the district; the district had to be rehabilitated without a change in the social structure for the success of the programme (Local Consultant). The European Commission had also warned the project staff about the high risk of creating gentrification in the district (Local Co-Director of the Feasibility Study). Therefore, two major precautions were taken. First, the buildings which changed hands after 1997 were not chosen for the restoration work in order to prevent speculation in the district (Local Consultant). Second it was tried to take precaution through the agreement signed between Fatih Municipality and property owners before the restoration work started. According to this agreement, property owners could not sell their houses for a five-year period and could not increase the rents over inflation rate during this period (Director of the Restoration Component).

In spite of this agreement, some people sold their house because the houses can be sold through the notary public (Local Co-Director of the Feasibility Study). Also some of the property owners started to put pressure on their tenants to increase the rents (Director of the Restoration Component). Regarding this issue, the Director of the Restoration Component stated that: “We have a control procedure for one-year period for the buildings being restored; we control them once in a month or two months and ask the dwellers about the rate of increase in rents during these meetings. And if there is such a situation we try to interfere with it through Fatih Municipality. Nevertheless, the warnings can not be so effective because there is not a punitive sanction in the agreement.”

On the other hand, in 1997 and 1998, an intellectual (doctors, lawyers, real-estate agencies) movement existed towards the district when people heard about the programme (Feasibility Study) (General Secretary). The local people were afraid of these rich intellectuals who bought houses in the district because they did not want the Fener-Balat districts to have a character like Ortaköy (Principal). In this respect, the General Secretary stated that: “We, as Balat Beautification Association, tried to persuade the local people not to move to other districts because we did not want the social structure of the district changed. In order to save our historical buildings and environment we do not want to sacrifice the Fener-Balat districts; we do not want our district to be a recreation area like Ortaköy and Kumkapı or any area without people like the Soğukçeşme Street behind Hagia Sophia.”

It is noteworthy that, beside intellectuals, a significant number of conservative Muslim people bought houses in the district after they heard about the programme (Local Co-Director of the Feasibility Study). According to the Local Co-Director of the Feasibility Study, the main reason is the wish of these people to live in detached houses, like the historical ones in the Fener-Balat districts, which enable them to live more freely. That is to say, the buildings in the districts are suitable for their traditional life style. Also, they prefer to live in the Fener-Balat districts due to their close proximity to the Golden Horn (Local Co-Director of the Feasibility Study).

Consequently, despite all the precautions, the Programme has led to a considerable increase in the property prices and rents in the district (Director of the Restoration Component). The general tendency among the local property owners is to wait for the increase in property prices and then sell them (Local Co-Director of the Feasibility Study). According to the Director of the Restoration Component, although property owners want to sell or rent their houses at very high prices, nobody would purchase or rent the houses at those prices. A demand to the area has arisen since the launch of the Rehabilitation Programme as explained below:

*Today, people who want to purchase or rent houses generally prefer buildings with a good view of the Golden Horn, like the buildings up on the hill of Fener district which are generally located outside the Programme area or the parts near the Mürselpaşa Street. The newcomers are often the*

*foreigners. Artists or lawyers... in short, the people who may be called intellectuals and who are tolerant enough to accept to live in the Fener-Balat districts move to district (Director of the Restoration Component).*

The Director of the Restoration Component also indicated that the demand to the properties in the district has come from the business sector:

*In recent times we started to hear about the people purchasing a number of side by side buildings in order to build hotels. There are such intentions, we often hear about the buildings sold but we do not show concern for real estate market because the local people disapprove our relationship with this issue. To me, all these developments did not create a sensible change in the social structure of the district (Director of the Restoration Component).*

To sum up, the RFBDP can not be accepted as successful in terms of keeping the local community in the site (i.e., preventing gentrification) because the policies of the programme to limit the sale of the buildings and the increase in rents in order to prevent gentrification in the district are not successfully implemented; some of the property owners sold their house through the notary public and some started to put pressure on their tenants to increase the rents. Consequently, the Programme has led to a considerable increase in the property prices and rents in the district. Therefore, although today it seems that there is no significant change in the social structure of the district, there are not any concrete precautions to prevent gentrification in the district after the programme is completed.

- **The level of defining and attracting targeted groups into the area through the policies;**

There is not such a policy within the Rehabilitation Programme.

- **The level of achieving public participation;**

The RFBDP anticipated the active participation of the local people to the decision making and implementation process of the Programme through an organization called the Community Forum. The Community Forum was expected to encourage the local people to take part in the Programme as Community Volunteers and to



carry out regular meetings in cooperation with non-governmental organizations in the district through the review of the Advisory Committee (RFBDP, 2005).

### **Community Forum**

The aim behind the establishment of a Community Forum was to create an environment where all members of the community could come together and could exchange their views with the Technical Assistance Team, get answers to their questions, express their problems related to the district and try to find the solutions to these problems through a series of social activities. The Community Forum was expected to create an objective platform which would launch the collaboration process (RFBDP, 2005). The aims of the Community Forum were:

- to act as the local voice of the Rehabilitation Programme and to provide the reflection of the common view of the local people in the decision making process,
- to develop new ideas in order to make the facilities of the Programme more effective,
- to explain the objectives of the Programme to the local people in order to develop the feeling of appropriation toward the Programme,
- to encourage the community to express their views related to the Programme or other local issues,
- to strengthen the local community network; to develop a productive and constructive partnership between the Programme, the local people, the Fatih Municipality and the TAT,
- to encourage the local leaders to take responsibility for the implementation of the Programme activities,
- to increase the quality of life of the people living in the Fener-Balat districts by strengthening the local democracy (RFBDP, 2005).

## **Community Volunteers**

Within the scope of the Programme, it was aimed to create a group called the Community Volunteers by selecting both women and men volunteers among the local people who would directly contribute to the implementation of the Programme. These volunteers would be carefully selected among the trustable people who had won all of the community's confidence and independent of any group and would be trained carefully to contribute to the components of the Programme (RFBDP, 2005).

In this respect, the Foundation for the Support of Women's Work provided leadership training to a limited number of local women in order to enable them contribute to the Programme as community volunteers (RFBDP, 2005).

## **The Advisory Committee**

It was planned that the Advisory Committee would be composed of the representatives of the related Ministries, the European Commission, the Fatih Municipality, the Council to Protect Cultural and Natural Assets and of the local people. This Committee would be an advisory organ. The Fatih Municipality would chair the Advisory Committee and the Technical Assistance Team would carry out the secretariat work (RFBDP, 2005).

During the period between June 2003 and February 2005, a series of meetings were held to give the local people detailed information about the Programme, to provide them an opportunity to express their views about the Programme components and to participate in the discussions and decision making process (RFBDP, 2005).

Another measure to achieve public participation was the social survey undertaken in the district during the period 15 February-15 March 2004, by the Foundation for the Support of Women's Work which is one of the partners of the consortium. This survey aimed to determine the needs, expectations and potentials of the local women and updated the socio-economic database of the district prepared under the Feasibility Study in 1997-1998. It also aimed to measure the capacity of the local

people in terms of determining their own problems and priorities and also to develop dialogue at every level with the local people who are the final beneficiaries of the Programme. In addition, the survey enabled the Technical Assistance Team to design the implementation of the whole Programme according to the priorities of the local people (RFB DP, 2005).

However, according to Director of the Restoration Component, this study had to be done much before 2004. Because, to her, in such places, statistical information like the percent of people supporting the project is not useful. “In the implementation process the percentages do not work. You need to deal with each property owner and learn what they think or whether they will allow you to restore his/her house or what they will do when you tell him/her to move to another house during the restoration process. These are vital information for the success of a project. In terms of methodology such an investigation should be done before the project starts” (Director of the Restoration Component).

According to both the Local Co-Director and the Local Co-Director of the Feasibility Study, the most important problem faced during the implementation process was to achieve the public participation. Nevertheless, the Local Consultant believes that the programme is successful in terms of achieving public participation.

In this respect, the Director of the Restoration Component stated that: “Our experiences and also other people’s experiences revealed that there must be at least a two years preparation period before starting to do something in the area. First of all, social infrastructure should be prepared before a physical change takes place; just physical implementations are not enough to transform a place, human factor is very important. Therefore, firstly people should be persuaded to take part in the project. Now, I definitely believe that besides architects, city planners and sociologists, the experts from communication field should also study in the area and carry out several activities to prepare local people for the project. A campaign should be carried out in order to introduce the project to the people and make them agree with it. The most important thing that we have learned from our experience is that it is not easy to achieve what we call ‘public participation’. You have to meet people again and again

in different times, in different places and you have to explain the same thing to them in these meetings. In a social structure as in Fener-Balat we faced difficulties even when making local people come together for meetings. In addition, it is important to want local people's contribution to the project in order to make them own the project. Local authorities should also own the project but it is not easy to achieve.”

“It is also noteworthy that during this preparation period you have to show people some products in order to convince them to the project. Because unless they see some products they start to think that nothing is done through the project. The restoration drawings made in the office do not have a meaning for them. Therefore you have to produce concrete things. For example, the people who had not given permission for the restoration of their house in the first group regret after the restoration work was completed” (Director of the Restoration Component). After the completion of the restoration of the first 26 buildings there occurred an increase in the interest of the local people to the project (Local Co-Director).

According to the Local Consultant, there is another tool to motivate the property owners to participate in the programme. During the restoration work of the first phase, a plaque was fixed onto the wall of the building being restored, on which the name of the programme was written (Figure 5.51). This plaque was removed after the restoration of the building was completed. The plaques fixed onto the walls of the restored buildings provide contribution to the movement in the social structure. Now, the TAT is preparing a plaque in cooperation with the European Union which will be permanent (Local Consultant).



Figure 5.51 Plaques fixed onto the walls of the buildings to be restored (Resource: RFBDP, 2005)

The Local Consultant also stated that while some of the local people supported the programme and appreciated the studies carried out, some did not believe in it and thought that it was more true to abandon the buildings to their fate. The people who are affirmative about the project are generally the ones who gave permission for the restoration of their buildings (Local Consultant).

In sum, as for the level of achieving public participation, the RFBDP has been successful to some extent. The RFBDP anticipated the active participation of the local people to the decision making and implementation process of the Programme through an organization called the Community Forum. The Community Forum encouraged the local people to take part in the Programme as Community Volunteers and carried out regular meetings in cooperation with non-governmental organizations in the district through the review of the Advisory Committee. Another measure to achieve public participation was the social survey undertaken in the district during the period 15 February-15 March 2004, by the Foundation for the Support of Women's Work. However, despite all these activities, public participation was hardly achieved in the district especially during the first phase of the restoration work. As stated before, most of the property owners did not give permission for the restoration of their buildings due to various reasons such as the illegal floors, the contract which would be signed between them and the Fatih Municipality, the opposing views to the programme by the ruling party and the fear to lose their houses.

- **The level of responding to community needs and problems regarding:**
  - **Community health:**

As mentioned before, the number of healthy people living in the district was low. Especially the children and women suffered from the diseases. The factors that created serious health problems in the district were generally related to physical and environmental conditions such as side by side toilets and bathrooms in the houses, the accumulation of the garbage in the streets, flooding occurring in winter because of the inadequacy of the drainage system and heat insulation problems in the houses. Regarding these factors, the problems of the houses such as side by side toilets and bathrooms and heat insulation problems will be solved through the second and third phases of the restoration component. The problem of accumulation of the garbage in the streets was solved through the solid waste management component. However, since the Programme does not include a component to improve the infrastructure of the district there is not any study to overcome the flooding occurring in winter because of the inadequacy of the drainage system.

- **the level of reducing mortality rate, increasing average life span;**

The implementation period of the Programme is not enough to assess whether it reduced mortality rate or increased average life span of the inhabitants.

- **the level of helping people in need of government health services;**

As stated before, among the families interviewed, only 22% of the families had social security, while the rest were not the member of any social security or health insurance institutions. However, the Programme does not include any measure to help the people who do not have social security.

- **the level of improving health services in the site (by providing clinics, health education courses for young people, women and men etc.)**

The lack or inadequate provision of the basic health services is one of the most important problems in the Fener-Balat districts. As well as the lack of the space to respond to the health problems, the quality of the health services is low. During the survey undertaken by the Foundation for the Support of Women's Work in 2004, 87% of the local women pointed out the inadequate number of health officials in the hospital and dispensary, the indifferent attitudes of officials, and their unskilled treatments, the lack of expert doctors on every branch, insufficient equipment for medical examinations, and high costs of health expenses as the reasons for the insufficiency of the health services. This survey also revealed that the local women especially wanted to be informed about the diseases that could be treated at home, women health, psychological problems and first aid.

Although there is not any measure within the framework of the Programme either to establish clinics or to improve the quality of the health services in the district, health education courses were provided for the local women through the Social Centre. The health professional provided education in clean-up, hygiene, mouth and tooth health, family planning and birth control and the psychologist provided education on the issues such as child development, to cope with stress, to express themselves and communication in accordance with the women's demands. Both of the professionals also give individual consultancy service to the local women (Project Coordinator).

Consequently, in terms of responding to community needs and problems regarding health, the RFBDP has been successful to some extent. Among the factors created serious health problems in the district, the problems of the houses such as side by side toilets and bathrooms and heat insulation problems will be solved through the second and third phases of the restoration component. The problem of accumulation of the garbage in the streets was solved through the solid waste management component. However, there is not any study to overcome the flooding occurring in winter because of the inadequacy of the drainage system. Additionally, the RFBDP

does not include any measure to help people in need of government health services. On the other hand, the RFBDP has been successful to some extent in terms of improving health services in the site. Although there is not any measure within the framework of the Programme either to establish clinics or to improve the quality of the health services in the district, health education courses were provided for the local women through the Social Centre.

o **Education:**

The majority of the population living in the Fener-Balat districts has a low level of education. The illiteracy rate is high especially among women. Therefore the Social Centre has been providing literacy training and seminars to the local women.

- **the level of improving educational opportunities for men-women at the age of education (this can be seen by the new schools established, courses and classes opened by voluntary institutions);**

According to the principals of the five primary schools in the district, the quality of education is extremely low. Nevertheless, the Programme does not include projects either to establish new schools in the district or to improve the quality of education in these schools. In this respect the Principal stated that the Programme did not have any contribution to their school. In terms of improving the existing education opportunities of the men-women at the age of education, there are two studies undertaken by the Social Centre. One of them is the pre-school education provided for the children at the age of 4 or 5 and the other is the after-school training facility provided for the teenagers to improve their school lessons such as mathematics, English and computer.

- **the level of increasing the number of students in the site;**

There is not such a strategy within the scope of the Rehabilitation Programme.



- **the level of improving the success rate of students in education;**

As mentioned before, some students graduated in the primary schools of the district were not admitted to high school because of their low education level. There are many reasons to explain the low success rate of these students. One of them was that they could not find anywhere to study in after the lessons; their houses were too narrow and crowded to provide proper conditions to study. For this reason, during a study undertaken in 2004, 45% of the local women asked for a centre where their children could go after school in order to get help about their lessons at school. In addition, although there were some supplementary courses of the schools in the weekends most of the students could not benefit from these courses because of poor economic conditions.

The Social Centre provides after-school training facility to improve the success rate of the students at school. Through this facility the students not only find a place to study after school but also get assistance to improve their school lessons such as mathematics, English and computer. The Project Coordinator claimed that they increased the success rate of the children at school through this after-school training facility.

- **the level of reducing school truancy, anti-social behaviours at schools;**

There is no such intention in the Programme.

Consequently, as for the level of responding to community needs and problems regarding education, the RFBDP has been successful to some extent. The Social Centre has been providing literacy training and seminars to the local women among whom the illiteracy rate is high. In terms of improving educational opportunities for men-women at the age of education, despite the low quality education in the primary schools of the district, the Programme does not include projects either to establish new schools in the district or to improve the quality of education in these schools. Regarding this issue, there are two studies undertaken by the Social Centre which are

the pre-school education provided for the children at the age of 4 or 5 and after-school training facility provided for the teenagers. The RFBDP also does not include any policy or strategy either to increase the number of students in the site or to reduce school truancy and anti-social behaviours at schools. On the other hand, regarding the level of improving the success rate of students in education, the RFBDP has been successful to a large extent when the statements of the Project Coordinator are considered. To her, the success rate of the children at school increased through the after-school training facility provided by the Social Centre. Through this facility the students also find a place to study after school.

- o **Spatial and social safety:**

- **the level of reducing crime rate, crime types and frequency of crime in the site**

There is a high crime rate in the Fener-Balat districts; burglary and kidnapping are among the most frequent crime types and Balat is one of the drug centres in Turkey. There are dangerous people in the district and there are always fights on the streets. Under this circumstance, the majority of the local people do not find the district safe. The inadequate street lighting exacerbates this condition. In addition, since most of the children play on the narrow streets there is the danger of traffic accidents.

Despite these problems, there is not any measure within the scope of the Programme to reduce the crime rate, crime types and frequency of crime in the district. Moreover, the headman of the Hamami Muhittin neighbourhood claimed that the crime rate in the district, especially the rate of burglary had increased considerably within the last two years. In terms of increasing safety of children playing on streets, only a number of temporary playgrounds will be created to provide the children a safe place to play in.

Briefly put, in terms of responding to community needs and problems regarding spatial and social safety, the RFBDP is not successful because although there is a high crime rate in the Fener-Balat districts there is not any measure within the scope of the Programme to reduce the crime rate, crime types and frequency of crime in the

district. The programme also does not solve the problems related to the drug, dangerous people, fights on the streets and the inadequate street lighting. There is only a measure to increase the safety of the children playing on streets since they live the danger of being run down by the vehicles; a number of temporary playgrounds will be created to provide them a safe place to play in.

- o **Housing:**

- **the level of helping tenants and property owners to improve their houses**

Within the programme, there is a scheme which helps only property owners to restore their houses.

Therefore, as for the level of responding to community needs and problems regarding housing, the RFBDP has been successful to some extent since it helps only to property owners to restore their houses.

To conclude, in terms of achieving physical and environmental regeneration in the district, the RFBDP has been successful to some extent in the issues of reducing the spatial and physical constraints of the site, preserving the historical and cultural heritage of the district which not only comprise the physical stock itself but also the historical and cultural values and of changing the unfavourable ‘images’ of the district. Yet, it can not be considered successful in the issues of solving the spatial and physical problems of the site, using the spatial and physical potentials of the site which includes reusing redundant buildings, vacant and derelict lands and of providing good quality of urban design which includes attractive public open spaces and good amenities. Finally, the RFBDP does not include any measure regarding enhancing the idea of ‘compact city’ which means close working and living spaces, making good use of infrastructure and the ability to adapt to fortunes without complete development.

In terms of achieving economic regeneration in the district, the RFBDP has been successful to a certain extent in the issues of providing training and education

opportunities for the residents of the site and of establishing partnerships with key actors and agencies in the local labour market. It has been successful to some extent in the issues of creating new net jobs (both temporary and permanent) in the site, of developing vocational skills of inhabitants and of motivating the unemployed people in the site for job search. Yet, the research comes to a conclusion that the project is not successful in the issues of keeping indigenous economic activities in the site and of attracting new firms and economic activities into the area by using the existing resources such as redundant lands and historical buildings. Finally, the RFBDP does not include any policy to transfer the labour force in the site from informal sector to formal sector.

In terms of achieving social regeneration in the district, the RFBDP has been successful to some extent in the issues of achieving public participation and of responding to community needs and problems regarding health, education and housing. It could not be successful in the issues of either keeping the local community in the site (i.e., preventing gentrification) or responding to community needs and problems regarding spatial and social safety. Finally, the RFBDP does not include any policy to define and attract targeted groups into the area (Table 5.12).

Table 5.12 The assessment of the RFBDP according to the success criteria of the conservation-led regeneration projects (+: Successful, ⊥: Partially successful, -: Not successful)

SUCCESS CRITERIA OF THE CONSERVATION-LED REGENERATION PROJECTS	THE RFBDP INCLUDES/DOES NOT INCLUDE	IMPLEMENTATION		ASSESSMENT		
PHYSICAL AND ENVIRONMENTAL SUCCESS CRITERIA						
The level of solving the spatial and physical problems of the site	√	Light rehabilitation	26 buildings (completed)	26 out of 376 buildings (6.9%)	-	The RFBDP can not be accepted as successful in terms of solving the spatial and physical problems of the site.
		Rehabilitation at middle level	97 buildings	97 out of 365 buildings (26.5%)	⊥	
		Heavy rehabilitation	-	0 out of 157 buildings (0%)	-	
		The trigger rate not equal to 1/7		The restoration of only one or two buildings independent of scientific methods	-	
		The inability to solve the problems inside the first 26 buildings (i.e., separation of the bathroom and the toilet)		-		
		The inability to achieve continuity in terms of the restoration of the buildings; inability to create building groups which would generate a visual impact		-		
		The tender documents at EU standards		+		
		The inability of the contractor to implement the restoration work at EU standards		-		
		Development of an implementation model for large scale restoration projects; creation of an adaptable system for the buildings that had the same problem with small differences		+		
		The level of reducing the spatial and physical constraints of the site, which include:				
• the provision of amenity improvement (landscaping and planting)	×			-		
• the provision of ground treatment (such as land assembly, acquisition, clearance and sale)	√	The allocation and clearance of a large piece of land near the building of Dimitri Kantemir to design as a park	Limited number of ground treatment work	-		
• the improvement of site access	√	The strategy to improve the connection with the city through strengthening the Balat entrances and using the Golden Horn better	The lack of a work related to this issue			
• the improvement of open spaces, infrastructural and transport services and utilities	√	• The allocation and clearance of a large piece of land near the building of Dimitri Kantemir to design as a park (playground for children, a place to drink coffee or to accommodate various activities) • The project to create 4 or 5 small temporary parks in the district		Despite the need for the creation of public spaces in the district, the lack of any strategy (except the ones developed within the process) either to create public spaces or to rehabilitate the existing ones	⊥	
		The lack of a policy or strategy to improve the quality of the infrastructural and transport services and utilities in the district; only a strategy to improve the infrastructure in Lapçinler and Leblebiciler Streets to be carried out by the Fatih Municipality		-		
		Two major measures to overcome the garbage accumulation problem in the district: 1. The obligation of the Greater Municipality and the Fatih Municipality to maintain the overall cleaning of the district		No garbage accumulated around and clean streets (Based on the area study between 12 and 16 June 2006)	+	
		2. The establishment of a solid-waste management strategy including a campaign both to educate the careless inhabitants on environmental cleaning and to give them an awareness about the recyclable solid waste		+		

		Some problems related to solid-waste management strategy: <ul style="list-style-type: none"> <li>The worsening performance of the Fatih Municipality regarding the collection of the recyclable solid waste</li> </ul>	-		
		<ul style="list-style-type: none"> <li>The usage of the transparent plastic boxes for different purposes</li> </ul>	The fact that the local people do not have such a habit and the inability to make the local people gain consciousness through the campaign	-	
		<ul style="list-style-type: none"> <li>The production of a small amount of recyclable solid waste</li> </ul>	-		
		<ul style="list-style-type: none"> <li>The usage of the waste for different purposes</li> </ul>	-		
<b>The level of using the spatial and physical potentials of the site, which include:</b>					
<ul style="list-style-type: none"> <li>the level of reusing redundant buildings, vacant and derelict lands</li> </ul>	√	The project to accomodate two vacant buildings to serve as social centres and to create 4 or 5 small temporary parks on some of the vacant lots	2 out of 68 vacant buildings (%2.9)	-	The RFBDP is not successful in terms of using the spatial and physical potentials of the site which includes reusing redundant buildings, vacant and derelict lands.
			4 or 5 out of 102 vacant lots (%4.4)	-	
			Property problems; joint ownership and the inability to find the property owners	-	
<b>The level of preserving the historical and cultural heritage (This does not only comprise physical stock itself, but also historical and cultural values)</b>	√	The restoration of 123 listed buildings	123 out of 508 listed buildings (24.2%)	⊥	The RFBDP has been successful to some extent regarding the level of preserving the historical and cultural heritage of the district which comprises not only the physical stock but also the historical and cultural values.
			0 out of 693 buildings that were built before 1930 (0%)	-	
		The restoration of the historical building of Dimitri Kantemir to serve as both a Dimitri Kantemir Museum and a social centre of the Programme	Limited number of projects	-	
<b>The level of providing good quality of urban design which include attractive public open spaces, good amenities</b>	√	The strategy to implement an urban design study in the Balat Market entrances especially in the one from the Golden Horn shore	<ul style="list-style-type: none"> <li>Only one area where an urban design study planned to be implemented</li> <li>The lack of a work related to this issue</li> </ul>	-	The RFBDP is not successful as for the level of providing good quality of urban design which includes attractive public open spaces and good amenities.
<b>The level of changing the unfavourable ‘images’ of the area (like image of dangerous, dirty, filthy, unlikable place etc.)</b>	√	The rehabilitation of the buildings in poor conditions	Limited number of buildings	-	The RFBDP has been successful to some extent in terms of changing the unfavourable ‘images’ of the district.
		The removal of the garbage accumulation problem to a large extent	+		
		The strategy to restore groups of buildings in order to create a revitalized historical neighbourhood image	-		
		The strategy to renew the Balat Market through improvement of the shop’s physical conditions and improvement of the infrastructure in Lapçinler and Leblebiciler Streets	At the preparation stage	⊥	
<b>The level of enhancing the idea of ‘compact city’ - close working and living spaces, making good use of infrastructure, and with the ability to adapt to fortunes without complete development</b>	×				
<b>ECONOMIC SUCCESS CRITERIA</b>					
<b>The level of keeping indigenous economic activities in the site which comprises:</b>					The RFBDP can not be accepted as successful in terms of keeping indigenous economic activities in the site.
<ul style="list-style-type: none"> <li>the level of keeping the existing traditional businesses which are about to disappear</li> </ul>	×		-		
<ul style="list-style-type: none"> <li>the level of supporting the growing existing businesses</li> </ul>	√	An attempt to support the growing existing businesses (hotels/ souvenir shops) in the district; an effort to persuade the local tradesmen to sell souvenirs and goods for tourists in their shops	The refusal of the suggestion by the local tradesmen	-	

<ul style="list-style-type: none"> <li>the level of supporting the creation of micro-businesses through encouraging self-employment</li> </ul>	×		-	
<ul style="list-style-type: none"> <li>the level of creating temporary jobs through publicly funded schemes</li> </ul>	√	The stipulation of the employment of the local people in the restoration work through the restoration agreement	Limited number of people (10 people)	-
The level of attracting new firms, and economic activities into the area (by using the existing resources such as redundant lands, historical buildings to attract these new economic activities)	√	<p>The project regarding the design of a tourist route in the district to create opportunities for local people to benefit from the tourists visiting the district in economic manner; the strategy to place orientation boards and to prepare brochures</p> <p>Personal attempts to attract new economic activities to the district (Glass Workshop)</p>	<ul style="list-style-type: none"> <li>Limited and small-scale developments</li> <li>The lack of enough time and personnel to work about social issues; the inability to make local people aware about the developments (tourist route)</li> <li>Development of the tourist route project within the implementation process (has not been implemented yet)</li> </ul>	-
The level of creating new net jobs (both temporary and permanent) in the site	√	<p>The opportunity of the local women to have permanent jobs through the vocational courses (wood painting and jewellery design courses) carried out in the Social Centre;</p> <ul style="list-style-type: none"> <li>Products marketed to shops and to the people in close environment</li> <li>Home-made foods (pasta or cookies) sold to the hotel</li> <li>The studies of the Social Centre staff to transform that potential into a real income generating business in the future</li> </ul>	The wish of the local women (86%) to set up their own business in cooking field	+
The level of transferring the labour force in the site from informal sector to formal sector	×			
The level of providing training and education opportunities for the residents of the site	√	<p>The course to raise restoration technicians organized through the collaboration of the TAT, Turkey Contractors Union, Balat-Fener Culture and Beautification Association and CRFA;</p> <ul style="list-style-type: none"> <li>Training of 50 students as intermediate workers</li> <li>The inability to find so many students from the district</li> <li>The employment of some of these students in the first phase of the restoration component</li> <li>The first course in Turkey raising certificated restoration technicians</li> </ul> <p>The education and training courses organized by the Social Centre for the residents of the site;</p> <ul style="list-style-type: none"> <li>Pre-school education provided for the 4–5 years old children (social, physical, cognitive activities and language improvement)</li> <li>After-school training facility provided for the teenagers (mathematics, English language and computer)</li> <li>Seminars and training courses provided for the women (literacy, wood painting and jewellery design)</li> </ul>	<p>The fulfillment of the need in the restoration practice in terms of intermediate workers and craftsman</p> <p>+</p>	+
The level of developing vocational skills of inhabitants	√	<ul style="list-style-type: none"> <li>The courses (wood painting and jewellery design) organized by the Social Centre to develop vocational skills of the local women</li> <li>The course to raise restoration technicians</li> </ul>	Limited number of courses	-

The level of motivating the unemployed people in the site for job search	√	<ul style="list-style-type: none"><li>The courses (wood painting and jewellery design) organized by the Social Centre to develop vocational skills of the local women</li><li>The course to raise restoration technicians</li></ul>	Limited number of measures	-	The RFBDP is successful to some extent in terms of motivating the unemployed people in the site for job search.
The level of establishing partnership with key actors and agencies in the local labour market (such as local authorities, the Employment Service, Training and Enterprise Councils, Chambers of Commerce, Chambers of Trade, traditional local associations, single industries, education and training unions, voluntary bodies, and other parts of the public sector)	√	The partnerships established during the restoration process of the first 26 buildings: <ul style="list-style-type: none"><li>Between the TAT and Balat Beautification Association (The assistance of the Association to TAT in terms of persuading the property owners to give permission and finding the owners of the title deeds)</li><li>Between the TAT, Turkey Contractors Union and Balat-Fener Culture and Beautification Association (to raise restoration technicians)</li><li>Between Balat-Fener Culture and Beautification Association and CRFA (to raise restoration technicians)</li></ul>	+		The RFBDP is successful to a large extent as for the level of establishing partnerships with key actors and agencies in the local labour market.
		The partnerships established within the framework of the solid-waste management component: <ul style="list-style-type: none"><li>Between the TAT, Fatih Municipality Cleaning Works Department and Greater Municipality of Istanbul (to improve the garbage collection service in the district)</li><li>Between the TAT and the Green Steps Environmental Education Association (to organize the awareness raising seminars about the recyclable solid waste in the primary schools of the district)</li></ul>	+		
		The partnerships planned to be established within the framework of the regeneration of the historical Balat Market: <ul style="list-style-type: none"><li>Between the TAT, Fatih Municipality and Turkish Electricity Institution (TEI) (to provide the lighting of the streets in the market)</li><li>Between the TAT, Fatih Municipality and the Greater Municipality (to undertake the urban design study in the Balat Market entrances especially in the one from the Golden Horn shore)</li><li>Between TAT, Greater Municipality and General Directorate of Highways (to create a pedestrian zone in the Lapçinler and Leblebiciler Streets)</li></ul>	<ul style="list-style-type: none"><li>Unestablished partnerships</li><li>The inability to establish a partnership with the Chambers of Commerce (to acquire guidance for the tradesmen about the market)</li></ul>	-	
		The partnership established within the framework of the Social Centre component: <ul style="list-style-type: none"><li>Between the Human Resource Development Foundation, the Culture Conscious Development Foundation and the Social Attempt and Development Association (to operate the Social Centre)</li></ul>	+		
		The partnerships established to achieve public participation: <ul style="list-style-type: none"><li>Between the Programme, the local people, the Fatih Municipality and the TAT (Community Forum)</li><li>Between representatives of the related Ministries, the European Commission, the Fatih Municipality, the Council to Protect Cultural and Natural Assets and the local people (Advisory Committee to act as an advisory organ)</li></ul>	+		
SOCIAL SUCCESS CRITERIA					
The level of keeping the local community in the site (i.e., preventing gentrification)	√	Two major precautions to prevent gentrification: <ol style="list-style-type: none"><li>The strategy to not to choose the buildings which changed hands after 1997 for the restoration work in order to prevent speculation</li></ol>	+		The RFBDP can not be accepted as successful in terms of keeping the local community in the site (i.e.,



		<p>2. The agreement (signed between Fatih Municipality and property owners before the restoration work started) stipulating the property owners not to sell their houses for a five-year period and not to increase the rents over inflation rate during this period</p>	<ul style="list-style-type: none"> <li>• The sale of the houses through the notary public</li> <li>• The pressures on tenants to increase the rents</li> <li>• The lack of a punitive sanction in the agreement</li> <li>• Despite all the precautions, the increase in the property prices and rents in the district because of the Programme</li> <li>• The lack of any concrete precautions to prevent gentrification in the district after the programme is completed</li> </ul>	-	preventing gentrification).
<b>The level of defining and attracting targeted groups into the area through the policies</b>	×				
<b>The level of achieving public participation</b>	√	<ul style="list-style-type: none"> <li>• Community Forum (An environment where all members of the community come together and exchange their views with the TAT, get answers to their questions, express their problems related to the district and try to find the solutions to these problems through a series of social activities; a series of meetings held during the period between June 2003 and February 2005)</li> <li>• Community Volunteers (The selection of both women and men volunteers among the local people to contribute to the implementation of the Programme; the provision of leadership training to a limited number of local women by the Foundation for the Support of Women's Work in order to enable them contribute to the Programme as community volunteers)</li> <li>• Advisory Committee (An advisory organ including representatives of the related Ministries, the European Commission, the Fatih Municipality, the Council to Protect Cultural and Natural Assets and the local people)</li> <li>• The social survey undertaken in the district during the period 15 February–15 March 2004 by the Foundation for the Support of Women's Work (Not only the determination of the needs, expectations and potentials of the local women but also the measurement of the capacity of the local people in terms of determining their own problems and priorities, also enabling the TAT to design the implementation of the whole Programme according to the priorities of the local people)</li> </ul>	<p>Despite all these activities, the limited achievement of public participation especially during the first phase of the restoration work; the inability to take permission from the property owners for the restoration of their buildings due to various reasons such as the illegal floors, the contract which would be signed between the them and the Fatih Municipality, the opposing views to the programme by the ruling party and the fear to lose their houses</p>	⊥	The RFBDP has been successful to some extent as for the level of achieving public participation.

The level of responding to community needs and problems regarding community health:	√	Among the factors created serious health problems in the district; <ul style="list-style-type: none"><li>• The solution of the problems of the houses such as side by side toilets and bathrooms and heat insulation problems through the second and third phases of the restoration component</li></ul>	⊥		The RFBDP has been successful to some extent in terms of responding to community needs and problems regarding health.
		<ul style="list-style-type: none"><li>• The solution of the problem of accumulation of the garbage in the streets through the solid waste management component</li></ul>	+		
		<ul style="list-style-type: none"><li>• The lack of a study to overcome the flooding occurring in winter (inadequate drainage system) because of the lack of a component to improve the infrastructure of the district</li></ul>	-		
<ul style="list-style-type: none"><li>• the level of reducing mortality rate, increasing average life span</li></ul>	×	Inadequate implementation period of the Programme to assess whether it reduced mortality rate or increased average life span of the inhabitants			
<ul style="list-style-type: none"><li>• the level of helping people in need of government health services</li></ul>	×		-		
<ul style="list-style-type: none"><li>• the level of improving health services in the site (by providing clinics, health education courses for young people, women and men etc.)</li></ul>	√	The lack of a measure either to establish clinics or to improve the quality of the health services in the district	-		
		<div>The provision of health education courses for the local women through the Social Centre;<ul style="list-style-type: none"><li>• The provision of education in clean-up, hygiene, mouth and tooth health, family planning, birth control and individual consultancy service by the Health Professional</li><li>• The provision of education on the issues such as child development, to cope with stress, to express themselves, communication and individual consultancy service by the Psychologist in accordance with the women’s demands</li></ul></div>	+		
The level of responding to community needs and problems regarding education:	√	The provision of literacy training and seminars to the local women by the Social Centre	High illiteracy rate among women	+	The RFBDP has been successful to some extent as for the level of responding to community needs and problems regarding education.
<ul style="list-style-type: none"><li>• the level of improving educational opportunities for men-women at the age of education (this can be seen by the new schools established, courses and classes opened by voluntary institutions)</li></ul>	√	Two studies undertaken by the Social Centre: <div><div>1. Pre-school education provided for the 4–5 years old children (social, physical, cognitive activities and language improvement)</div><div>2. After-school training facility provided for the teenagers (mathematics, English language and computer)</div></div>	Despite the low quality education in the primary schools of the district, the lack of any project either to establish new schools in the district or to improve the quality of education in these schools	⊥	
<ul style="list-style-type: none"><li>• the level of increasing the number of students in the site</li></ul>	×		-		
<ul style="list-style-type: none"><li>• the level of improving the success rate of students in education</li></ul>	√	<div>The improvement of the success rate of the students at school through after-school training facility provided by the Social Centre;<ul style="list-style-type: none"><li>• The provision of a place for the students who can not find a place to study after school</li><li>• The provision of assistance to improve the students’ school lessons such as mathematics, English and computer</li></ul></div>	+		
<ul style="list-style-type: none"><li>• the level of reducing school truancy, anti-social behaviours at schools</li></ul>	×		-		
The level of responding to community needs and problems regarding spatial and social safety:		<ul style="list-style-type: none"><li>• The lack of a strategy to solve the problems related to the drug, dangerous people, fights on the streets and the inadequate street lighting</li></ul>	-		The RFBDP is not successful in terms of responding to community needs and problems

		<ul style="list-style-type: none"> <li>A measure to increase the safety of the children playing on streets (they live the danger of being run down by the vehicles); creation of a number of temporary playgrounds to provide them a safe place to play in</li> </ul>	⊥		regarding spatial and social safety.
<ul style="list-style-type: none"> <li>the level of reducing crime rate, crime types and frequency of crime in the site</li> </ul>	×		High crime rate	-	
The level of responding to community needs and problems regarding housing:					
<ul style="list-style-type: none"> <li>the level of helping tenants and property owners to improve their houses</li> </ul>	√	A scheme helping only property owners to restore their houses	Only property owners	-	The RFBDP has been successful to some extent as for the level of responding to community needs and problems regarding housing.

## **5.6. The progress level of the RFBDP until July 2006**

The scope of the Programme is limited to four components which are the restoration of the historical buildings, the establishment and management of a social centre, the renovation of the historical Balat Market and the establishment of a waste management strategy (Table 5.13). That it is to say, the Programme has three major components to achieve physical and environmental regeneration (the restoration of the historical buildings, the renovation of the historical Balat Market and the establishment of a waste management strategy), one major component to achieve social regeneration (the establishment and management of a social centre) and no component to achieve economic regeneration in the district. It was anticipated that the rehabilitation of the historical Market would lead to economic regeneration in the district by introducing a new functional attraction to the Balat Market and by contributing to the development of commerce facilities in the district.

The Rehabilitation Programme anticipates the restoration of a total of 123 listed buildings out of 898 historical buildings that are in need of varying degrees of rehabilitation (light rehabilitation: 376 buildings, rehabilitation at middle level: 365 buildings and heavy rehabilitation: 157 buildings). It means that the RFBDP will solve one of the most important spatial and physical problems of the site at a rate of only 13.7%.

In addition, only 26 out of 123 listed buildings (21.1%) have been restored so far. The main reasons that led to delay in the implementation process of the restoration work were the long official rules and procedures to be followed such as the approval of the restoration projects by the Protection Board, the inability to get permission from the property owners for the restoration of their buildings and the inability to find the owners of the title deeds of the buildings to be restored.

On the other hand, despite these low rates of success (13.7%, 21.1%) in terms of the number of the restored buildings, the quality of the restoration work of the first 26 buildings is accepted as successful at a rate of approximately 90% by the Director of the Restoration Component because, to her, the tender documents were very

comprehensive since they were prepared according to the EU standards and a successful model of urban rehabilitation was created which could be implemented in other areas through the development of an implementation model for large-scale restoration projects by creating an adaptable system for the buildings that had the same problem with small differences.

Nevertheless, a rehabilitated district image could not be created because the continuity in terms of the restoration of the buildings could not be achieved and thus building groups which would generate a visual impact could not be created. The main reason behind the failure in achieving continuity in terms of the restoration of the buildings was the inability to get permission from the property owners of the 80 buildings which were selected with particular concern to their location to achieve equal distribution in the district and to create groups that could be perceived from both inside and outside the district. The property owners did not give permission to restore their houses due to various reasons such as the illegal floors, the contract which would be signed between them and the Fatih Municipality, opposing views disseminated by the ruling party and the fear to lose their houses.

As for the renovation works of the historical Balat Market, preparations continue for the restoration of 33 shops and for the improvement of the infrastructure in Lapçınler and Leblebiciler Streets. Yet, there has not been a study related to the improvement of the connection with the city through strengthening the Balat entrances and using the Golden Horn better. Furthermore, the infrastructural work planned to be implemented in Lapçınler and Leblebiciler Streets is limited to only the streets and the lighting despite the need to improve also the water supply and the sewerage to make it a clean and functioning market.

Regarding the establishment of a waste management strategy, while the overall cleaning of the district has been achieved and maintained by the Greater Municipality and the Fatih Municipality through regular collection of the garbage together with the provision of all necessary equipment, there have arisen some problems related to the recovery and recycle of the solid waste. Although several studies were carried out successfully to recover and recycle the solid waste such as

the collection of information about solid waste problem to define the strategy to be developed, the determination of the most suitable solid waste management model for the district in cooperation with all partners of the project, the purchase and distribution of the transparent plastic boxes to the households to collect the recyclable solid waste and the organization of an education campaign for the local people to achieve effective implementation of the strategy, in time, the performance of the Fatih Municipality regarding the collection of the recyclable solid waste worsened and people started to use both the transparent plastic boxes and the waste for different purposes. Moreover, a small amount of recyclable solid waste is produced since it is a poor district.

As for the establishment and management of a social centre, the studies carried out in the beginning to understand the social structure of the district have enabled the staff to design the social centre activities according to the needs of the local people. Thus, three target groups were defined; the children, the teenagers and the women.

The pre-school education provided for the 4–5 years old children enabled the children of the poor families to have the educational facilities related to social, physical, cognitive activities and language improvement and the nursery where these 4–5 years old children are looked after during day time provided an opportunity to the local women who want to work but cannot due to lack of a place to leave their children.

After-school training facility provided the teenagers with a place to study after school and increased their success rate at school through the courses on subjects such as mathematics, English language and computer. Moreover, they have been attending a meeting once a week where they develop empathy feelings and improve their social relations. Besides, they get assistance on psychological issues such as expressing themselves and coping with adolescence stress and pressure.

Finally, the women have been attending to vocational courses (wood painting and jewellery design) which provided them an opportunity to have permanent jobs, to health education courses which were designed according to their demands and to

literacy training and seminars which are also very useful when considered the high illiteracy rate among women.

On the other hand, although the Project Coordinator stated that they were pleasant about the attendance of the local people to the Social Centre activities and about the consequences, in fact, the number of the people participating in the social centre activities is very limited (350 active beneficiaries) when the total population of the district is considered (approximately 6.000). Besides, the activities provided by the Social Centre are not wide-ranging (i.e. the courses aimed at improving the vocational skills of the inhabitants). Therefore, no matter how high the quality of the social centre activities, indeed the Centre has a limited contribution to the social regeneration of the district. Furthermore, there are not any Social Centre activities designed for the local men and this has been very disadvantageous especially when trying to persuade the local tradesmen to sell some souvenirs and goods for tourists in their shops. This attempt to support the growing existing businesses in the district which would eventually contribute to the economic regeneration of the district was rejected by the local tradesmen since they were not open to change.

As mentioned before, the completion of the programme has been delayed to the autumn of 2007 and the main reasons which were generally related to the restoration process were the long official rules and procedures to be followed such as the approval of the restoration projects by the Protection Board, the inability to get permission from the property owners for the restoration of their buildings and the inability to find the owners of the title deeds of the buildings to be restored. Apart from these reasons, the interviewees pointed out some other factors which caused delays and created difficulties in the implementation process of the Programme.

Three major factors were put forth by the Director of the Restoration Component. The first one was the lack of a plan to follow during the implementation period of the Programme which she thought as one of the most important deficiencies of the Programme.

Second factor was related to the management problems occurred in the beginning of the Programme. In this respect, she stated that:

*According to me, more compatible components for the solution of the problems of the Fener-Balat districts could have been determined if a comprehensive observation was carried out in the district, in the beginning of the Programme. However, the company carrying out this study could not understand the reality of the district and we lived difficulties while working with this company because there were only businessmen in the company. Although there were experts in the TAT, the leaders of this team could not direct the company in their studies. Consequently, because of the lack of a plan to be followed and the management problems, the studies have been carried out step by step (Director of the Restoration Component).*

Similarly, the General Secretary pointed out the insufficiency of the directors of the Programme as one of the most important factors leading to failure of the RFBDP, stating that:

*A terrible mistake was made about the directors of the Programme; the people who were not aware of the realities of the district were appointed as the directors (General Secretary).*

As for the third factor, the Director of the Restoration Component mentioned that they could hardly carry out their studies since the number of the TAT staff was not enough.

Another factor was put forth by the Local Co-Director. She highlighted the problems created by other authorities which had to be worked in collaboration with. In this respect, she stated that:

*The public authorities lived difficulty in understanding the project. For example, the Protection Board did not give priority to the project. The Chamber of Architects wanted fee for the restoration work and the Office of the Land Registry wanted fee for all of the operations. Naturally, the European Commission could not understand these obstacles (Local Co-Director).*

On the other hand, according to the Local Consultant, there are also some problems created by the Fatih Municipality itself:



*The Fatih Municipality does not support this project so much. They think that they could also have implemented such a programme in the district by their own without receiving the European Union aid. Moreover, we hear about other rehabilitation projects which the Municipality plans to implement in the district. Yet, it is not possible to get information about this subject from the Municipality (Local Consultant).*

Table 5.13 The assessment of the fulfillment of the targets of the RFBDP (+: Successful, ⊥: Partially successful, -: Not successful, N.P.A.: Not possible to assess)

THE COMPONENTS OF THE PROGRAMME	GOAL		IMPLEMENTATION	ASSESSMENT		
RESTORATION	Number of buildings to be restored	200 (In the beginning of the programme)	26: Light rehabilitation (first tender, residential buildings)	123 out of 200 (61.5%)  (The acceptance of the restoration work of 200 buildings as a very utopic target within the four-year period by the Director of the Restoration Component even only light rehabilitation implemented; the assumption of EU about the restoration projects as they were ready and the only work to do was to revise them although there were not any projects)	⊥	The RFBDP has been successful to some extent in terms of the number of the restored buildings.
		123 (During the process) • 26: Light rehabilitation (first tender, residential buildings) • 97: Rehabilitation at middle level (72: second tender, residential and commercial buildings; 25: third tender, residential buildings)		26 out of 123 (21.1%)  (Delay in the completion of the Programme to Autumn, 2007 because of the: • long official rules and procedures to be followed such as the approval of the restoration projects by the Protection Board • inability to get permission from the property owners for the restoration of their buildings (for a year because of the opposing views disseminated by the ruling party) • inability to find the owners of the title deeds)	-	
	To help the permanent inhabitants of the district who do not have enough economic opportunities to carry out necessary repairs to maintain the physical conditions of their buildings		The scheme which helps only property owners to restore their houses	+		The RFBDP is successful as for helping the permanent inhabitants of the district who do not have enough economic opportunities to carry out necessary repairs to maintain the physical conditions of their buildings.
	To achieve the socio-economic regeneration and sustainable rehabilitation of the district		Incomplete rehabilitation work	A future target		N.P.A.
	To create income generating economic activities for the local people	The stipulation of the employment of the local people in the restoration work through the restoration agreement	Incomplete rehabilitation work	Limited number of people (10 people)	-	N.P.A.
				A future target		
	To improve the technical capacity of the Fatih Municipality in terms of saving the cultural heritage	The control and approval of the restoration work done by the contractor by the Technical Assistance Team in cooperation with the experts from the Fatih Municipality	Incomplete rehabilitation work		+	N.P.A.
				A future target		

	To create a successful model of urban rehabilitation which can be implemented in other areas	Development of an implementation model for large scale restoration projects; creation of an adaptable system for the buildings that had the same problem with small differences; examination of each building and identification of differences among their common problems	The acceptance of the restoration work of the first 26 buildings as successful at a rate of approximately 90% by the Director of the Restoration Component	+	The RFBDP is successful regarding the creation of a successful model of urban rehabilitation which can be implemented in other areas.
	To initiate and encourage the rehabilitation of other buildings in the district	The trigger rate not equal to 1/7 for the first 26 buildings; the restoration of only one or two buildings nearby the restored buildings (cleaning the facades)	The restorations carried out independent of scientific methods	-	The RFBDP can not be accepted as successful as for initiating and encouraging the rehabilitation of other buildings in the district.
	To be careful during the whole process especially during the restoration interventions in terms of preserving the original character of the buildings to establish a centre for restoration which would present an example and improve the quality of other restoration works carried out in Istanbul	The tender documents at EU standards (very comprehensive)	The provision of a significant knowledge and experience to TAT in the field of restoration	+	The RFBDP is successful to a large extent in terms of preserving the original character of the buildings to establish a centre for restoration which would present an example and improve the quality of other restoration works carried out in Istanbul
		The inability of the contractor to implement the restoration work at EU standards (To the Director of the Restoration Component, the main reason was the inability to implement the restoration schemes above a certain level in Turkey)	-		
			The acceptance of the restoration work of the first 26 buildings as successful at a rate of approximately 90% by the Director of the Restoration Component	+	
	To achieve public participation in order to ensure the sustainability of the rehabilitation and to bring funds from outside to the district	Meetings held with the property owners through the Community Forum; discussions related to the scope of the restoration work, the criteria for the selection of the buildings to be restored and the contract conditions that would be signed between the Municipality and the property owners	+		The RFBDP has been successful to some extent as for achieving public participation in order to ensure the sustainability of the rehabilitation and to bring funds from outside to the district.
		The limited achievement of public participation especially during the first phase of the restoration work; the inability to take permission from the property owners for the restoration of their buildings due to various reasons such as the illegal floors, the contract which would be signed between the them and the Fatih Municipality, the opposing views to the programme by the ruling party and the fear to lose their houses	⊥		
		The inability to bring funds from outside the district	-		
	To enable local people work in the restoration of the buildings through training; to increase their job opportunities by improving their skills in this field	The course to raise restoration technicians organized through the collaboration of the TAT, Turkey Contractors Union, Balat-Fener Culture and Beautification Association and CRFA;	+		The RFBDP has been successful to some extent in terms of enabling the local people work in the restoration of the buildings through training and of increasing their job opportunities by improving their skills in this field.
		• Training of 50 students as intermediate workers	+		
		• The inability to find so many students from the district	-		
		• The employment of some of these students in the first phase of the restoration component	+		
		• The first course in Turkey raising certificated restoration technicians	+		
	To achieve continuous maintenance of buildings by preparing repair manuals that would teach basic restoration techniques to the property owners on a general level	The lack of a work related to this issue	-		The RFBDP can not be accepted as successful regarding the achievement of continuous maintenance of buildings by preparing repair manuals that would teach basic restoration techniques to the property owners on a general level

	To facilitate the procedures for restorations	The lack of a work related to this issue	Long official rules and procedures to be followed such as the approval of the projects by the Protection Board	-	The RFBDP can not be accepted as successful as for facilitating the procedures for restorations
	To develop a database for the buildings and to create an archive by using this database and the documents produced during the implementations	<ul style="list-style-type: none"> <li>The development of a database including all the data about the buildings which are restored, being restored and will be restored together with photographs</li> <li>The creation of an archive by using this database and the documents produced during the implementations</li> </ul>	+		The RFBDP is successful regarding the development of a database for the buildings and the creation of an archive by using this database and the documents produced during the implementations.
	To achieve equal distribution in the neighbourhoods and to create groups that could be perceived from both inside and outside the district	<p>The selection of 80 buildings with a particular concern to their location for the first phase of the restoration work to achieve equal distribution in the neighbourhoods and to create groups that could be perceived from both inside and outside the district</p> <p>The inability to get permission from the property owners of these 80 buildings for the restoration of their buildings due to various reasons such as:</p> <ul style="list-style-type: none"> <li>The necessity to demolish the converted lofts in case of a restoration work to obtain the approval of the Protection Board</li> <li>The unwillingness of the property owners to restrict themselves through the agreement (signed between Fatih Municipality and property owners before the restoration work started) stipulating them not to sell their houses for a five-year period and not to increase the rents over inflation rate during this period; the expectation about the significant increase in the value of the Fener-Balat districts in any case due to the Rehabilitation Programme</li> <li>The feeling of the local inhabitants to their neighbourhoods</li> <li>The concerns of the local people about losing their house because of the opposing views disseminated by the ruling party through which it was claimed that the houses would be given to the Greek people who were the former inhabitants of the district until the 1950s and of the prejudice developed among them against the Programme since there had not been a progress related to the Programme during the period between 1997 and 2002</li> <li>The concerns of the local people about being compelled to pay money after the restoration work was completed</li> </ul>	+	-	The RFBDP can not be accepted as successful in terms of achieving equal distribution in the neighbourhoods and creating groups that could be perceived from both inside and outside the district.

		<p>The decrease in the number of the buildings to be restored from 80 to 26</p> <p style="text-align: center;">↓</p> <p>The inability to achieve equal distribution in the neighbourhoods</p> <p>The inability to achieve continuity in terms of the restoration of the buildings (only one street that has continuity)</p> <p>The inability to create building groups which;</p> <ul style="list-style-type: none"> <li>• could be perceived from both inside and outside the district</li> <li>• would generate a visual impact and thus would encourage the local people, the local authorities and non-governmental organizations (NGOs) to participate in the study</li> <li>• would give the impression of a successful regenerated district image</li> </ul>	-	
	To prevent gentrification in the district	The strategy to not to choose the buildings which changed hands after 1997 for the restoration work in order to prevent speculation	+	The RFBDP can not be accepted as successful as for preventing gentrification in the district.
		The agreement (signed between Fatih Municipality and property owners before the restoration work started) stipulating the property owners not to sell their houses for a five-year period and not to increase the rents over inflation rate during this period	+	
		The sale of the houses through the notary public	-	
		The pressures on tenants to increase the rents	-	
		The lack of a punitive sanction in the agreement	-	
		Despite all the precautions, the increase in the property prices and rents in the district because of the Programme	-	
SOCIAL CENTRE		The lack of any concrete precautions to prevent gentrification in the district after the programme is completed	-	
		The studies carried out to understand the social structure of the district with the aim of determining the needs of the local people	+	The RFBDP is successful in terms of determining and meeting the needs of the local people.
		The definition of three target groups among the local people:		
		<p>1. The children</p> <p>The nursery where 15 children at the age of 4 or 5 are looked after during day time (especially the children of the working mothers or the mothers who have a lot of children and of poor families)</p>	<p>The provision of an opportunity to the local women who want to work but cannot due to lack of a place to leave their children; the main reason of the local women for not working:</p> <ul style="list-style-type: none"> <li>• The children (88% of the local women)</li> <li>• The inability to find anyone or any place to leave their children (44% of the 88%)</li> </ul>	+

	To determine and meet the needs of the local people		Pre-school education provided for these 4–5 years old children (social, physical, cognitive activities and language improvement)	The provision of an opportunity to the children whose families could not provide such educational facilities to them because of poor economic conditions	+
		2. The teenagers	After-school training facility provided for the teenagers to improve their skills on subjects such as mathematics, English language and computer	<ul style="list-style-type: none"> <li>The improvement of the success rate of the students at school through after-school training facility</li> <li>The provision of a place for the students who can not find a place to study after school</li> </ul>	+
			The creation of a group made up of 20 teenagers by the psychologist; meetings (once a week) where the teenagers listen to each other so that develop empathy feelings and participate in a social environment	+	
			Education provided to help the teenagers to express themselves and to cope with adolescence stress and pressure (in accordance with their demands)	+	
			Good attendance to the programmes	+	
		3. The women	Literacy training and seminars provided for the local women	High illiteracy rate among women	+
			Wood painting (twice a week) and jewellery design (once a week) courses provided for the local women to improve their manual and vocational skills through the leadership of two vocational training professionals (in accordance with the women's demands)	<p>The opportunity of the local women to have permanent jobs through these vocational courses (wood painting and jewellery design);</p> <ul style="list-style-type: none"> <li>Products marketed to shops and to the people in close environment</li> <li>Home-made foods (pasta or cookies) sold to the hotel (The provision of an opportunity to the local women who want to set up their own business in cooking field (86%))</li> <li>The studies of the Social Centre staff to transform that potential into a real income generating business in the future</li> </ul>	+

		<div>Health education courses provided for the local women;<ul style="list-style-type: none"><li>Education provided in clean-up, hygiene, mouth and tooth health, family planning, birth control and individual consultancy service by the Health Professional</li><li>Education provided on the issues such as child development, to cope with stress, to express themselves, communication and individual consultancy service by the Psychologist (in accordance with their demands)</li></ul></div> <div>Good attendance to the courses and pleasant consequences</div>	<div>The request of the local women to be informed about the diseases that could be treated at home, women health, psychological problems and first aid</div> <div>+</div>	
	To strengthen School-Family Unions in two primary schools in the district (Tarık Us Primary School in Fener neighbourhood and Kırımlı Aslan Primary School in Balat neighbourhood)	The strengthening of the School-Family Union especially in Tarık Us Primary School	⊥	The RFBDP has been successful to some extent regarding the strengthening of the School-Family Unions in two primary schools in the district.
	To make the students in the site aware about the historical and cultural assets of the Fener-Balat districts, the neighbouring areas and Istanbul	The culture trips arranged (at weekends) by the Culture Conscious Development Foundation for the 6. 7. and 8. classes of the two schools (Tarık Us Primary School and Kırımlı Aslan Primary School) through the “Culture Ants” Programme	+	The RFBDP is successful in terms of making the students in the site aware about the historical and cultural assets of the Fener-Balat districts, the neighbouring areas and Istanbul.
	To achieve the attendance of the local people to the Social Centre activities	<ul style="list-style-type: none"><li>The continuing registrations; approximately 350 active beneficiaries</li><li>Despite the difficulties lived when attracting the local women to the centre, good attendance to the Social Centre activities (much more than estimated)</li></ul>	+	The RFBDP is successful to a large extent as for achieving the attendance of the local people to the Social Centre activities.
	<b>BALAT MARKET</b>	To develop both commerce facilities and housing rehabilitation works in the district and to provide new meeting spaces through the rehabilitation of the Balat Market	Incomplete rehabilitation work	A future target
	<div>To improve the shops’ physical conditions (would be carried out within the framework of the Programme);<ul style="list-style-type: none"><li>To implement light repairs in their facades, roofs, overhangs</li><li>To renew the electricity and water systems</li><li>To use a uniform overhang in all shops in order to create a visual impact</li></ul></div>	The meetings held with each shopkeeper	+	The RFBDP has been successful to some extent regarding the improvement of the shops’ physical conditions.
		Obtaining necessary permissions for the restoration of their shops	+	
		The preparation of the restoration schemes of the shops to be implemented within the second phase of the restoration work	+	
		Incomplete rehabilitation work	-	
	<div>To improve the infrastructure in Lapçinler and Leblebiciler Streets (would be carried out by the Fatih Municipality)<ul style="list-style-type: none"><li>To provide the lighting of the streets by the TAT in collaboration with the Turkish Electricity</li></ul></div>	The declaration of the Fatih Municipality officials to solve infrastructural problems of Balat Market through the improvement in streets and the lighting as a first step of the programme to solve infrastructural problems of the whole Fatih District	⊥	The RFBDP can not be accepted as successful in terms of improving the infrastructure in Lapçinler and Leblebiciler Streets.

	Institution (TEI) and the Fatih Municipality; to define the number and type of the street lamps in cooperation with the shopkeepers and to implement the infrastructural work by the TEI and the Fatih Municipality		Despite the need to improve the infrastructure such as streets, water supply, sewerage and lighting to make it a clean and functioning market, to achieve economic regeneration and to create an attraction point for the district, the declaration regarding only the improvement in streets and the lighting	-		
			No meetings held with shopkeepers to define the number and type of the street lamps	-		
			No partnership established between the TAT, the TEI and the Fatih Municipality to provide the lighting of the streets	-		
	<ul style="list-style-type: none"><li>To develop a special strategy for the Balat Market within the scope of the solid waste management component of the Programme; to determine the container need in terms of number, type and location</li></ul>		The determination of the Balat Market’s container need in terms of number, type and location	+		
	To improve the connection with the city through strengthening the Balat entrances and using the Golden Horn better (would be carried out in cooperation with the Greater Municipality) <ul style="list-style-type: none"><li>To prepare an urban design study in the Balat Market entrances especially in the one from the Golden Horn shore in collaboration with the Fatih Municipality and the Greater Municipality</li></ul>		The lack of a work related to this issue	-	The RFBDP can not be accepted as successful as for improving the connection with the city through strengthening the Balat entrances and using the Golden Horn better.	
	To restore a number of shops that belong to the public authorities in order to utilize for income generating social centre activities		The lack of a work related to this issue	-	The RFBDP can not be accepted as successful in terms of restoring a number of shops that belong to the public authorities in order to utilize for income generating social centre activities.	
	To introduce a new functional attraction to the Balat Market to save it from being a market where only daily shopping is made		The lack of a work related to this issue	-	The RFBDP can not be accepted as successful regarding the introduction of a new functional attraction to the Balat Market to save it from being a market where only daily shopping is made.	
			The inability to establish a partnership with the Chambers of Commerce (to acquire guidance for the tradesmen about the market)	-		
WASTE MANAGEMENT	To maintain the overall cleaning of the district through regular collection of the garbage together with the provision of all necessary equipment		The obligation of the Greater Municipality and the Fatih Municipality to maintain the overall cleaning of the district <ul style="list-style-type: none"><li>The obligation of the Fatih Municipality to collect the garbage by its own vehicles, to purchase the containers and to put them on pre-defined places, and to provide the necessary equipment for the cleaning of the streets</li></ul>	No garbage accumulated around and clean streets (Based on the area study between 12 and 16 June 2006)	+	The RFBDP is successful as for maintaining the overall cleaning of the district through regular collection of the garbage together with the provision of all necessary equipment.
	To recover and recycle the solid waste	To collect information about solid waste problem and thus to define the strategy to be developed	The survey carried out in the district during the period between August-September 2004, in order to collect information about solid waste problem and thus to define the strategy to be developed; <ul style="list-style-type: none"><li>The determination of the recyclable solid waste produced in the district per week</li><li>The identification of the resource, the type and the amount of the produced solid waste</li><li>Preparation of an analysis report</li><li>The start for the determination of the structure of the strategy by the TAT in cooperation with the Fatih Municipality Cleaning Works Department</li></ul>	+		The RFBDP has been successful to some extent in terms of recovering and recycling the solid waste.



		To determine the most suitable solid waste management model for the neighbourhoods in cooperation with all partners of the project	<ul style="list-style-type: none"> <li>A series of meeting held with the local people and the headmen of Fener-Balat (The most comprehensive meeting: On December 9, 2004, with the participation of an officer from the Fatih Municipality Cleaning Works Department, the headmen of the district, the principals of the primary schools in the district, the community volunteers and the representatives of the non-governmental organizations (NGOs) of the district)</li> <li>Field study</li> </ul>	+	
		To purchase and distribute the boxes or such equipment to the households which would be used to collect the recyclable solid waste	<ul style="list-style-type: none"> <li>During the meetings carried out with the participation of the project partners, the focus on three alternatives to collect the recyclable solid waste; the selection of the distribution of the transparent plastic boxes to every household as it was financially the most feasible solution</li> <li>The decision regarding the obligation of the Fatih Municipality to collect this waste on certain days of a week and to ensure the recycle of it</li> <li>The distribution of the transparent plastic boxes to 2500 households (Started on March 29, 2005 and completed in April 2005)</li> </ul>	+	
		To support solid waste management work through an education campaign for the local people to achieve effective implementation of the strategy (to achieve a general awareness among local people about the solid waste management and particularly to explain what kind of solid waste they had to collect)	The design of the campaign according to the three target groups which were the students, the women and the men	The lack of a study for men	⊥
			<p>Awareness raising seminars about the recyclable solid waste organized in the primary schools of the district in February 2005 (in collaboration with the Green Steps Environmental Education Association)</p> <ul style="list-style-type: none"> <li>The presentations made on the issues of environmental problems, recycle and recovery of solid waste for 1250 students going to Tarik Us, Edirnekapi, Muallim Naci and Kirimli Aslan Primary Schools</li> <li>The distribution of posters and brochures related to these issues to the students</li> <li>Art workshops organized in the schools with attendance of approximately 150 students and the production of posters by the students by using the recyclable solid waste through the leadership of their art teachers</li> <li>The aim to achieve the participation of more students to these activities by repeating the art workshops during the semesters in every school</li> </ul>	+	
			Small scale meetings held with women in the houses through the help of the community volunteers; the information given about the recyclable solid waste and learning women's opinions about this issue	+	
			<p>Some problems related to solid-waste management strategy:</p> <ul style="list-style-type: none"> <li>The worsening performance of the Fatih Municipality regarding the collection of the recyclable solid waste (The need to remind the Municipality to collect the recyclable waste in the district and to page and make announcements again and again to continue this practice)</li> </ul>	-	

			<ul style="list-style-type: none"> <li>The usage of the transparent plastic boxes for different purposes (as fruit/vegetable boxes or as laundry boxes) as the local people do not have such a habit and the inability to make them gain consciousness through the campaign</li> </ul>	-	
			<ul style="list-style-type: none"> <li>The production of a small amount of recyclable solid waste (Poor neighbourhood)</li> </ul>	-	
			<ul style="list-style-type: none"> <li>The usage of the waste for different purposes (Newspapers used as fuel)</li> </ul>	-	
	To share the responsibility with local people		A series of meeting held with the local people and the headmen of Fener-Balat	+	The RFBDP is successful to a large extent as for sharing the responsibility with local people.
			Field study	+	
			The distribution of the transparent plastic boxes to 2500 households	+	
			The education campaign designed according to the three target groups which were the students, the women and the men <ul style="list-style-type: none"> <li>Awareness raising seminars about the recyclable solid waste organized in the primary schools of the district</li> </ul>	+	
			<ul style="list-style-type: none"> <li>Small scale meetings held with women in the houses</li> </ul>	+	
			<ul style="list-style-type: none"> <li>The lack of a study for men</li> </ul>	-	

## **CHAPTER 6**

### **CONCLUSION**

#### **6.1. Scope, research question and research method of the thesis**

The main concern of this thesis was to assess the success level of the urban regeneration projects, especially the ones in historical and cultural heritage sites. Using case study as a research method, this thesis sought to develop a success assessment model for urban regeneration projects and used it to determine the success level of the Rehabilitation of the Fener and Balat Districts Programme (RFBDP). A literature review carried out in order to develop this model revealed that a successful urban regeneration project had to adopt two inevitable and interconnected features. The first was that they had to be designed according to a strategic planning approach and that they had to acquire partnership approach. The second important feature was that they had to adopt an integrated approach.

The research mainly focused on integrated approach, which emphasizes the necessity to concentrate on both the physical, environmental, economic and social aspects of urban regeneration. The approach is based on the assumption that there is no single cause for the deterioration of urban areas and therefore there is no single solution to regain these areas. Thus, the success criteria of urban regeneration projects were identified according to the qualitative and quantitative measurable features of the integrated approach. Through these criteria, it would be possible to determine how far an urban regeneration project can successfully regenerate a declined urban area in physical, environmental, economic and social terms.

Here, it is noteworthy that, in the literature reviewed, there is neither a meta-model/universal formula to achieve success in urban regeneration projects, nor any explicit criteria to evaluate the success level of these projects. In this respect, this thesis has provided us with a start to develop a model that helps assess the success

level of the urban regeneration projects and therefore helps determine the success criteria for physical, environmental, economic and social regeneration.

The key proposition tested in this thesis was that the success level of an urban regeneration project depends on how far it provides a declining area with successful physical, environmental, economic and social regeneration.

In order to make the success assessment of the RFBDP, four steps were followed in this research. The Fener-Balat districts were first examined in terms of their location in Istanbul, and their spatial and socio-demographic changes in history. Second, the physical, environmental, social and economic potentials and problems of the Fener-Balat districts were examined. Third, the RFBDP with its strategies and policies were explained. Finally, in the last part of the case study, the strategies and policies of the Rehabilitation Programme were examined according to the success criteria identified by this thesis and the collected data was analyzed in order to assess how far the currently on-going project can successfully regenerate or reverse the urban, social and economic decline of the Fener-Balat districts. The research also identified the progress level of the Programme until July 2006.

## **6.2. Findings of the thesis**

The success assessment of the RFBDP showed that the programme has had a very limited impact on the regeneration of the Fener-Balat districts. First of all, although the name of the project is “The Rehabilitation of Fener and Balat Districts Programme”, the Programme area only covers 16% of the whole Fener-Balat districts.

Second, the study on the Programme revealed that it has not been developed within integrated and comprehensive approaches to the regeneration of the Fener-Balat districts. In other words, it has limited strategies to solve the physical, environmental, economic and social problems of the whole Fener-Balat districts. The scope of the Programme is limited to four components which are the restoration of the historical

buildings, the establishment and management of a social centre, the renovation of the historical Balat Market and the establishment of a waste management strategy.

Regarding its success of achieving **physical and environmental regeneration** in the Fener-Balat districts, the research revealed that the Programme has been successful to a limited extent in terms of:

- reducing the spatial and physical constraints of the site,
- preserving the historical and cultural heritage of the district which comprises both the physical stock itself, and the historical and cultural values.
- changing unfavourable ‘images’ of the district.

However, this research showed that the programme failed in terms of:

- solving the spatial and physical problems of the site,
- using the spatial and physical potentials of the site which includes reusing redundant buildings, vacant and derelict lands,
- providing good-quality of urban design which includes attractive public open spaces and good amenities, and
- enhancing the idea of ‘compact city’ which means close working and living spaces, making good use of infrastructure and the ability to adapt to fortunes without complete development.

Concerning its success of achieving **economic regeneration** in the districts, the RFBDP has been found successful to a limited degree in terms of:

- providing training and education opportunities for the residents of the site,
- establishing partnerships with key actors and agencies in the local labour market,
- creating new net jobs (both temporary and permanent) in the site,
- developing vocational skills of inhabitants, and
- motivating the unemployed people in the site for job search.

Yet, the research comes to a conclusion that the project is not successful in the issues of:

- keeping indigenous economic activities in the site,
- attracting new firms and economic activities into the area by using the existing resources such as redundant lands and historical buildings, and
- transferring the labour force in the site from informal sector to formal sector.

When considering the success level of the project in **social regeneration**, the RFBDP has been successful to a degree in terms of:

- achieving public participation,
- responding to community needs and problems regarding health, education and housing.

However, it could not be seen successful in the issues of:

- keeping local community in the site (i.e., preventing gentrification),
- responding to community needs and problems regarding spatial and social safety, and
- defining and attracting targeted groups into the area.

There are various factors that caused the limited success of the RFBDP. The key factor is that the main approach of the Programme was not designed according to integrated regeneration approach. The second factor is related to the preparation of the Programme. The RFBDP is a top-down programme to a certain extent, as the Programme was first prepared without community involvement, and then the participation of the inhabitants of the Fener-Balat districts into the Programme (or their approval to the Programme) was expected. If the Programme had been prepared through the community involvement, local community's support to the Programme would have been achieved faster. For this reason, the restoration works delayed because of the lack of the property owners' support to the restoration of their buildings. Through the interviews, this research also revealed that the restoration

process delayed due to the long official rules and procedures to be followed such as the approval of the restoration projects by the Protection Board. Additionally, the study found that the limited success of the Programme was related to the lack of an implementation (staging) programme, inadequate number of technical staff to work within the project (the Director of the Restoration Component), and the insufficient management capacity of the directors of the Programme (the General Secretary). Moreover, another factor was related to the obstacles created by some public authorities and voluntary organizations within the implementation process of the Programme (the Local Co-Director). The research revealed that the Protection Board did not give priority to the project; the Office of the Land Registry wanted fee for all of the operations, and the Chamber of Architects wanted fee for the restoration work. All these problems created through the implementation process led to the delays in the time-schedule of the Programme. Additionally, the lack of the political support of the Fatih Municipality to the Programme is another reason why it has been failing.

It should be noted that, despite these shortcomings, the RFBDP was an important project in the urban regeneration history of both Istanbul and Turkey. It includes some policies which are much more advanced than many other conservation-led regeneration projects carried out in the historical parts of the Turkish cities. Nevertheless, the study on the Programme revealed that despite some concerns about the physical, environmental, economic and social regeneration of the Fener-Balat districts, more comprehensive and integrated approaches are needed for the physical, environmental, economic and social regeneration of the Fener-Balat districts.

### **6.3. Recommendations for the future conservation-led regeneration projects**

Based on the findings of this research, it is possible to make a number of recommendations for the future conservation-led regeneration projects. First of all, conservation-led regeneration projects should include multi-purpose objectives. As emphasized by the success model put forth by this research, these projects have to adopt integrated approach in order to tackle multiple-problems of declining and deteriorated historical sites. Additionally, these projects, like the RFBDP, should have long planning horizons; i.e., they should not be expected to show a great

success within 5-6 years. Such regeneration programmes have to be designed according to short, medium and long-term targets; and the success assessment of these projects has to be made with respect to such targets. In different stages, the predetermined targets can be revised according to the success assessment of the projects.

While making the success assessment of these projects, it is possible to evaluate the project through the scientific criteria as shown in this research. Yet, it is also important to consult the opinions of the user groups for the success assessment of these projects. Regular interviews with the user groups will show well-working sides of the projects, as well as the sides which should be revised.

In this sense, the community involvement at every stage of conservation-led regeneration projects is crucial for successful social regeneration and sustainable urban regeneration projects. Active community involvement would improve the quality of policy decisions and provide the more effective implementation of urban regeneration projects. As the RFBDP was a top-down project which was not prepared with the community involvement, the project team had to convince the owners of the historical buildings in order to start the restoration projects. Thus, to attain the community support to the project is one of the key steps to be made. In this sense, it is important to create representative board(s) for the community, and to develop community empowerment. In this way, it is possible to build the capacity of the communities. As in the case of the Fener-Balat, many conservation-led regeneration projects in Turkey lack such approaches. It should be also noted that, through such projects, it is possible to generate communities; i.e., to develop the feelings of solidarity and belonging, pride and identity.

As mentioned before, conservation-led regeneration projects are long-term projects. It is crucial to establish long-term project offices in order to successfully implement these projects, monitor their progress level, and revise their strategies and policies in time according to the assessment methods suggested by this research. In the case of the Fener-Balat Rehabilitation Project, one of the short-comings of the projects is the establishment of the project office only for 5-6 years.



As in the case of the Fener-Balat districts, property-led regeneration has been chosen as the key strategy for conservation-led regeneration projects in Turkey. Although historical buildings and those with special architectural values and features in urban declining areas offer opportunities for urban regeneration due to their economic values, there must be long-term funding regimes, especially for the restoration of the historical buildings under private ownership. For the case of the Fener-Balat, the funding regime was short-sighted. Although almost 50% of the EU grant was allocated for the restoration of the historical buildings, this could help the restoration of 13.7% of the whole building stock in the districts. And until July 2006, only 3% of the whole building stock could be restored. This shows that, for the conservation-led regeneration projects in Turkey, there is a strong need to establish long-term funding alternatives for low and middle-income groups who live in such neighbourhoods. Otherwise gentrification is inevitable for such sites.

Additionally, it is important to attain a sustainable conservation-led regeneration project or self-financed to a significant extent as a principle for funding strategy. Although the majority of recent urban regeneration projects in Europe have been financed through the national and international funds, it is crucial that urban regeneration projects are designed on the basis of sustainable funding systems. Otherwise, as in the case of the Fener-Balat districts, the future of the projects would be blurring. In this sense, it is important to attract public, private and voluntary sector investments to such historical and cultural heritage sites and to make long-term partnerships. Additionally, community empowerment is very important in order to attain sustainable conservation-led regeneration projects. With the community involvement in every stage of the projects, the ownership feelings of the community would be developed for the projects. The support for the development of local enterprises which also employ people from the community would be also very helpful in terms of achieving community empowerment and thus sustainable community regeneration.

Due to the limited funding regime for conservation sites in Turkey, a common and strongly promoted strategy for the conservation-led regeneration sites in Turkey is gentrification. In various places in Istanbul, such as in Cihangir, Galata and Beyoğlu,

the local residents of these sites moved out the project areas, while upper income groups moved in. This is an inevitable outcome of the limited government funds to support low-income groups who would like to restore the historical buildings. For the RFBDP, the condition of the project for keeping the rents as they were for five years was very important in terms of protecting the tenants living in the Fener-Balat districts. But it can only stop the occurrence of gentrification for a short while. As mentioned above, new long-term funding alternatives should be established for low and middle-income inhabitants of historical sites in Turkey.

Also, in such conservation-led regeneration projects, it is important that the project should attain and maintain the co-operation and collaboration of the key actors of regeneration. In the case of the Fener-Balat districts, one of the prominent problems which delayed the successful implementation of the project was the lack of the political support of the Fatih Municipality to the project, as well as the insufficient cooperation of some public and voluntary agencies. The study on the Fener-Balat case showed that there is a need to initiate such projects through the establishment of the strong collaboration with the key actors of regeneration. This research also revealed the need for an institutional and procedural change (or restructuring) in Turkey in order to facilitate the operation and implementation of conservation-led regeneration projects.

It is important that conservation-led regeneration projects are area-based. As in the case of the RFBDP, the investments should first be directed on a limited area. It is a healthy strategy to direct and keep the investments on certain designated areas so that the investments can make trigger impacts; i.e., they can attract more investment and economic benefits into the localities. Yet, while the restoration works were carried out in the RFBDP, some streets in strategic parts of the project area could have been chosen and all the buildings of these streets could have been restored. With the on-going restoration strategy, the buildings restored could not make any strong trigger effect as they are all scattered within the Rehabilitation Programme site. Therefore, it is important to determine some sub-areas within a project site and to concentrate on the investments to these areas. In this way, the effects of the project could be shown clearer to the community; and their support could be attained after such changes.

Additionally, new investments could be attracted into such areas easier, as the unfavourable images of such declining sites would change. To concentrate investments on such sub-areas is also important in terms of making pilot studies or works in order to understand how the community reacts to the strategies and policies of the projects.

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## APPENDIX

### INTERVIEW QUESTIONS

**Burçin Altınsay** (The Local Co-Director of the RFBDP/Director of the Restoration Projects and Implementations)

**Senem Kadioğlu** (The Local Co-Director of the RFBDP)

- Is there any plan followed during the implementation process of the Programme?
- How many of the listed buildings within the Programme area have been restored?
- Are there any redundant buildings, vacant and derelict lands within the Programme area? What kind of projects do you have in order to achieve the reuse of these buildings and lands? How many of these projects have been implemented?
- Are there any public open spaces created within the Programme area?
- Are there any parking lots designed within the Programme area?
- Is there any study related to the improvement of transport services and utilities?
- Has the infrastructure of the district been improved? (Roads, pavements, drainage, electric and water systems, lighting and natural gas)
- Have you achieved success/sustainability in the Waste Management Strategy?
- Has there been any study related to the improvement of economic life in the district?
- What kind of studies was carried out in order to regenerate the historical Balat Market?
- Are there any growing businesses in the district? Are these sectors being supported through the Programme?

- Has the Programme created new job opportunities in the district?
- Have you created temporary jobs for the local labour force during the implementation process of the Programme (especially during the restoration work)?
- Have you motivated the unemployed people in the district for job search?
- Are there any new firms and economic activities planned to be attracted to the district through the Programme?
- Is there any study to develop the vocational skills of the inhabitants?
- Have the property prices and rents been increased after the initiation of the Programme?
- What kind of precautions have you taken in order to prevent gentrification in the district?
- How many health institutions are there in the district? Are these institutions adequate for the district?
- Is there any study related to the improvement of health services in the district?
- What is the consequence of the Health Ministry's project in 1998, regarding the establishment of a Dispensary in the district?
- Is there any study related to the improvement of educational services in the district?
- Is there any study to provide training and education opportunities for the residents of the district (ex. for illiterate women)?
- What are the problems faced during the implementation process of the Programme?

**Mehmet Özcan** (The Principal of the Tarık Us Primary School)

- Has the school building been rehabilitated through the Programme?
- What is the success rate of the students in the school?
- Has the Programme improved the success rate of the students in the school?
- What is the rate of school truancy?
- Has the Programme reduced the rate of school truancy?

- Are there any students in the school who have anti-social behaviours?
- Has the Programme reduced the number of students who have anti-social behaviours?
- Do the workshops organized within the framework of the Waste Management Strategy still continue?
- Are there any students in the district who do not go to school although they are at the age of education?

**Eda Çok Öztürk** (The Project Coordinator of the Social Centre of the RFBDP)

- Which non-governmental organizations operate the Social Centre?
- What kind of services is provided in the Social Centre?
- Who are your target groups?
- How many local people participate in Social centre activities?
- What is the rate of the local people who are in need of government health services?
- Have your education and training programmes improved the success rate of the students?
- Do you think that you have contributed to the social rehabilitation of the district?
- Will the Social Centre be closed when the implementation period of the Programme finishes?

**Local Tradesmen**

- According to you, what are the most important problems of the district? Could the Programme reduce these problems?
- Has the Programme created new job opportunities in the district?
- Could the local labour force find an opportunity to work during the implementation process of the Programme?
- Have the property prices and rents been increased after the initiation of the Programme?

- What are the traditional/growing businesses in the district?
- Has the Programme supported the existing traditional businesses which are about to disappear?
- Has the economic life of the district been improved through the Programme?
- Are there any new firms moved to the district after the initiation of the Programme?
- Has your economic situation been improved after the initiation of the Programme?
- Has the Programme provided you with any education/training courses?
- Have your children got assistance for their lessons through the Programme?
- According to you, are the health services in the district adequate?
- Has the Programme improved health services in the district?
- According to you, is Fener-Balat a safe district?
- Has the Programme reduced crime rate/types/frequency in the district?

#### **An Official of the Public Education Directorate of Fatih District**

- How many/what kind of schools are there in the district?
- How many students (boys/girls) are there in these schools?
- Are there any students in the district who do not go to school although they are at the age of education?
- How many libraries are there in the district?

For the following interviewees, the interviewees explained whatever they knew about the project.

**Nur Akın** (The Local Consultant of the Feasibility Study undertaken by Fatih Municipality, European Union, UNESCO and French Institute for Anatolian Studies in 1997-1998)

**Murat Diren** (The Local Co-Director of the Feasibility Study undertaken by Fatih Municipality, European Union, UNESCO and French Institute for Anatolian Studies in 1997-1998)

**Kadri Gözaydın** (The General Secretary of the Balat-Fener Culture and Beautification Association)